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Approaches to address loss and damage associated with climate change impacts in developing countries that are particularly vulnerable to the adverse effects of climate change to enhance adaptive capacity¹

– Activities to be undertaken under the work programme

Synthesis report on views and information on the thematic areas in the implementation of the work programme

Note by the secretariat

Summary

This report synthesizes views and information submitted by Parties and relevant organizations on the following thematic areas to be addressed in the implementation of the work programme on loss and damage: (a) assessing the risk of loss and damage associated with the adverse effects of climate change and the current knowledge on the same; (b) a range of approaches to address loss and damage associated with the adverse effects of climate change, including impacts related to extreme weather events and slow onset events, taking into consideration experience at all levels; and (c) the role of the Convention in enhancing the implementation of approaches to address loss and damage associated with the adverse effects of climate change. The report concludes with a brief summary of the main common elements identified in the submissions.

¹ Decision 1/CP.16, paragraphs 26–29.

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I. Introduction

A. Mandate

1. The Subsidiary Body for Implementation (SBI), at its thirty-fourth session, invited Parties and relevant organizations to submit to the secretariat, by 15 August 2011, further views and information on the following themes to be addressed in the implementation of the work programme on loss and damage:

(a) Assessing the risk of loss and damage associated with the adverse effects of climate change and the current knowledge on the same;

(b) A range of approaches to address loss and damage associated with the adverse effects of climate change, including impacts related to extreme weather events and slow onset events, taking into consideration experience at all levels;

(c) The role of the Convention in enhancing the implementation of approaches to address loss and damage associated with the adverse effects of climate change.²

2. The SBI requested the secretariat to prepare a synthesis report based on those submissions and other relevant information before the thirty-fifth session of the SBI.³

B. Scope of the note

3. This document synthesizes the views and information submitted by 10 Parties and groups, four intergovernmental organizations (IGOs) and four non-governmental organizations (NGOs)⁴ in response to the invitation referred to in paragraph 1 above.

4. While some of the submissions proposed concrete activities (e.g. the organization of workshops and expert meetings, the development of technical papers, etc. on specific topics), others presented views on the general aim of the work in each thematic area. Specific questions to be addressed in relation to each thematic area were also put forward in some of the submissions.⁵

5. In addition to containing further views and information on the three broad thematic areas under the work programme, some of the submissions also offered general views on risk management approaches or information on major impacts of climate change expected in different countries, regions or sectors. Most of the organizations reported on sources of information on relevant current knowledge and, in some cases, on the specific ways in which they can support the implementation of the activities mentioned in this document.

6. The document first provides a synthesis of views on the organization of the work in addressing the three thematic areas under the work programme on loss and damage, detailed in paragraph 1 above, and follows with an overview of cross-cutting views (chapter II). Chapters III, IV and V synthesize views on each of the three thematic areas, respectively. The document concludes with a short summary of the key elements identified in the submissions.

² FCCC/SBI/2011/7, paragraphs 109 and 110.

³ FCCC/SBI/2011/7, paragraph 110.

⁴ The submissions from Parties and IGOs are contained in document FCCC/SBI/2011/MISC.8. Those from NGOs are available at <<http://unfccc.int/3689>>.

⁵ For details of the views and information submitted, see FCCC/SBI/2011/MISC.8.

C. Background

7. The Conference of the Parties (COP), at its sixteenth session, established the Cancun Adaptation Framework, with the objective of enhancing action on adaptation, under which it established a work programme in order to consider approaches to address loss and damage associated with climate change impacts in developing countries that are particularly vulnerable to the adverse effects of climate change.⁶

8. The COP, at the same session, requested the SBI to agree on activities to be undertaken under the work programme referred to in paragraph 7 above and to make recommendations on loss and damage to the COP for its consideration at its eighteenth session.⁷

9. The SBI, at its thirty-fourth session, agreed to further elaborate on the details of the three broad thematic areas at its subsequent sessions, with a view to generating a knowledge base for making recommendations on loss and damage to the COP for consideration at its eighteenth session, including elaborating the elements set out in decision 1/CP.16, paragraph 28(a–d), and drawing upon the submissions made to date.⁸

II. Organization of work and cross-cutting factors

A. Overall aim of the activities under the work programme

10. Many of the submissions included views on the overall aim of the implementation of the activities under the work programme, both in general and for the period up to COP 18, which can be generally summarized as follows:

(a) Developing information on good practices and approaches to address loss and damage, including in the broader context of disaster risk management, and with the aim of building a knowledge base that enables countries to make informed decisions on how the United Nations Framework Convention on Climate Change (UNFCCC) process should address the matter of loss and damage at COP 18;

(b) Creating a common understanding of key concepts, terms, challenges and different ways to assess and address different kinds of loss and damage in the context of climate change;

(c) Promoting an integrated climate risk management approach in development planning at all levels, including by increasing coherence between the related work under the UNFCCC process with other relevant institutions, frameworks and initiatives;

(d) Providing valuable inputs to the work undertaken by Parties, organizations and the private sector on risk management strategies to address loss and damage associated with climate change impacts.

11. In addition, the importance of focusing exclusively on the adverse impacts of climate change in the implementation of the work programme was noted by one Party.

⁶ Decision 1/CP.16, paragraph 26.

⁷ Decision 1/CP.16, paragraphs 27 and 29.

⁸ FCCC/SBI/2011/7, paragraph 110.

B. Sequence of work in addressing the thematic areas of the work programme

12. Many of the submissions proposed to address the three thematic areas under the work programme sequentially – first, thematic area (a), followed by (b) and then (c) – thus highlighting the importance of ensuring that the discussion on specific approaches (thematic area (b)), including on related costs and benefits, would build on an adequate knowledge base on the assessment of the risks of loss and damage (thematic area (a)), and enable informed discussion when addressing the role of the Convention (thematic area (c)).

13. Addressing the thematic areas in that sequence, as noted in paragraph 12 above, would also ensure that planning and action undertaken on the ground by countries and practitioners are built on a sound basis that includes an understanding of the risks, economics, complementarity and challenges of various risk management approaches.

14. Discussion under thematic area (c) was viewed by one Party as a part of the negotiations from the perspective that it will be the end product of the deliberations. Another submission suggested defining a process, in the period up to COP 18, to discuss solutions focusing on what is needed and what implementation ideas could be further explored after COP 18.

C. Types of activities under the work programme

15. The proposed types of activities in addressing the three thematic areas under the work programme include:

- (a) The organization of expert meetings and workshops, including in-session and regional workshops;
- (b) Inviting Parties and relevant organizations to submit their views and information on specified topics;
- (c) The preparation of technical papers;
- (d) Commissioning experts and/or relevant organizations to conduct work (e.g. preparing reports) on selected topics where a systematic overview is needed;
- (e) The preparation of synthesis reports;
- (f) The development of user-friendly knowledge and information products;
- (g) The engagement of a wide range of stakeholders;
- (h) Activities focusing on education and building the capacity of UNFCCC negotiators to discuss and evaluate different risk management options;
- (i) The implementation of pilot projects.

16. The organization of intersessional events such as workshops and/or expert meetings was proposed under all three thematic areas in the majority of the submissions, while views on the total number of meetings and the levels at which these meetings should be organized varied. The focus of the first of such events is widely expected to be on thematic area (a) and the subsequent event(s) to be dedicated to thematic area (b). In addition, a meeting focusing on cross-cutting issues, such as gender, children, youth and health, was viewed as being beneficial to the discussion by one Party.

17. In-session workshops and regional workshops were viewed as good ways to ensure broad consultation, including practitioners and implementers from civil society, in addition

to UNFCCC negotiators. These workshops, as noted, can also provide opportunities to build the capacity of implementers and countries.

18. Holding workshops at the regional level was viewed as being especially desirable in undertaking activities under thematic area (b) from the perspective that varying country and regional circumstances is one of the determinants of the nature of appropriate approaches. One Party noted the cost-effectiveness of regional workshops in enabling the participation of local organizations.

19. To help disseminate the outcomes of workshops and/or literature reviews to a broader audience and in accessible languages, the development of user-friendly knowledge and information products was considered useful.

D. Overview of cross-cutting views

20. This section provides an overview of the cross-cutting focuses and needs that were frequently noted for consideration in addressing all three thematic areas of the work programme.

1. Capitalizing on synergies and enhancing complementarities

Building on existing work, especially on disaster risk reduction (DRR) and disaster risk management (DRM)

21. The importance of avoiding the duplication of and building on existing work undertaken by relevant organizations, including United Nations bodies, multilateral development banks, regional, national and local entities and governments, in undertaking the work under all three thematic areas of the work programme was a recurrent concern expressed in many of the submissions.

22. Linkages with the institutions, and building on the existing initiatives, in the DRR/DRM domain are generally perceived to be particularly essential, as a considerable amount of approaches and tools already exist in that domain, for both assessing and addressing loss and damage. These approaches and tools need to be taken into account in the work programme and systematically analysed in terms of their efficiency and potential for further enhancement in the context of adaptation to climate change impacts.

23. Many of the submissions noted the need to identify complementarities and synergies with the work undertaken by the World Meteorological Organization, especially that related to the Global Framework for Climate Services (GFCS), and the work undertaken by the United Nations International Strategy for Disaster Reduction (UNISDR),⁹ including the *2011 Global Assessment Report on Disaster Risk Reduction* and the Hyogo Framework for Action. For exploring the gaps in the existing work and knowledge, the Intergovernmental Panel on Climate Change (IPCC) Special Report entitled *Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation* was considered as a useful source.

24. One Party further noted a need for coordination in terms of the work on building capacity for implementing various action plans and initiatives derived from other multilateral agreements, in particular the multilateral environmental agreements.

⁹ Approaches to and experiences in DRR compiled by Parties, organizations and individuals under UNISDR provide directly applicable guidance on ways to address loss and damage associated with the adverse effects of climate change. Such experiences are compiled at <www.preventionweb.net>.

Complementary activities under the Convention process

25. The importance of addressing the issue of approaches to address loss and damage in a coherent manner with complementary activities under the Convention process, as mandated by the Cancun Adaptation Framework, was also raised.

26. Specific activities mentioned in this regard include: the workshop on the identification of gaps and challenges in the implementation of risk management approaches to the adverse effects of climate change, held on 10–12 October 2011,¹⁰ to provide input to the work, especially under thematic areas (a) and (b); and the Nairobi work programme on impacts, vulnerability and adaptation to climate change, to provide services such as awareness-raising, education and research, which can complement the implementation-related activities with scientific and technical advice.

2. Capacity-building

27. Another critical element frequently noted in addressing all three thematic areas of the work programme was the importance of building capacity and raising awareness at the local, national and regional levels to address the technical issues around the concept of loss and damage in order to strengthen the adaptive capacity of developing countries.

28. Specific areas noted as being in need of enhancing institutional and technical capacity at the national level range from the mapping of various types of assets that have differing exposures to loss and damage and areas related to planning (including early warning systems for floods, drought and/or crop failure, and weather and climate services, including long-term weather forecasting capacity), to areas related to the implementation and coordination of adaptation and disaster prevention measures. Enhancement of information dissemination systems and research were also viewed to be important for improving the availability of information.

29. Some of the submissions considered it important to improve the understanding of UNFCCC negotiators regarding the assessment of risks, and to build their capacity to discuss and evaluate different risk management options, in order to enable more effective negotiations and decisions on the implementation of appropriate measures.

3. Understanding the national context

30. Noting that climate change will impact countries differently, it was widely acknowledged that the consideration of approaches to manage risks, including means to address loss and damage, should be country- and context-specific.

31. Addressing the drivers of vulnerability (e.g. institutional set-up, legislation, and social and economic structures) was also considered important. Taking into account the highly contextual nature of vulnerability, one Party suggested integrating local knowledge with the science when mapping out vulnerability.

4. Involving a wide range of stakeholders*Relevant organizations*

32. The importance of the broad participation of stakeholders in addressing each of the three thematic areas was commonly noted. The types of stakeholders highlighted in the submissions include: international, regional, national and local entities, NGOs, civil society, academics and private-sector actors that are involved in the full spectrum of work related to DRM, including sectoral work, development, and humanitarian interventions,

¹⁰ FCCC/SBI/2010/27, paragraph 86. For further details, see <unfccc.int/6094>.

including those relating to migration, as well as actors involved in relevant research and in implementing pilot projects, at all levels.

Intended beneficiaries and vulnerable communities and groups

33. A need to pay particular attention to vulnerable communities and groups in addressing all thematic areas was viewed as important in order to facilitate the development of effective risk management systems and to target the most pressing issues, such as reducing vulnerability. According to some Parties, consulting with the intended beneficiaries is necessary, especially with regard to thematic area (b), including on their perceived risks, existing coping mechanisms, demand for products like micro or macroinsurance, and need for training on topics related to risk reduction and financial literacy.

E. Examples of existing relevant work

34. This section introduces some of the examples of existing relevant work, reported by organizations in their submissions, that can support the implementation of activities in the three thematic areas of the work programme.

35. The World Health Organization (WHO) proposed to provide support and expertise in planning, global coordination, assisting national governments and regional partners, and making analytical contributions,¹¹ including for the conduct of vulnerability, impact and adaptation assessments on the basis of their public health tool.¹²

36. The United Nations University (UNU) will support the implementation of the work programme, including by co-organizing a workshop on a relevant theme and a series of training workshops, preparing a policy brief and providing case studies on migration and displacement, among others.¹³

37. The World Bank offers suites of analytical tools, data services and investment options to support the full cycle of climate-related DRM, from the collection¹⁴ and analysis of climate and risk data, to the provision of financial protection against disasters,¹⁵ and the assessment of loss and damage when disasters occur.¹⁶ It stressed its readiness to assist in promoting this agenda and to showcase some of the on-the-ground experiences with key products, services, capacity-building and technical assistance as part of the elaboration of the work programme in its entirety.

38. The Munich Climate Insurance Initiative (MCII) will support the work programme, including by: providing risk profiles of countries, including an overview of major recent weather-related natural catastrophes; co-organizing, at the margins of related events (sessions of the subsidiary bodies, workshops, etc.), a workshop on a relevant theme and a

¹¹ Examples of relevant work undertaken by WHO include a global damage cost study based on a re-estimation of health impacts attributable to climate change and a damage cost tool.

¹² Their tool “Vulnerability and Adaptation Assessment” supports: the identification of the risks to human health resulting from current climate variability and recent climate change, and the public-health policies and programmes to address those risks; the projection of future health risks and impacts as a result of climate change; the identification and prioritization of policies and programmes to address current and projected health risks; and the establishment of a process for monitoring and managing the health risks as a result of climate change.

¹³ For further details, see <<http://unfccc.int/3714>>.

¹⁴ The Climate Change Knowledge Portal, Weather and Climate Information and Decision-Support Systems and the Open Data for Resilience Initiative.

¹⁵ The World Bank’s Disaster Risk Financing Program.

¹⁶ Post-Disaster Needs Assessment.

series of training workshops to support delegates in familiarizing themselves with technical terms and different ways of addressing loss and damage.¹⁷

39. UNU and MCII also proposed the preparation of a glossary of key terminology, jointly with other interested organizations, including the United Nations Environment Programme (UNEP) and the Climate Change, Environment, and Migration Alliance (CEEMA), with the aim of supporting delegates in familiarizing themselves with technical terms and concepts, as well as with different ways of managing risks and reducing loss and damage associated with climate change.

III. Thematic area (a): assessing the risk of loss and damage associated with the adverse effects of climate change and the current knowledge on the same

40. Work in this thematic area is viewed by many as a good starting point for the work programme. Risk assessments, as noted in many submissions, are the foundation for planning and decision-making because they reveal the consequences for the exposed assets and communities as well as the magnitude of the potential losses and the probability that they will occur, taking into account a variety of assumptions and uncertainties.

41. As many countries already undertake some level of DRM, some submissions raised the importance of understanding the existing institutional arrangements for risk assessment and the current practices on how countries assess their exposure to risks, including the use of available tools, in order to understand the potential losses and to identify the gaps and needs that require further attention.

42. Similarly, it is important that this area of work should explore the state of current knowledge on the risk of loss and damage at different levels, including the elements that determine the risk, as well as the actors, institutions and networks with relevant knowledge.

43. For this area of work, the submissions included: views on the aim and scope of the work, including specific questions to be addressed and the sectoral focus; proposals for concrete activities; and information on ongoing work, including how relevant organizations can support this area of work.

A. Views on the general aim of this area of work

44. The views put forward on the potential aims of this thematic area can be generally summarized as follows:

- (a) To provide an overview of, strengthen the understanding of and identify the gaps in, the current knowledge on the risk of loss and damage, including:
 - (i) Data and information requirements for risk assessment;
 - (ii) Various methodologies and tools for risk assessment;
- (b) To strengthen the analysis of information and data, including how to translate data into decision-support tools;
- (c) To strengthen the understanding of the need for additional capacity to apply risk assessment methods on the ground, including for facilitating application in developing countries;

¹⁷ For further details, see <<http://unfccc.int/3689>>.

- (d) To map exposures to loss and damage.

B. Proposals for concrete activities

45. Modalities for activities and their focus proposed under this thematic area include:

(a) The organization of an expert meeting or workshop to enable in-depth discussion on the subject with the involvement of experts from different fields such as the IPCC, the insurance industry, academic institutions and other relevant organizations;

(b) The preparation of a technical paper to summarize methodologies, data requirements and gaps, and current knowledge, drawing on existing relevant work, such as under the IPCC, the GFCS and the Hyogo Framework for Action,¹⁸ which can serve as the basis for the expert meeting or a workshop addressing thematic area (a);

(c) Activities aimed at improving the relevant scientific and technical databases in highly vulnerable countries;

(d) Pilot initiatives that provide the basic elements required to assess the risks of loss and damage.

C. Further views on this area of work

Scope of assessments

46. While one of the common key concerns was the need to enhance assessments regarding risk and vulnerability to impacts related to both extreme weather events and slow onset events, including by factoring socio-economic trends and increasing vulnerability into risk modelling, there were varied views regarding the scope of assessments to be considered under the work programme.

47. In terms of sectoral focus, assessing risks related to food security and health was commonly reported as necessary. Although the effects of climate change resulting from sudden-impact extreme weather events will have important consequences for health, according to an IGO, slow onset events are likely to have a much larger aggregate impact. In this context, it is therefore essential to address the fundamental determinants of vulnerability to climate change.

48. Some considered that assessments of the exposure of all areas, including man-made, natural and social areas (socio-economic exposure, loss of ecosystems and their services, etc.), should be carried out. A need to explore work at the regional level in order to assess shared ecosystems or infrastructure investments was stressed by others.

49. On the other hand, one Party cautioned that it will not be possible to get a 'complete' or 'true' picture of the risks associated with climate change impacts owing to the limitations on both assessment tools and available information. While one tool may be suitable for capturing one type of risk, it may not be suitable for capturing other risks. Similarly, the uncertainties regarding climate change impacts, in particular on smaller scales, set limitations on assessing risks.

Methodologies

50. Several submissions noted a need to provide guidance on available methodologies for quantifying loss and damage caused by climatic variability and change to a reasonable degree of accuracy, including for quantifying loss of ecosystem services and biodiversity.

¹⁸ <<http://www.unisdr.org/eng/hfa/hfa.htm>>.

51. The importance of undertaking baseline assessments in developing countries that are particularly vulnerable to the adverse effects of climate change, including cost estimation of loss and damage for at least the areas that are highly sensitive to extreme weather events, was also raised, and support was called for in this regard.

52. Methodologies used in the DRR domain, as noted by some, should be utilized and further developed, including those being developed in the context of the Global Risk Assessment of the Global Assessment Report. This, according to UNISDR, would ensure that Parties apply up-to-date risk modelling.

Databases and data

53. The importance of addressing issues such as the accessibility, compatibility and reliability of data in addition to their comprehensiveness, and enhancing databases was another key issue raised in the submissions, in order to improve risk assessment.

54. Some Parties considered that the work programme should enable the preparation and analysis of databases at the country level to support Parties in their efforts to assess the risk of loss and damage associated with climate change. Others called attention to the importance of enhancing regional-level action on systematic observation and the collection of data and information, including the development of robust regional systems for systematic observation networks for regional weather and hydrometric data, and prioritizing actions for the sustainable operation and maintenance of key stations.

55. Organizations in the DRR domain proposed to build on the existing network of national disaster loss databases so that climate-related losses can be accounted for in a more precise, robust and harmonized manner that allows for cross-country comparisons of loss and damage. At the same time, some of the submissions drew attention to a need to analyse existing risk modelling methodologies and experiences with regard to their applicability to assess loss and damage associated with the impacts of extreme climate events in developing countries.

IV. Thematic area (b): a range of approaches to address loss and damage associated with the adverse effects of climate change, including impacts related to extreme weather events and slow onset events, taking into consideration experience at all levels

56. Work in this thematic area is generally considered to help articulate lessons learned, good practices and challenges and analyse the relevance of various instruments and frameworks in the context of the broader adaptation context and DRM, at all levels and in different sectors.

57. Recognizing the array of climate change impacts as well as the different contexts (e.g. levels and sectors) in which risks are managed in each country, many submissions reiterated that the work programme needs to explore a comprehensive range of approaches and tools, from prevention and preparedness to response to and recovery from extreme and slow onset events, in particular risk reduction measures, social security and protection measures, integrated risk management approaches, market-based insurance products, as well as options for rehabilitation measures to recover from severe disasters due to climate change.

58. This would help in enabling each country to develop approaches that will take into account their different national circumstances in order to promote effective action to manage potential loss and damage resulting from climate change impacts. Considering best practices and lessons learned at different levels of implementation, as noted in the

submissions, will help Parties, decision makers and practitioners to understand the challenges and benefits of each approach, as well as the necessary enabling conditions, and to gauge the replicability of the tools in other countries and regions.

A. Views on the general aim of this area of work

59. The views on the broad aim of the work in this thematic area can be generally summarized as follows:

(a) Deepening the knowledge on, and understanding of, different approaches and actions to address the risk of loss and damage, at all levels and for different sectors, including in relation to complementarities and the cost-effectiveness of different approaches, scope (types of hazards, losses, geographical scope, etc.), associated institutional, organizational, legislative and regulatory frameworks, public and private sectors and civil society, limitations and challenges in their application;

(b) Strengthening the understanding of how to design comprehensive risk management portfolios in order for countries to tailor risk management approaches to their national contexts and specific vulnerabilities and priorities, and to seek opportunities for collaboration and coordination with other countries and actors.

B. Proposals for concrete activities

60. A range of activities was proposed for this thematic area. It is seen as crucial that existing relevant experience at all levels is made available and is shared in undertaking all activities. Modalities for activities and their focus put forward under this thematic area include:

(a) Compiling, documenting and assessing tools and approaches to understand, reduce and address the specific types of loss and damage, with a view to helping Parties articulate lessons learned, good practices and challenges and analyse the relevance of various instruments and frameworks in the context of adaptation and DRR, at the local, national and regional levels;

(b) Organizing three regional workshops,¹⁹ in collaboration with relevant United Nations agencies and/or regional centres providing climate services, to consider and obtain an overview of existing approaches in those regions to address disaster risk and the risk for loss and damage associated with climate change. The workshops could also consider how such approaches could be enhanced, and where absent, what could be done in those regions;

(c) Preparing a synthesis report highlighting the outcomes of these workshops for consideration at COP 18;

(d) Organizing a joint meeting of experts and delegates to build on the outcomes of the workshop to identify challenges and gaps in the implementation of risk management approaches.²⁰ The meeting may have a stocktaking element as well as a capacity-building element for UNFCCC negotiators;

(e) Facilitating the exchange of lessons learned and good practices from existing microinsurance pilot projects, regional insurance pools and national macroinsurance schemes, catastrophe bonds, government reserve funds and other risk management activities.

¹⁹ One for Latin America and the Caribbean, one for Africa and one for the Asia-Pacific region.

²⁰ FCCC/SBI/2010/27, paragraph 87.

61. In addition, one Party suggested utilizing cost-effective modalities, such as online capacity-building tools, webinars, etc.

C. Further views on this area of work

Attention to different levels

62. Recognizing that many disasters will require national responses, identifying the information needs of decision makers at different levels, ranging from local to regional, was viewed as being necessary. The local and context-specific nature of vulnerability to the impacts of climate change necessitates the local level to be, according to some submissions, placed at the core of any risk management approach. In this context, they stressed the importance of inclusiveness (e.g. of different groups within communities) and of increasing resilience at the local level within risk management, and called for a participatory approach in developing risk management strategies.

63. Organizations in the DRR domain noted a need to develop regional strategies based on region-specific climate-related risks and vulnerabilities, and called for better integration of existing regional approaches and policy frameworks into the discussion on addressing loss and damage, in order to reduce disaster and climate change impacts, including transboundary loss and damage.

Insurance

64. Insurance, while noting that it is unlikely to be applicable in all circumstances, was widely recognized as a tool for, and possible component in, effective DRM. There has already been considerable knowledge acquired, especially regarding microinsurance and weather-index insurance, from which the work programme could learn how insurance can be part of the solution. This will require enhancing the understanding of what kinds of risks are insurable and how to design insurance to incentivize further risk reduction efforts.

Economic assessments

65. Some submissions viewed it as necessary to assist Parties, especially the least developed countries, in enhancing their understanding and analysis of indicators of cost-effectiveness, in order to consider different approaches to address loss and damage. While noting that cost-benefit analysis can be undertaken using a top-down approach at the macro level with different policy scenarios and assumptions, one Party expressed support for using a bottom-up approach at the industry or sectoral level in the context of the work programme.

Sectoral focus

66. With regard to the sectoral focus of this thematic area, sectors highlighted in the submissions include: food security and agriculture; health; land and forest degradation; ecosystems; urbanization; and coastal development.

Slow onset events

67. Approaches to respond to slow onset events (e.g. systematic trends such as increasing mean temperatures and sea levels) are noted to be significantly different from those to respond to sudden or extreme events, although both require long-term planning and strategic investments to reduce vulnerability. The loss and damage resulting from slowly evolving risks could undermine or reverse the course of economic development. In this context, one IGO highlighted a need to address slow onset events within a holistic climate risk management approach that will result in climate-resilient economies.

68. It was also suggested that the work in this thematic area should identify the key differences between responses related to sudden events and those related to slow onset events and what kinds of approaches are feasible when being confronted with gradual changes and slow onset events.

Other areas of issue

69. Other views on the work in this thematic area include: consideration of the criteria for success with respect to the different approaches to address loss and damage; and the creation of regional funds and exploring ways to develop catastrophe bonds to address loss and damage caused by extreme weather events such as hurricanes.

V. Thematic area (c): the role of the Convention in enhancing the implementation of approaches to address loss and damage associated with the adverse effects of climate change

A. Views on the general aim of this area of work

70. As mentioned in paragraph 0 above, the importance of avoiding the duplication of work and increasing synergies with other institutions, activities, initiatives, frameworks and strategies, such as the Hyogo Framework for Action and the GFCS, in implementing the work programme was a key concern frequently noted.

71. The views put forward on the focus of the work in this thematic area can be broadly summarized as follows:

(a) Strengthening the understanding of where international coordination would be beneficial in helping countries identify and implement appropriate approaches given the risks that they face;

(b) Understanding the role of the Convention in managing climate-related risks, with a view to gaining clarity on its role in enhancing the implementation of approaches to address loss and damage. This includes analysing what institutional arrangements and services under the Convention exist which may address loss and damage, and where the competitive advantages of the Convention lie.

B. Proposals for concrete activities

72. Modalities for concrete activities and their focus proposed under this thematic area include:

(a) The organization of a meeting with delegates and relevant organizations and other stakeholders to provide a forum for in-depth discussions and input from relevant actors on the complex institutional issues;

(b) The documentation of the role of the Convention in managing climate-related risks, with a view to gaining clarity on its role in enhancing the implementation of approaches to address loss and damage.

C. Views on the role of Convention

73. This section summarizes the variety of views put forward on the role of the Convention. In addition to the views expressed in the submissions, it was noted that further

information and views may emerge from activities in the thematic areas (a) and (b) that will contribute to the discussion on this thematic area.

Provision of support and guidance for a comprehensive risk management approach

74. One Party drew attention to the fact that, although many risk management tools and risk transfer mechanisms can increase the capacity of countries and sectors to respond to climatic impacts, in many cases these are expensive options that are beyond the capacity of countries. Support and guidance from the UNFCCC was called for in putting in place appropriate policy and regulatory frameworks in order to promote a comprehensive risk management approach at the strategic planning, policy and programme levels in order to increase resilience at the country level and in all sectors.

75. Addressing loss and damage was considered an important role of the Convention in some submissions, and a leading priority in one submission which called for establishing institutional arrangements, such as an operational entity to deal with governance and financial issues.

Promoting international coordination and coherent approaches

76. As indicated in several submissions, a significant amount of the work will ultimately happen at the regional, national and local levels, with the participation of a wide range of stakeholders. The UNFCCC can play an important role in supporting these actions by catalysing international coordination and providing a platform and mechanism to promote more coherent consideration of disaster risk and the risk of loss and damage associated with climate change impacts.

77. This includes promoting international coordination and coherent approaches in strengthening national and regional capacity across the full continuum of the loss and damage agenda, including in: enhancing data collection; improving the access of countries to information and knowledge; enhancing the ability of countries to conduct needs assessments and baseline assessments in order to be able to analyse and make informed decisions on various risk management policies; establishing national and regional risk financing frameworks; and mobilizing the needed resources to follow through with such investments.

78. Facilitating the mobilization of further knowledge- and information-building as well as resources to support the efforts that Parties are undertaking in addressing loss and damage, through different work streams under the Convention, was also viewed as a role of the Convention.

Promoting integration

79. The Convention was also viewed to have a role in placing loss and damage considerations within a broader framework: addressing climate change and DRM approaches to achieving the overall objective of climate-resilient development in countries, and in 'climate proofing' existing and projected investments in relevant sectors.

80. In addition, one IGO, referring to the Cancun Adaptation Framework, stressed the importance of ensuring a close linkage between adaptation and DRR in the development of the proposed national adaptation plans (NAPs), from the perspective that mainstreaming climate adaptation and DRM can build on and complement national strategies and programmes, and has the potential to inform the discussion on loss and damage within the more strategic context of the proposed NAPs.

Monitoring of commitments

81. A submission from another IGO, referring to Article 4, paragraph 1(f), of the Convention, noted the importance of taking a results-based approach in undertaking the

work programme. Similarly, a few Parties noted, as a role of the Convention, monitoring the financial and technical commitments of developed countries in order to support approaches to address loss and damage caused by climate change impacts.

VI. Summary of the key elements identified in the submissions

82. In the light of the submissions, some areas of convergence were identified in addressing the three broad thematic areas in the implementation of the work programme on loss and damage, including:

Organization of work

(a) Undertaking activities addressing thematic areas (a) then (b) then (c) in a sequential manner is a constructive approach to generating a knowledge base for making recommendations on loss and damage to the COP. The following work can enable an informed discussion under thematic area (c):

- (i) Identifying existing gaps and challenges, including regarding the availability of data, in order to assess different kinds of risk, loss and damage at different levels;
- (ii) Assessing current practices and lessons learned in assessing different kinds of risk, loss and damage at different levels;
- (iii) Identifying the approaches needed to address different kinds of risk, loss and damage at different levels;
- (iv) Assessing current practices and lessons learned in addressing different kinds of risk, loss and damage at different levels;

Modalities

(b) Expert meetings or workshops, including regional workshops, are suitable modalities for addressing each of the thematic areas;

(c) Expert inputs, in the form of a technical paper or compilation of information, can help to ensure in-depth and informed discussion at such a meeting or workshop;

(d) Addressing a set of specific questions under each thematic area may be useful in achieving targeted discussions;

(e) Building capacity and raising awareness at the local, national and regional levels is a critical element in addressing all three thematic areas of the work programme;

(f) Developing capacity-building tools of different characters (e.g. web-based) and organizing in-session and regional-level events may be effective ways of addressing certain themes in order to reach a broad range of practitioners as well as negotiators;

Engaging relevant organizations and stakeholders

(g) Building on existing work in order to avoid overlaps and bringing in technical expertise from broad stakeholder groups, including the private sector, are essential to the effective implementation of the work programme, including by capitalizing on synergies and enhancing complementarities;

(h) Engaging vulnerable groups and communities as well as consulting the intended beneficiaries in undertaking the work under all three thematic areas can ensure an effective work programme that is targeted at those most in need.