



Submission on “*views and relevant inputs on possible activities under each strategic workstream as contained in the indicative framework for the five-year rolling workplan of the Executive Committee, with a focus on workstreams (e), (f) and (g)*” by the Republic of the Maldives on behalf of the Alliance of Small Island States

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Submission by the AOSIS: Views and relevant inputs on possible activities under each strategic workstream as contained in the indicative framework for the five-year rolling workplan of the Executive Committee, with a focus on workstreams (e), (f) and (g).

The Maldives, on behalf of the Alliance of Small Island States (AOSIS), welcomes the opportunity to provide views and inputs on possible activities under each strategic workstream, as contained in the indicative framework for the five-year rolling workplan of the Executive Committee (Excom) of the Warsaw International Mechanism (WIM), with a focus on workstreams (e) finance-related topics, (f) additional results from the initial two-year workplan and (g) emerging needs.

Despite global recognition of the extreme vulnerability of Small Island Developing States (SIDS) to climate change,¹ and acknowledgment by the Intergovernmental Panel on Climate Change (IPCC) that SIDS are already experiencing its impacts, further work is required to develop a clearer understanding of:

- the quantum of the risks faced by SIDS and particularly vulnerable countries;
- the timeframe within which these impacts are likely to be experienced;
- the potential economic and social costs of these impacts;
- the types of tools available to manage, transfer and share a portion of these risks;
- the sources of these tools, the range of approaches for utilizing them and the resources required to minimize and address the loss and damage that is an inevitable consequence of human-induced climate change.

With the establishment of the Warsaw International Mechanism (WIM) in 2013 and the subsequent provisions for loss and damage in the Paris Agreement, a firm foundation has been established to advance international cooperation to address loss and damage from the adverse effects of climate change. The fifth assessment report of the IPCC confirms that both warm-water coral reef and Arctic ecosystems are already experiencing irreversible regime shifts that could result in abrupt and irreversible changes at higher degrees of warming. These conclusions reinforce the need, not only for enhanced global action, but also urgent and robust action to address loss and damage, in particular, in the areas of action and support, including finance, technology and capacity building. This has been reaffirmed by case studies in the Pacific undertaken by the Secretariat of the Pacific Regional Environment Programme (SPREP). Further, given the early entry into force of the Paris Agreement, it is now critical that the provision in the Paris Agreement for the enhancement and strengthening of the WIM² is reflected in the development and implementation of the five-year rolling workplan of the Excom.

¹ Agenda 21, paragraph 17.125, United Nations Conference on Environment and Development (1992).

² Paris Agreement, Article 8.2.

I. Guiding principles for development of the five-year rolling workplan

AOSIS welcomes the progress made in implementing the Excom's initial two-year workplan. Going forward, it is important that the five-year rolling workplan builds on, but is not limited to the outcomes and direction of work undertaken by the Excom to date. Lessons learned from the initial two-year workplan must be considered and translated, as appropriate, into activities in the five-year rolling workplan.

The development of the five-year rolling workplan must be guided by a long-term vision of the ways in which the WIM may be enhanced and strengthened³ to ensure that the needs of particularly vulnerable developing countries in addressing loss and damage from the adverse effects of climate change are prioritized and addressed. Recalling paragraph 3 of decision 4/CP.22, which recognizes that the further work of the Excom could be made more effective by prioritizing activities in thematic areas, the five-year rolling workplan must exhibit a clear structure with selected priorities for each year. As a guide for prioritizing its activities, the Excom should bear in mind paragraph 4 of decision 3/CP.22, which requests the Excom to include in its five-year rolling workplan a strategic workstream to guide the implementation of the WIM's function of enhancing action and support, including finance, technology and capacity-building, to address loss and damage. Furthermore, in line with paragraph 4(c) of decision 4/CP.22, the effectiveness of the five-year rolling workplan may be enhanced through improving access to and interaction with the best available science for each of its activities. The Excom has done a good job in bringing on board willing partners to help it progress certain workstreams. However, the Excom has to play a crucial role in refining the information that it receives from these outside agencies, in order to minimize any organizational bias becoming embedded in the work of Excom and the WIM.

II. General structure of the five-year rolling workplan for Years 1 and 2

Based on experience gained in the implementation of the Excom's initial two-year workplan, the gaps in approaches available to address loss and damage have become more apparent. (See, for example, Table 2 in the Excom's information paper on *Best Practices, Challenges and Lessons Learned from Existing Financial Instruments at all Levels that Address the Risk of Loss and Damage Associated with the Adverse Effects of Climate Change*, April 2016.)⁴

Consequently, work undertaken in the initial two-year workplan to identify gaps and take stock of knowledge, expertise and methodologies for addressing loss and damage must continue. It is also critical that these activities are informed by relevant scientific and technical expertise. This work could be broadly conducted in the following phases over the five years: (i) an assessment of the scale of risks and impacts for extreme weather events and slow onset events; (ii) a gap analysis to gain an appreciation of where/how these risks are being addressed; and (iii) the development of responses to address the gap between expected risks and impacts and existing approaches. This framework should guide the prioritization of activities in all thematic areas of the five-year rolling workplan and should consider, *inter alia*, the following elements: relevant actors; institutions; processes; and good practices. It would also be useful to measure that framework against a representative number of developing countries, in terms of their capacity to avail themselves of the services represented by those elements.

Years 1 and 2 of the five-year plan should focus, in particular, on: (i) assessing the scale of risks and impacts of extreme weather events and slow onset events; and (ii) understanding where there are gaps in addressing these risks. (See section IV. below). After Years 1 and 2, there should be a review of progress made, taking into consideration the 2019 review of the WIM, as recommended by decision 4/CP.22, paragraph 2(b), including the technical paper referred to in decision 4/CP.22, paragraphs 2(f) – (g). Following the review of the workplan, detailed activities for the remainder of the term of the five-year rolling workplan would then be developed and agreed.

³ See decision 4/CP.22, subparagraph 2(c).

⁴ Available at

http://unfccc.int/files/adaptation/groups_committees/loss_and_damage_executive_committee/application/pdf/information_paper_aa7d_april_2016.pdf.

III. Prioritizing strategic workstreams

In order for the WIM to be able to address the needs of particularly vulnerable countries, especially those of SIDS, the following areas must be prioritized and firmly embedded in the Excom's five-year rolling workplan:

- Comprehensive risk management (i.e. risk assessment; risk retention; and risk transfer and sharing);
- Approaches to address slow onset events; and
- Finance for loss and damage

These categories of activities align themselves with the actions outlined in decision 3/CP.18, paragraph 6 and the areas for further work outlined in paragraph 7 of the same decision. They are also essential elements of the functions of the WIM set out in decision 2/CP.19, paragraph 5.

We note that work in each of these three areas has begun under the Excom's initial two-year workplan, including through the gathering of information, establishment of expert groups, and convening of joint events. AOSIS is of the opinion that these areas encompass the core set of concerns to be tackled in order to robustly address loss and damage in particularly vulnerable developing countries. Nevertheless, the prioritization of these core issues should not negate progress made in other action areas as implementation of the initial two-year workplan continues. There should also be an outreach by Excom to vulnerable regions to elicit information available that is of relevance to these three work areas.

IV. Longer-term vision for the WIM

Small Island states are at the forefront of climate change. Losses are being experienced today, with the risks of loss and damage starkly rising with rising temperatures. The clear, long-term vision that guides the implementation of the WIM needs to respond to the situation of climate change impacts that are clearly beyond the coping capacity of those who are most affected by them. The longer-term vision for the WIM should thus be to:

1. Provide clear funding arrangements to assist people affected by the impacts of climate change, in the context of Article 4 of the Convention, Article 9 of the Paris Agreement and Decision 1/CP.21. This could include the development of a Solidarity Fund or similar type arrangement and to develop effective risk transfer arrangements in all vulnerable regions of the world;
2. Have more effective response mechanisms in place, based on an assessment of the institutional arrangements that respond to climate change related disasters;
3. Have effective legal, financial, or institutional measures in place to protect people displaced by the impacts of climate change, as an outcome of the work of the Task Force on Displacement.

The activities of the five-year rolling workplan following the interim review should serve the implementation of this longer-term vision, based on the work undertaken during the first two years and the technical paper referred to in decision 4/CP.22, paragraphs 2(f) – (g).

V. Detailed activities for Years 1 and 2 of the five-year rolling workplan

Detailed activities for Years 1 and 2 are set out in **Tables 1 and 2** below. AOSIS priority areas, outlined in section III above, are highlighted in grey.

Table 1: Year 1 – Taking stock of the current state of knowledge and experience on loss and damage, including the identification of gaps and needs

Strategic workstream in indicative framework	Proposed activity	Relevant Action Area(s) from initial two-year workplan	Corresponding bodies/institutions/processes/outputs and products, where applicable
<i>(a) Slow onset events</i>	<p>a1) Prepare technical paper on projected impacts of slow onset events in particularly vulnerable developing countries under different temperature scenarios, from 1.5°C to 4°C warming. This paper should also identify gaps in observational data where they exist and make recommendations for these gaps to be addressed. (complement with work undertaken in f1) [Secretariat to screen database of organizations working on SOEs for commissioning technical paper]</p> <p>a2) Establish a technical expert panel or group, extending invitations to relevant bodies under the Convention and relevant United Nations organizations, expert bodies and relevant initiatives that could provide scientific support and guidance on slow onset events, with the primary aim of improving the knowledge base and developing</p>	AA3	<ul style="list-style-type: none"> • The IPCC special report on 1.5 degrees and other relevant IPCC reports and assessments; • Outcomes of the SBSTA 2016 Research Dialogue and relevant follow-up activities.

Strategic workstream in indicative framework	Proposed activity	Relevant Action Area(s) from initial two-year workplan	Corresponding bodies/institutions/processes/outputs and products, where applicable
	recommendations for approaches to address slow onset events and ensuing permanent losses, including due to ocean acidification, sea level rise and desertification, in particularly vulnerable developing countries, with the possible identification of test cases / pilot projects to trial these approaches.		
<i>(b) Non-economic losses</i>	b1) Oversee/guide the expert group in implementing its workplan	AA4	<ul style="list-style-type: none"> • Work of the NELs expert group; • Work of relevant research institutions; • Work of conservation and indigenous peoples organizations and other similar governmental and non-governmental organizations.
<i>(c) Comprehensive risk management</i>	<p>c1) Develop criteria for assessing applicability and limits of available CRM approaches in particularly vulnerable developing countries [Technical expert group on CRM, supported by the Secretariat]</p> <p>c2) Organize a workshop with the aim of determining the scope of projected loss and damage to which CRM approaches may apply based on criteria developed in activity c1 and taking into consideration the technical paper produced in activity a1 [Technical expert group on CRM,</p>	AA2 and AA5	<ul style="list-style-type: none"> • Work of the technical expert group on CRM; • Results from the questionnaires on risk assessments sent to national focal points and relevant organizations, including the paper prepared under AA5(c); • The IPCC special report on 1.5 degrees.

Strategic workstream in indicative framework	Proposed activity	Relevant Action Area(s) from initial two-year workplan	Corresponding bodies/institutions/processes/outputs and products, where applicable
	<p>with assistance from relevant regional and international experts]</p> <p>c3) Prepare a written overview of the applicability and limits of CRM approaches in particularly vulnerable developing countries under different temperature scenarios from 1.5°C to 4°C of warming [Technical expert group on CRM, supported by the Secretariat]</p>		
(d) <i>Migration, displacement and human mobility</i>	d1) Oversee / guide the task force in implementing its workplan, with a view to establishing effective legal, financial or institutional measures to protect people displaced by the impacts of climate change	AA6 and complementary work of the Excom under the decision 1/CP.21 mandate	<ul style="list-style-type: none"> • Work of the International Organization on Migration (IOM), UNHCR, UNISDR and other relevant IGOs; • Work of the Platform on Disaster Displacement, including outcomes from international conferences; • Other regional and national policy developments.
(e) <i>Finance-related topics</i>	e1) Prepare a technical paper on the sources of finance available to address loss and damage, including as provided through the Financial Mechanism, as well as outside the Financial Mechanism, taking into consideration: the needs of developing countries that are particularly vulnerable to the adverse effects of climate change;	AA7	<ul style="list-style-type: none"> • Outcomes, recommendations, presentations, break-out group reports from the SCF Forum on finance for L&D; • Biennial reviews of the SCF; • Work of the financial mechanism, including the GCF; • Work of relevant outside institutions, including international and regional development banks; • Regional and national-level insurance and other risk management themes;

Strategic workstream in indicative framework	Proposed activity	Relevant Action Area(s) from initial two-year workplan	Corresponding bodies/institutions/processes/outputs and products, where applicable
	<p>particular challenges such as accessing support and operationalizing instruments and tools; and, recommended solutions. (Amongst other things, this paper will fulfill the recommendations in decision 4/CP.22, sub-paragraphs 2(f) – (h)). [Secretariat, with guidance from Excom]</p> <p>e2) Organize a side event presenting the technical paper prepared in e1) [Secretariat, with guidance from Excom]</p>		<ul style="list-style-type: none"> • Input from the private sector and research institutions.
<i>(f) Implementing the WIM's function of action and support</i>	<p>f1) Liaise with Paris Committee on Capacity Building (PCCB) and other relevant institutions to identify and catalogue knowledge and capacity gaps in implementing approaches to loss and damage in particularly vulnerable developing countries</p> <p>f2) Produce a film which explains loss and damage in particularly vulnerable developing countries, organized around the themes of CRM, SOEs and finance</p>	AA2, AA3, AA5, AA7 and other relevant areas	<ul style="list-style-type: none"> • Work of the PCCB; • Work of the CBIT; • Work of the Durban Forum on Capacity Building; • Work of other relevant constituted bodies under the Convention, including the Adaptation Committee, the LDCs Expert Group, the Technology Executive Committee and the CTCN.

Strategic workstream in indicative framework	Proposed activity	Relevant Action Area(s) from initial two-year workplan	Corresponding bodies/institutions/processes/outputs and products, where applicable
<i>(g) Clearing house on risk transfer</i>	<p>g1) Continue implementation of concept paper agreed at Excom 4</p> <p>g2) Hold regional stakeholder workshops to build awareness of and capacity in effective use of the clearing house</p>	AA2 and complementary work of the Excom under decision 1/CP.21 mandate	<ul style="list-style-type: none"> • Implementation of draft concept paper agreed at Excom 4; • Other relevant databases, services, etc at international, regional and national levels. • Work of PCCB • Work of the CBIT; • Work of the Durban Forum on Capacity Building • Work of other relevant constituted bodies under the Convention, including the Adaptation Committee, the LDCs Expert Group, the Technology Executive Committee and the CTCN.

Table 2: Year 2 – Framework for addressing knowledge and experience gaps: actors, institutions, processes and good practices

Strategic workstream in indicative framework	Proposed activity	Relevant Action Areas from initial two year workplan	Corresponding bodies/institutions/processes/outputs and products, where applicable
<i>(a) Slow onset events</i>	<p>a3) Identify actors, institutions, processes and best practices to address capacity gaps identified in f1 (merge with / complement work under f2)</p> <p>a4) With support from technical expert group, organize technical meeting on CRM, with a particular focus on recovery and rehabilitation and</p>	AA3	<ul style="list-style-type: none"> • The IPCC special report on 1.5 degrees and other relevant IPCC reports and assessments; • Outcomes of the SBSTA 2016 Research Dialogue and relevant follow-up activities; • Latest scientific developments.

Strategic workstream in indicative framework	Proposed activity	Relevant Action Areas from initial two year workplan	Corresponding bodies/institutions/processes/outputs and products, where applicable
	approaches to address permanent loss (merge with / complement work under c5)		
<i>(b) Non-economic losses</i>	b2) Oversee expert group in implementing its workplan, taking into consideration interim results of focus workstreams and potential need for adjustments	AA4	<ul style="list-style-type: none"> • Work of the NELs expert group; • Work of relevant research institutions; • Work of conservation and indigenous peoples organizations and other similar governmental and non-governmental organizations.
<i>(c) Comprehensive risk management</i>	<p>c4) Invite submissions on tools and instruments addressing the limits of available CRM approaches, as identified in c3)</p> <p>c5) With support from technical expert group, organize technical meeting on CRM, with a particular focus on recovery and rehabilitation and approaches to address permanent loss (merge with / complement work under a3)</p> <p>c6) Develop national or regional guidelines, where appropriate, for CRM needs assessments, including recovery and rehabilitation and approaches to address permanent loss (complement with work under f3)</p>	AA2 and AA5	<ul style="list-style-type: none"> • Outcomes from Year 1; • Work of the technical expert group on CRM; • Results from the questionnaires on risk assessments sent to national focal points and relevant organizations, including the paper prepared under AA5(c); • The IPCC special report on 1.5 degrees; • Results of the 2018 Facilitative Dialogue.

Strategic workstream in indicative framework	Proposed activity	Relevant Action Areas from initial two year workplan	Corresponding bodies/institutions/processes/outputs and products, where applicable
	[Technical expert group on CRM to take lead]		
(d) Migration, displacement and human mobility	d2) Oversee / guide the task force in implementing its workplan, taking into consideration interim results of focus workstreams and potential need for adjustments	AA6 and complementary work of the Excom under the decision 1/CP.21 mandate	<ul style="list-style-type: none"> • Work of the International Organization on Migration (IOM), UNISDR, UNHCR and other relevant IGOs; • Work of the Platform on Disaster Displacement, including outcomes from international conferences; • Other regional and national policy developments.
(e) Finance-related topics	<p>e3) Organize expert meeting on options for an institutional architecture to mobilize the use of financial instruments to address loss and damage in particularly vulnerable developing countries (merge with / complement work under f5)</p> <p>e4) Prepare summary paper from results of expert meeting/workshop organized under e3/f4 (merge with / complement work under f5) [Secretariat]</p>	AA7	<ul style="list-style-type: none"> • Outcomes and recommendations from the SCF Forum on finance for L&D; • Biennial reviews of the SCF; • Work of the financial mechanism, including the GCF; • Work of relevant outside institutions, including international and regional development banks; • Regional and national-level insurance and other risk management themes; • Input from the private sector and research institutions.
(f) Implementing the WIM's function of action and support⁵	f2) Identify actors, institutions, processes and best practice for addressing the capacity gaps identified	AA2, AA3, AA5, AA7 and other relevant areas	<ul style="list-style-type: none"> • Collaboration with the PCCB; • Work of other relevant constituted bodies under the Convention, including the Adaptation Committee, the LDCs Expert Group, the

⁵ This is a cross-cutting workstream, and actions in other workstreams may also facilitate the implementation of this function of the WIM.

Strategic workstream in indicative framework	Proposed activity	Relevant Action Areas from initial two year workplan	Corresponding bodies/institutions/processes/outputs and products, where applicable
	<p>in f1 (merge with / complement work under a2)</p> <p>f3) Identify test cases / pilot projects (see e.g. a2), as well as sources of funding, for implementing national or regional guidelines for CRM needs assessments [Technical expert group on CRM to take lead]</p> <p>f4) Organize regional stakeholder workshops to build capacity on the use of CRM guidelines, including feedback from test cases / pilot projects identified under f3</p> <p>f5) Prepare and disseminate reports of regional workshops organized in f4, including recommendations and lessons learned</p>		<p>Technology Executive Committee and the CTCN;</p> <ul style="list-style-type: none"> • Models, guidelines, etc from relevant outside private and public institutions involved in risk assessment and management.
<i>(g) Clearing house on risk transfer</i>	g3) Continue implementation of concept paper agreed at Excom 4, taking into consideration interim results of work in priority areas and potential need for adjustments	AA2 and complementary work of the Excom under decision 1/CP.21 mandate	<ul style="list-style-type: none"> • Outcomes of Year 1; • Implementation of draft concept paper agreed at Excom 4; • Other relevant databases, services, etc at international, regional and national levels.

Strategic workstream in indicative framework	Proposed activity	Relevant Action Areas from initial two year workplan	Corresponding bodies/institutions/processes/outputs and products, where applicable
	g4) Prepare and disseminate reports of regional workshops organized g2, including recommendations and lessons learned		

VI. Year 3 and beyond

Year 3 – Review of progress made in Years 1 and 2, taking into consideration the 2019 review of the WIM

As noted in decision 3/CP.22, paragraph 7, the Excom will evaluate progress towards implementing its five-year rolling workplan. As a result of this review, the Excom may then agree on a set of activities for Years 4 and 5. The interim review should include consideration of the following inputs:

- Outcomes from activities conducted in Years 1 and 2, including the work of expert groups, subcommittees, panels, thematic advisory groups and / or focused working groups;
- Outcomes from any work remaining under the initial two-year workplan;
- Submissions and other inputs from Parties, observer organizations and other relevant organizations;
- ToRs for the 2019 review of the WIM to be finalized by mid-2019, as per decision 4/CP.22, paragraph 2(d);
- Any other relevant information, documentation, etc.

One of the primary objectives of the interim review will be to steer the course of the work of the Excom for Years 4, 5 and beyond, including the development of activities for Years 4 and 5 of the five-year rolling workplan. In meeting this objective, the Excom will wish to consider the following:

- The latest scientific developments in the area of loss and damage and other relevant areas;
- The possible need to agree on new or modified strategic workstreams and key priorities;