

Institutional arrangements under the UNFCCC for 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 capacity

Norway

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Norway would like to use this opportunity to share its views on the outcome at COP 19 in Warsaw on institutional arrangements under the UNFCCC for approaches to address loss and damage associated with the adverse effects of climate change.

To prevent loss and damage is at the heart of the UNFCCC. What we do today defines losses and damages associated with a changing climate tomorrow. Science tells us that we can substantially reduce losses and damages by deep and swift cuts in green house gas emissions and climate resilient development choices. Hence, the comprehensive response to loss and damage is the effective implementation of the Convention.

In Warsaw we are mandated to establish institutional arrangements under the UNFCCC to address loss and damage associated with adverse effects of climate change that will enable developing countries to reduce risks, build resilience and to better cope with and bounce back when climate related events occur, in accordance with the Cancun Adaptation Framework (1/CP.16) and the Doha decision on loss and damage (3/CP.18).

Any institutional arrangement under the UNFCCC must be relevant and effective. Vulnerability to climate change varies across regions, populations, and resource systems, and is strongly linked to development planning and risk management locally, and within each country and region. Countries will address climate change in different development contexts and with different means and capacities. Hence, single institutional responses from the UNFCCC that would imply "one size fits all" would not be effective. Norway will insist that any institutional arrangement under the UNFCCC must accommodate multiple responses. Further, in Norway's view to be effective and relevant institutional arrangements under the UNFCCC should not duplicate and add another layer to an already fragmented international institutional landscape of development, adaptation and humanitarian organisations.

The effects of a changing climate have to be managed across sectors and levels. In some cases transformational changes are needed, especially to tackle slow onset events. Such changes involve both ecosystems and socio-economic factors. Hence, Norway considers it imperative that all developing countries and the international organisations that support them integrate climate change and resilience building in all their efforts.

It is the poorest and most vulnerable people that are at most risk and suffer the most in the presence of any crisis, including climate-related events. Yet science tells us that the poorest and most vulnerable benefit less from efforts taken to address risks. We need to ensure that our efforts to tackle climate change do not leave anyone behind. In this regard Norway is committed to work to place women and children at the center of disaster risk planning processes at all levels.

In Doha the Parties successfully identified necessary work within three core areas; knowledge building, coordination and coherence and action and support.

Norway would like to propose a Warsaw Platform for loss and damage comprised of three elements in response to mandate from Doha, of 3/CP.18. Norway's proposal is made on the basis that institutional arrangements under the UNFCCC on approaches to address loss and damage associated with the adverse effects of climate change remains an integrated part of the Cancun Adaptation Framework.

A coordination group on knowledge

1. The Doha decision identifies a number of areas where there is a need to build further knowledge, create better coherence and enhance action and support, reflected in §6 and § 7 of 3/CP.18. To address this we propose the establishment of a four year coordination group on loss and damage, mandated to enhance knowledge on issues identified in § 7 a) of 3/CP.18. The coordination group will bring to its work a wide range of capacities and stakeholders to ensure the best available knowledge and expertise to be utilised and to improve coordination within and outside the Convention.
2. Norway would propose that the working group on loss and damage is comprised of representatives from the existing relevant bodies under the Convention, namely the Adaptation Committee (3), Least Developed Country Expert Group (2), Technology Committee (1), Consultative Group of Experts (1).
3. The coordination group on loss and damage will call on time-bound task forces with specific mandates to map, assess and make recommendations on issues identified for further work in § 7 a) of the Doha Decision.
4. The task forces will be comprised of one on the working group members and external technical experts within the respective fields.
5. To facilitate mobilisation of experts to the task forces, as well as to ensure swift action and support to Parties, a consultative group will be called upon to make available experts to join task forces, and also to take action on the recommendations coming out of the task forces. This consultative group/network will consist of representatives from relevant int.org/institutions including funding agencies, insurance, NGOs, academia etc.
6. The working group on loss and damage shall report and provide recommendations to the COP on an annual basis over a four year period on each of the items specified under the §7 a) of the Doha decision.
7. The working group will be encouraged to use a wide range of modalities in its work, but should seek to use modalities that limit the need for travel.
8. The working group and taskforce structure will replace more traditional workshops and expert meetings modalities.

Coherence and cooperation

9. The Doha decision calls for strengthened international cooperation and coordination. The UNFCCC has an important role to play in continued awareness-raising, in identification of gaps, and in exchange of best practice, experience and expertise. It could constitute a meeting place between UN organizations, multilaterals, civil society organizations and Parties to the convention, and be helpful in developing common language and a dialogue between climate negotiators and development and humanitarian actors. The consultative group proposed to support the working group on loss and damage will constitute such an arena. In addition Norway suggests to make use of the Adaptation Forum decided to take place annually (1/CP.18, § 57) to create a high- level arena for rising issues related to the impacts for climate change.
10. Coordination and coherence cannot take place in isolation under the UNFCCC. The issues raised under the UNFCCC must also be raised through other arenas outside the UNFCCC to be effective.

11. In response Norway would suggest a new decision under the UNFCCC in Warsaw contain a call on Parties to work through the boards of the multilateral system, including in the multilateral development finance institutions, to promote disaster risk reduction and climate change adaptation as cross cutting issues in all sectors and areas. Where necessary, we should also work to adapt mandates to this effect.
12. Further, the decision in Warsaw should include an agreement among Parties to use their power as members of the UN and of the multilateral development finance institutions to encourage these organisations to work in a more coherent and coordinated way, as they do under the Global Framework for Climate Services.
13. Norway is cognizant of the many relevant policy debates converging in 2015. This presents a unique opportunity to encourage that the impacts of a changing climate are coherently addressed and becomes a truly fundamental component of sustainable development and poverty reduction. A decision in Warsaw should invite Parties to work for an alignment of the processes leading up to the post 2015 global agenda, especially the Hyogo Framework for Action 2 and the work on sustainable development goals.
14. We would also like to advocate that the Warsaw decision should contain a reference to the United Nations Economic and Social Council (ECOSOC). ECOSOC is currently undergoing a reform to strengthen its role as the central mechanism for coordination of the activities of the United Nations system and its specialized agencies in the economic, social, environmental and humanitarian fields. It is mandated to provide overall guidance and coordination to the United Nations development system and promote a coordinated follow-up to the outcomes of major international conferences and summits in the economic, social, environmental and related fields, and has a key role in achieving a balanced integration of the three dimensions of sustainable development.

Action and support

15. The Doha decision calls for comprehensive strategies to address extreme events and slow onset events associated with a changing climate. We would like to underscore that although international support is of the essence, each country needs to make its own risk assessment, develop a comprehensive strategies and communicate their priorities and needs. The Warsaw decision should also urge developing Parties to integrate climate change adaptation and disaster risk reduction in their long term planning and development efforts to secure the link between climate change and root causes of risk, and the developed countries and countries in the capacity to do so to support their efforts.

Natural disasters are a major threat to development. The world has succeeded in making natural disasters less deadly, but their economic cost is rising. DAC members invested over USD 2.34 billion in Haiti's development in the four years preceding its devastating 2010 earthquake, but much of that investment was destroyed in less than sixty seconds. Discussions in the DAC have started on how priorities need to change: only 2.5% of DAC member's development investment in Haiti was earmarked for disaster prevention and preparedness.

16. Recalling the Doha decision § 6 there is a need to strengthen collection, sharing and access of data. The data and knowledge required will vary according to a number of factors, including for what purpose and who is the end user of the data. The Global Framework for Climate Services has been established under the World Meteorological Organisation. The framework aims to support regions' and countries' efforts to produce, access, and interpret information on weather and climate for planning and decision-making, focusing especially on food security, water, health and disaster risk reduction. The buildup of early warning systems would

contribute to saving lives and livelihood. This framework needs urgent up scaling of support and Norway would like to see a strong call for support to the GFCS in the Warsaw decision.

17. While support for climate services is imperative, we also need strong structures to enable countries to analyse other drivers of risks in order to design effective responses. A lot of this information already exists in different arenas and the challenge is often how to access and benefit from existing data. In Warsaw we may therefore find language that enables countries to seek support for improved data management, including socio-economic data and gender disaggregated data.
18. Norway is cognizant that some countries may be too fragile or small for managing climate services and other relevant data, as well as analyzing this in the context of planning and decision making. Hence, we would like to explore how we in Warsaw can make a strong call for support for regional centers and networks to enable them to support countries in managing different types of data and providing support for analysis, such as vulnerability assessments.
19. Comprehensive and integrated approaches to addressing the adverse effects associated with a changing climate require an integrated approaches at country level, require a corresponding financing framework that accommodates the interlinkages and integration of climate adaptation, disaster risk management, disaster response and sustainable development. We are aware that current funding mechanisms are not optimal for this purpose. New policies may need to be developed in order to address the adverse effects from climate change in an efficient, effective and coherent way, including through measures to strengthen triangular and south-south cooperation. In Warsaw we may seek to strengthen the work that countries may undertake to bridge current efforts in climate adaptation, disaster risk management, disaster response and sustainable development. This may include enhancing support for joint strategies for adaptation and disaster risk reduction. Norway considers that this should be an integrated part of countries respective National Adaptation Plan and Technology Needs Assessment processes. In this regard, we consider that there is room for the Warsaw decision to provide a clearer guidance to the financial mechanisms under the Convention to this effect. Norway also would suggest text in the Warsaw decision that invites parties to strengthen financial contributions to the Least Developed Countries Trust Fund (LDCF), the Special Climate Change Trust Fund (SCCF) and other relevant funds, as strong and integrated frameworks for planning, decision-making and implementation would be essential in the fight against the impacts from extreme events and slow onset events.
20. *Recognizing the cross cutting nature of climate change, Tonga has developed a multi-sector national action plan for climate change adaptation and disaster risk management, and a national infrastructure investment plan that stresses further the integration of CCA and DRM. In 2012, the government created the Ministry of Lands, Environment, Climate Change and Natural Resources and the Ministry of Infrastructure which includes both the National Emergency Management Office and the Tonga Meteorological Services. The two ministries are at the forefront in developing and implementing key CCA and DRM initiatives, and are key members of a new sector coordinating body drawing expertise from across all ministries responsible for CCA and DRM related issues. All these national initiatives are being supported by on-going donor CCA and DRM projects focusing on risk assessment studies, sector policy recommendations, community based disaster risk and adaptation assessments, and biodiversity studies and conservation. The crosscutting nature of work in CCA and DRM in small island states like Tonga also implies that the country can become a crowded space for the multitude of CCA and DRM development partners. The current institutional and coordination framework is a significant attempt to consolidate development partner efforts to avoid duplication.*
21. It is crucial that international humanitarian actors strengthen their ability to respond quickly and mobilize personnel and resources when events occur. However it is often national and local efforts that save the most lives and help to protect civilians during crises. Local action, local knowledge and ownership are therefore the starting point and key foundation for disaster preparedness. This applies not only to hazards that strike suddenly, such as floods or storms,

but also to longer-term challenges such as droughts and other slow onset events. In Warsaw we would suggest a strong call for mobilisation of support for national and local disaster preparedness, including slow onset events such as coral bleaching.

Niger suffers from recurrent drought and famine. While drought used to hit the country about every tenth year in the past, Niger is now experiencing severe drought just two years after the hunger crisis of 2010. WFP, in cooperation with the Government of Niger, is about to establish safety net programs to increase resilience to food shortages. The Government of Niger is involving the local population, with focus on capacity-building, addressing root causes of vulnerability, preparedness and resilience

22. We recognize that in spite of ex ante efforts losses and damage will occur, and recovery will be needed. Humanitarian response mechanisms do exist, including UN Central Emergency Response Fund (CERF), and also risk sharing mechanisms, such as regional insurance mechanisms. In Warsaw Norway sees it as rational that the decision includes an agreement to strengthen these existing mechanisms, rather than building up competing funds. Further, based on the ongoing work of organisations such as OCHA, which is leading the international community's efforts to develop a better architecture for the humanitarian system, Norway suggest that the Warsaw decision calls for a technical paper to be prepared that look at ways to strengthen or transform existing humanitarian response mechanisms to ensure recovery in any country regardless of the size or visibility of the disaster based on objective criteria linked to adaptation and disaster risk management. The UNFCCC should invite the OCHA and other relevant organisations and institutions to join this work.

The Sahel region was once again hit by drought and a food crisis in 2012. The crisis had a particularly severe impact because the population had barely managed to recover from the previous crisis in 2010. The response to the 2012 food crisis is a success story. Early planning and a rapid, effective response by the international community, including Norway, enabled the World Food Programme (WFP), the United Nations Children's Fund (UNICEF), the International Committee of the Red Cross (ICRC) and other aid organizations to react quickly to the situation, preventing a serious crisis.

International reviews have shown that the humanitarian reforms initiated by the UN Emergency Relief Coordinator in 2005 have made international humanitarian efforts more predictable and effective. A clearer division of labor and leadership at sector level, quicker and more flexible financing arrangements, such as the UN Central Emergency Response Fund (CERF) and funds for individual countries, i.e. Common Humanitarian Funds (CHF) and Emergency Response Funds (ERFs), and a more equal partnership between the UN and NGOs have made humanitarian assistance more effective. Reviews show that appeals are launched quickly, and that CERF fills the gaps and contributes to quicker responses. Funding through CHF and ERFs is more cost-effective and predictable than direct funding, and the measures are more relevant.

23. Humanitarian actors need to work more strategically with Governments and development actors and find practical ways of ensuring that building resilience of communities is at the forefront in humanitarian response, and also a must for sustainable development. In this line of thinking it is also essential that loss and damage remains an integral part of climate change adaptation under the UNFCCC.
24. The Warsaw platform for loss and damage should also include measures that enables the strengthening measures to respond when losses and damages do occur, through ensuring that social safety nets and risk sharing instruments based on objective criteria such as insurance are able to absorb shocks and enable people, including vulnerable groups, to thrive also in the presence of increased risk for a changing climate, without encouraging risky behavior. Measures to rehabilitate and recover are also a part of a comprehensive approach. Science tells us that risk sharing instruments and approaches for recovery and rehabilitation can only work to build resilience if it is firmly embedded in disaster risk reduction and adaptation.