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UNITED NATIONS FRAMEWORK CONVENTION ON CLIMATE CHANGE

AD HOC WORKING GROUP ON LONG-TERM COOPERATIVE ACTION UNDER THE CONVENTION
Seventh session
Bangkok, 28 September to 9 October 2009, and Barcelona, 2–6 November 2009

Item 3 (a–e) of the provisional agenda
Enabling the full, effective and sustained implementation of the Convention through long-term cooperative action now, up to and beyond 2012, by addressing, inter alia:
A shared vision for long-term cooperative action
Enhanced national/international action on mitigation of climate change
Enhanced action on adaptation
Enhanced action on technology development and transfer to support action on mitigation and adaptation
Enhanced action on the provision of financial resources and investment to support action on mitigation and adaptation and technology cooperation

Ideas and proposals on the elements contained in paragraph 1 of the Bali Action Plan

Submissions from intergovernmental organizations

1. The Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA), at its first session, invited Parties and accredited observer organizations to provide additional information, views and proposals on paragraph 1 of the Bali Action Plan (decision 1/CP.13), as may be required for each session. It requested the secretariat to post these submissions on the UNFCCC website.[1]

2. The AWG-LCA, at its second session, further requested the secretariat to compile such submissions from Parties and intergovernmental organizations into separate miscellaneous documents, and make them available one week prior to the respective sessions for consideration by the AWG-LCA.[2]

3. The secretariat received six such submissions from six intergovernmental organizations between 15 June 2009 and 17 September 2009. In accordance with the procedure for miscellaneous documents, these submissions are attached and reproduced[*] in the language in which they were received and without formal editing. The secretariat will continue to post on the UNFCCC website[3] any submissions received after the issuance of the present document.

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[1] FCCC/AWGLCA/2008/3, paragraph 23.
[2] FCCC/AWGLCA/2008/8, paragraph 27.
[3] <http://unfccc.int/parties_and_observers/igo/items/3714.php>.
[*] These submissions have been electronically imported in order to make them available on electronic systems, including the World Wide Web. The secretariat has made every effort to ensure the correct reproduction of the texts as submitted.

4. Submissions received from Parties are available in document FCCC/AWGLCA/2009/MISC.6 and have been posted on the UNFCCC website.[4] Submissions received from non-governmental organizations will, in line with established practice, be posted on the UNFCCC website.[5]

[4] <http://unfccc.int/meetings/ad_hoc_working_groups/lca/items/4578.php>.
[5] <http://unfccc.int/parties_and_observers/ngo/items/3689.php>.

CONTENTS

PAPER NO. 1: INTERNATIONAL CIVIL AVIATION ORGANIZATION

UPDATE ON THE CONTINUING PROGRESS OF ICAO ON INTERNATIONAL AVIATION AND CLIMATE CHANGE

Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA) Intersessional Informal Consultations

10 to 14 August 2009 - Bonn, Germany

Background

1. The International Civil Aviation Organization (ICAO) is the global forum for all issues relating to international civil aviation and, as such, has been addressing the environmental aspects of the sector since the late 1960s. ICAO has developed Policies, Standards and Recommended Practices to effectively reduce emissions from aviation.

2. Ongoing efforts to further reduce aviation's contribution to climate change are based upon three approaches: reduction of emissions at source through technological innovation (cleaner and more efficient airframes and engines); reduction of emissions through operational measures (e.g. more efficient air traffic management); and through market-based measures. More recently, ICAO has also been exploring the use of alternative fuels to reduce aviation emissions.

3. The 36th Session of the ICAO Assembly in September 2007 recognized the urgency and critical importance of addressing aviation emissions that contribute to global climate change and re-emphasized the need for ICAO to continue to provide leadership in this area. Accordingly, it called for the formation of the Group on International Aviation and Climate Change (GIACC) to develop an *ICAO Programme of Action on International Aviation and Climate Change*, and requested the Organization to develop concrete proposals to the UNFCCC. The Assembly further requested the Organization to convene a High-level Meeting at which GIACC's recommendations would be considered.

4. The GIACC was formed in January 2008 and comprised of 15 senior government officials representative of all ICAO regions with the equitable participation of developing and developed States. The fourth and final meeting of the GIACC took place at the end of May 2009. Consistent with the Assembly Resolution, three key elements of the Programme of Action addressed by the GIACC were: 1) global aspirational goals for international aviation, 2) measures to achieve emissions reductions, and 3) means to measures progress.

Outcome of GIACC

5. The GIACC recommended a global aspirational goal of 2% annual improvement in fuel efficiency of the international civil aviation in-service fleet. This would represent a cumulative improvement of 13% in the short-term (2010 to 2012), 26% in the medium-term (2013 to 2020) and about 60% in the long-term (2021 to 2050), from a 2005 base level. It also considered the possibility of establishing goals of carbon neutral growth for the medium term and carbon emissions reduction for the long term, and although it did not reach consensus on these issues, the GIACC recommended that further work be undertaken by ICAO on both medium and long-term goals .

6. The GIACC agreed that the goals should be collectively achieved by States without specific obligations to individual States. The different circumstances, respective capabilities and

contribution of developing and developed States to the concentration of aviation GHG emissions in the atmosphere will determine how each State may contribute to achieving these global aspirational goals.

7. Moreover, the GIACC recommended a basket of measures from which States may choose to reduce international aviation emissions, covering aircraft-related technology development, improved air traffic management and infrastructure use, more efficient operations, economic/market-based measures, and regulatory measures. Each State would have the ultimate authority and responsibility to define a portfolio of measures appropriate to its circumstances, consistent with the global aspirational goals, and to develop and report to ICAO individual action plans. For developing countries, measures would be developed to facilitate their access to assistance (financial resources, technology, capacity building).

8. The GIACC expressed support for the development of a CO_2 standard for new aircraft types and the ICAO Council has tasked the Secretariat with pursuing work in this regard.

9. Given diverging views on the application of market-based measures across national borders, the GIACC recommended that the ICAO Council establish a process to develop, expeditiously, a framework for market-based measures in international aviation, taking into account the conclusions of the High-level Meeting, which is to be held in October 2009, and the outcome of the UNFCCC COP15 in December 2009.

10. The need for accurate and complete data on aviation traffic and fuel burn was recognized and further work by the Secretariat to develop and implement a mechanism under Article 67 of the Chicago Convention was recommended by the GIACC, which also recommended the provision of technical and financial support to developing countries to assist them in this regard.

11. The Programme of Action agreed by consensus in the GIACC (**Appendix**) was presented and fully accepted by the ICAO Council at the end of June 2009. These actions ensure that further progress on addressing aviation CO2 emissions is forthcoming.

The Way Forward to COP15 – High-level Meeting on International Aviation and Climate Change

12. The 36th Session of the ICAO Assembly requested the convening of a High-level Meeting to review the Programme of Action recommended by the GIACC, and to develop concrete proposals to be provided to the UNFCCC COP15 meeting. The Council has since decided to hold this meeting prior to COP15, from 7 to 9 October 2009, with a view to developing a well-structured, long-term, globally acceptable approach to address emissions from international aviation with the intention of providing information to COP15 in December 2009.

13. The High-level Meeting will offer a forum for States and international organizations to facilitate an exchange of views with the objective of reaching a consolidated agreement on how to best address emissions from international aviation. It will address the issues of aspirational goals and implementation option; strategies and measures to achieve emissions reductions; means to measures progress as well as financial resource aspects. The final conclusions and recommendations of the meeting are expected to ultimately reflect the shared vision and strong will of all 190 ICAO Contracting States on this matter.

14. Building upon the first steps taken by GIACC, ICAO will continue to work towards facilitating a more ambitious agreement at the High-level Meeting.

Conference on Aviation and Alternative Fuels

15. In addition to technical, operational and market-based measures, the use of alternative fuels offers a very promising option for reducing aviation emissions. Significant progress has been made by the alternative fuel producers in developing a fuel that meets aviation standards and by the airlines and manufacturers in demonstrating the viability of the fuel in actual, long-range flights in commercial aircraft.

16. In February 2009, an ICAO Workshop on Aviation and Alternative Fuels (http://www.icao.int/waaf2009/) explored potential options and examined challenges to development and deployment, as well as initiatives to promote international cooperation, related to aviation alternative fuels.

17. Furthering the above-mentioned initiatives, ICAO will hold a Conference on Aviation and Alternative Fuels from 16 to 18 November 2009 in Rio de Janeiro, Brazil. The conference will consider establishing an internationally agreed roadmap to facilitate the implementation of alternative fuels for aviation. The results of the conference should also prove of interest to COP15.

Concluding remarks

18. All eyes are now turned to ICAO, as the UN body responsible for international aviation, to deliver concrete input to COP15 on how international aviation emissions should be treated in the new agreement. The Organization, building upon forty years of experience on setting policies, Standards and recommended practices on aviation and the environment, has set in motion a specific strategy to respond to this challenge. The Organization wants to ensure that States will be provided with sound information regarding the assessment of current and future aviation emissions and the policy options available to address it, so that decisions on international aviation emissions will be taken on solid grounds.

19. It established the GIACC to prepare the Programme of Action on Aviation and Climate Change and decided to hold a High Level meeting on Aviation and Climate Change from 7 to 9 October 2009, prior to COP/15, in order to facilitate the dialogue and agreement of Parties on a global approach to a sustainable aviation future.

20. ICAO remains committed to its close collaboration with the UNFCCC and its subsidiary bodies, and continues to make every effort to limit or reduce the impact of international aviation on climate change.

21. The next update ICAO provides to the UNFCCC will focus on the results of the October High-level Meeting on Aviation and Climate Change.

APPENDIX

GIACC PROGRAMME OF ACTION

This Programme of Action was adopted by consensus in GIACC

1. GIACC recognizes the critical importance of addressing climate change, and thus recognizes the need to strive to find ways and means to limit or reduce the impact of greenhouse gas emissions from international civil aviation on the global climate.

2. GIACC agreed that decisions of this group shall not prejudge the outcome of the negotiations under the UNFCCC and Kyoto Protocol.

3. GIACC acknowledges the principles and provisions on common but differentiated responsibilities and respective capabilities, and with developed countries taking the lead under the UNFCCC and the Kyoto Protocol.

4. GIACC acknowledges the principles of non-discrimination and equal and fair opportunities to develop international aviation set forth in the Chicago Convention.

5. While there was no consensus, some GIACC Members are of the view that the Programme of Action does not address the commitments under article 2.2 of the Kyoto Protocol.

6. Notwithstanding the substantial fuel efficiency improvements achieved by the aviation sector and the impact of the current economic downturn, GIACC recognises that the projected growth of international air traffic will outweigh the gains made by currently projected fuel efficiency improvements resulting in an average year over year increase in total fuel burned.

7. GIACC recommends a strategy for efforts to achieve global aspirational goals.

8. The short term goal to 2012 agreed by the GIACC is for improvements in the in-service fleet average fuel efficiency of international aviation operations at the rate of 2% per year, calculated on the basis of volume of fuel used per Revenue Tonne Kilometre performed.

9. Agreement was reached in GIACC on goals in the form of fuel efficiency for the medium and longer terms. Specifically, the Group recommends an annual improvement of 2% over the medium term until 2020. For the long term, the GIACC recommends an aspirational global fuel efficiency improvement rate of 2 % per annum from 2021 to 2050.

10. These goals are established on the basis of forecasts and GIACC recommends that they be reviewed on a periodic basis in light of scientific and technological advances. To achieve these goals will require a significant investment in technological development.

11. In addition to fuel efficiency goals, the group considered goals that could indicate stronger ambition. For the medium term, the discussions focused on a goal of carbon neutral growth by 2020. For the long term, the GIACC discussed carbon emissions reductions. No consensus was reached in either case, and GIACC recommends further work on both medium and long term goals.

12. While there was no consensus, some GIACC members are of the view that it would be necessary and feasible to achieve carbon neutral growth in the medium term, relative to a baseline of 2005, and to achieve substantial CO2 emissions reduction for the long term for global international aviation.

13. Under the recommended strategy, goals would not attribute specific obligations to individual States. The different circumstances, respective capabilities and contribution of developing and developed States to the concentration of aviation GHG emissions in the atmosphere will determine how each State may contribute to achieving the global aspirational goals.

14. GIACC recommends that the Council should adopt the basket of measures developed by GIACC, from which States may choose (http://www.icao.int/), covering aircraft-related technology development, improved air traffic management and infrastructure use, more efficient operations, economic/market-based measures, and regulatory measures. The basket includes measures to facilitate access to assistance, particularly for developing countries.

15. GIACC has provided an initial table showing the basket of measures, which can be further developed through ICAO. GIACC also recommends that ICAO should continue to develop, and update as necessary, guidance to States on the adoption of those measures, including measures to assist developing countries, as well as access to financial resources, technology transfer and capacity building.

16. GIACC acknowledges that there remains disagreement on the application of market-based measures across national borders. GIACC recommends that the ICAO Council establish a process to develop a framework for market-based measures in international aviation, taking into account the conclusions of the High-Level Meeting and the outcome of the UNFCCC COP-15 with a view to complete this process expeditiously.

17. GIACC recommends that Council should encourage States, to develop action plans which articulate the proposed approach in that State, and file those plans with ICAO.

18. GIACC recommends that Council direct the Secretariat to develop and implement a mechanism under Article 67 of the Convention to collect annually from States data on traffic and fuel consumption.

19. GIACC also recommends that Council seek to develop approaches for providing technical and financial assistance in the reporting process to developing countries.

20. GIACC also recommends that the Council seek to develop a CO2 standard for new aircraft types.

21. The cumulative progress achieved by States on a global level should be reported by ICAO on a triennial basis to the Assembly.

PAPER NO. 2: INTERNATIONAL FEDERATION OF RED CROSS AND RED CRESCENT SOCIETIES

Climate Change Adaptation

Strategies for Local Impact

Key Messages for UNFCC Negotiators

Technical Paper for the IASC Task Force on Climate Change

Prepared by the International Federation of Red Cross and Red Crescent Societies (IFRC), Red Cross / Red Crescent Climate Centre and ProVention Consortium in collaboration with Ken Westgate, independent consultant.

With input and support from UN OCHA, ACT and IOM.
Cover photo by Knud Falk, IFRC. May 2009.

1. Introduction

The Copenhagen Agreement to be adopted at COP-15 offers opportunities to significantly advance the climate change agenda and to establish a solid enabling environment for climate change adaptation (CCA). Yet ultimately success in adaptation must be measured in terms of impact on the ground at local level. Compared to climate change mitigation, climate change adaptation policy development is still in its infancy. Since adaptation was put on an equal footing with mitigation in the Bali Action Plan, significant progress in policy development can be observed. Yet the main focus of the debate is on the development of **national** adaptation strategies and programmes and the support by regional centres.

This paper argues that the proof of effective climate change adaptation strategies will be in improved resilience of the hundreds of millions of people living in communities most vulnerable to the impacts of climate change. Involvement of local authorities and community based organisations in the development of adaptation strategies will be crucial. Risk reduction and risk management are key elements of adaptation. Humanitarian organisations bring decades of experience in working with local actors to support local stakeholders to lead adaptation measures to protect their communities against impending climate risks.

This paper outlines six key strategies for supporting local action on adaptation. These are summarized at right and also described in greater detail in the remainder of the paper.

In addition Annexes 1 and 2 highlight sets of specific recommendations for strengthening the attention to the role of local actors within the current negotiating text. Annex 1 suggests new points for inclusion and Annex 2 suggestions modifications to existing text.

Climate Change Adaptation Strategies for Local Impact

1. *Prioritize adaptation efforts in communities where vulnerabilities are highest and where the need for safety and resilience is greatest.*

2. *Build expected climate change related trends into today's risk and vulnerability assessment based on current climate variability to craft effective short-, medium-, and long-term strategies to strengthen response capacities and preparedness, reduce risks, and promote effective adaptation.*

3. *Fully integrate adaptation into longer-term national and local sustainable development and poverty reduction strategies.*

4. *Prioritize the strengthening of existing capacities – among local authorities, civil society organizations, and the private sector – to lay the foundations for the robust management of climate risk and the rapid scaling up of adaptation through community-based risk reduction and effective local governance.*

5. *Develop robust resource mobilisation mechanisms for adaptation that ensure the flow of both financial and technical support to local actors.*

6. *Leverage the opportunities in disaster prevention and response, through improved early warning systems, contingency planning and integrated response, to promote effective community-based adaptation and risk reduction and to strengthen domestic systems for managing international disaster cooperation.*

2. Synergy between Adaptation, Development, Risk Reduction and Humanitarian Action

The Fourth Assessment Report of the IPCC (4AR 2007) observes that climate change is already happening. A further acceleration will likely lead to a global temperature rise of two degrees and related increase of extreme weather events.

More extensive adaptation than is currently being applied will be necessary to reduce vulnerability to future climate change. The 4AR states that the presence of other stresses can exacerbate vulnerability to climate change and therefore future vulnerability will depend not only on the degree of climate change but also on the development "pathway" taken. Sustainable development can reduce vulnerability to climate change by "enhancing adaptive capacity and increasing resilience". Similarly, climate change can slow the pace of progress towards sustainable development through "increased exposure to adverse impact or … through erosion of the capacity to adapt".[1] Sustainable development, CCA and DRR agendas need to come together to maximize impact on the ground in reducing vulnerabilities and strengthening resilience.

Still, even with the effective application of CCA integrated into long-term development planning and programming, climate change related disasters are very likely to increase and humanitarian action will be both necessary and appropriate. Humanitarian action can also provide the foundation for future CCA by creating the enabling environment for improved early warning, information management and community-based disaster preparedness. Ultimately, responding to disaster should be seen as a development action, the advocacy potential from the disaster's profile itself offering opportunities to build longer-term agendas.

Within the framework of Disaster Risk Reduction (DRR) there have already been efforts to integrate the development and humanitarian perspectives through key policy commitments like the Hyogo Framework for Action (HFA). What is needed now is a scaling up of investment at the local level in the achievement of both development goals incorporating the outcomes of the HFA.

The *Stockholm Plan of Action for Integrating Disaster Risks and Climate Change Impacts in Poverty Reduction (Oct 2007),* with participation from governments, bilateral and multilateral agencies, civil society organisations, experts and researchers, outlines the following five recommendations for linking these related fields:

I. Disaster risk reduction and climate change adaptation cannot be dealt with in isolation.

II. Risks due to disasters and climate change must be known and measured.

III. Disaster and climate change risk analysis must be integrated into national planning processes, including the poverty reduction strategy process, in each country.

IV. Disaster risk reduction and climate change adaptation are not sectors but need to be factors in all sectors.

V. Capacity building is required at local, national, regional and global levels.

3. The Risks Facing Communities

Ultimately effective growth and development rely on the level of ***safety*** and ***resilience*** maintained by communities, where resilience is defined by ISDR as:

[1] **Contribution of Working Group II to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change – Summary for Policymakers**, 2007

"The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions."

With the growing impacts of climate change existing threats to safety and resilience are being significantly exacerbated, tremendously increasing the vulnerability of those already at risk. Areas of particular concern include communities with vulnerable livelihoods, food and environmental insecurity, HIV/AIDS, gender inequalities, weak security and governance, lack of infrastructure and education, and lack of access to appropriate resources and capacities.

Experience has shown that safety and resilience can be addressed most effectively by building communities' capacities to reduce their vulnerabilities to hazards, recognizing that risk is ultimately driven by the combination of the hazard environment and vulnerabilities to those hazards. Without addressing the vulnerability side of the equation, community exposure to natural hazards cannot be reduced in a sustainable way that contributes to resilience. Communities must also be willing to ground their efforts in the broader risk context, otherwise distributional issues between communities may arise -- for example when communities downstream may face additional risks as a result of the construction of dykes or a reservoir upstream to capture water to enhance the adaptive capacity of communities there. These are critical lessons for climate change adaptation – adaptation can only be successful in a proactive and resilience-building process which is strongly linked to an ongoing agenda of risk reduction embedded in sustainable development.

4. The Roles of Local Actors

Local actors are the key to achieving real impact on the ground. While international donors and agencies and national governments play important roles in establishing effective enabling environments and channelling resources and technical support, ultimately effective adaptation takes place through the dynamics of local governance, civil society engagement, and economic development, building from the actions of local authorities, civil society organizations, and private sector businesses. Recognized by international law and national laws as "auxiliaries to the public authorities in the humanitarian field," National Red Cross and Red Crescent Societies are also a critical resource at local level, drawing on an extensive volunteer base and long presence in communities.

The level at which impact is achieved will be very dependent on the existing capacity of those taking action and the level of information available about the expected changes in climate and their effect at the local level.[2]

Over the last few years some activity with CCA content has been developed, much of it necessarily case and location specific, much of it implemented by NGOs (with the compliance but not necessarily the full involvement of government) and much of it project-focused rather than being part of an integrated strategy (be it national or local). There is little evidence of systematic integration of disaster risk management and climate change adaptation other than coordination and awareness-raising. More worryingly, analysts consider that at the local level, where poverty levels are high and there is a limited adaptive capacity, there is a need to focus on current climate vulnerability and immediate risk rather than on the long-term impact of climate change.[3]

National governments have a specific role in establishing the policy and regulatory environment to encourage adaptation by individuals, households and private sector businesses. They can strengthen the

[2] World Resources Institute, **Weathering the Storm: Options for Framing Adaptation and Development**, 2007, page 4

[3] See, for example, IPCC 30th Session, **Scoping Paper – Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation,** Antalya, Turkey, April 2009, and Tear fund, **Adaptation and the Post 2012 Framework,** London, 2007

knowledge base of climate risk assessments; strengthen the early warning chain of climate change trends, seasonal forecasts and weather alerts, from satellites to national radio stations to local rattles and megaphones and cell phones; provide the policy and legal framework for climate risk reduction measures related to land use planning, health and other sectors and ensure that infrastructure investments take climate change into account. Thus good governance – at all levels, but especially at national level – will be critical to the establishment of development effective across the range of necessary sectors.

Beyond this, effective donor coordination can play an important part in ensuring that all stakeholders are working toward the achievement of common goals and objectives leading to a reduction in vulnerabilities and the building of resilience and safety. This coordination will also ensure that duplication is minimised. For both CCA specific funding and mainstream ODA, there are obvious priorities – vulnerability reduction and capacity building activities at local level, fostering inclusive, accountable decision-making, support to managing information and the understanding and interpretation of climate information.[4]

However it is also important to recognise that international policy formulation and donor assistance represent only a small portion of overall development input at local level, even though they can play a critical role in supporting local stakeholders to initiate and scale up capacity building for adaptation action. In the coming years it will be crucial to develop adaptation capacities leading to concrete plans to be implemented when the expected additional global adaptation funding becomes available after 2012. In this process international and national actors engaged in the climate change convention must recognize the critical role of local actors in developing the adaption framework and channel resources to them. Communities themselves have significant experience and knowledge that must be tapped through mutual learning and sharing approaches in which local populations, civil society organisations, governments, and other partners exchange their experiences and ideas on how to tackle present and future hazards and vulnerabilities.

This local capacity can and should also be supported in major disasters when the international community cooperates to provide humanitarian assistance. The need for such international cooperation will continue to grow as climate change increases and changes the profile of disaster risk in many countries. Yet few states have comprehensive laws and systems in place to manage such aid appropriately, so it is both speedy and effective in meeting humanitarian needs but also complementary to local relief efforts. Using established guidelines,[5] states should make themselves more ready to address these problems before disasters strike.

It is ultimately the communities which do not have the benefit of living in good governance settings, or where risk reduction efforts have not yet been prioritised, have failed in the past, or are likely to fail in the future that will bare the brunt of climate change impacts. No action taken at national, regional or international levels will be effective unless there is a concomitant reduction in the vulnerabilities of people and communities on the ground.

5. Key Strategies on the integration of DRR and CCA for Local Climate Risk Reduction

Recognising that climate change is affecting vulnerable communities now and mostly, the following strategies should be reflected in the development and implementation of the national adaptation strategies and programmes.

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[4] World Resources Institute, **Weathering the Storm: Options for Framing Adaptation and Development**, 2007, page 3

[5] In 2007, the State Parties to the Geneva Conventions adopted the « Guidelines for the domestic facilitation and regulation of international disaster relief and initial recovery assistance" at the 30th International Conference of the Red Cross and Red Crescent. In 2008, the UN General Assembly called on states to strengthen their domestic legal and insitutional frameworks for international disaster relief, making use, as appropriate, of the Guidelines (UN GA Res. 63/139 para.8 (2008) & 63/141 para .6 (2008)).

1. ***Prioritize adaptation efforts in communities where vulnerabilities are highest and where the need for safety and resilience is greatest.*** While national (supported by regional and global) policies and strategies are essential, the results of the implementation of these policies and strategies at local level will be the ultimate test of CCA. It is at this level that lives and livelihoods can be protected, development promoted and safety and resilience built.

2. ***Build expected climate change related trends into today's risk and vulnerability assessment based on current climate variability to craft effective short-, medium-, and long-term strategies to strengthen response capacities and preparedness, reduce risks, and promote effective adaptation.*** Current climate variability and dealing with ongoing disaster impacts is always going to be an essential focus for highly vulnerable communities. However, wherever possible these immediate concerns need to be integrated into longer term strategies that address future risk and the drivers of vulnerability. This can be done through development actions aimed at reducing overall vulnerabilities through addressing, for example, livelihoods, environmental degradation or HIV/AIDS which, whether they incorporate specific CCA actions or not, are crucial in supporting households and communities to manage climate risks. The rising impact of disasters, and the corresponding increase in the need for international cooperation, also call for improved systems at the domestic level to facilitate and regulate international disaster relief efforts to ensure that they are rapid, effective and complementary to local capacities.

3. ***Fully integrate adaptation into longer-term national and local sustainable development and poverty reduction strategies such as those related to poverty reduction.*** Not only will the integration of CCA and associated DRR into development offer protection of overall development goals (such as the MDGs) but it will also provide the basis for building community safety and resilience.

4. ***Prioritize the strengthening of existing capacities – among local authorities, civil society organizations, and the private sector – to lay the foundations for the robust management of climate risk and the rapid scaling up of adaptation through community-based risk reduction and effective local governance.*** Capacity building and capacity development are among the most urgent requirements for addressing climate risk, particularly at local level. Community capacity to understand climate risk issues, effectively use available information, develop the necessary institutions and networks, plan and build appropriate CCA actions and evaluate and monitor these to learn from experience is an essential prerequisite for effective adaptation. A strong foundation already exists in the Hyogo Framework for Action on Disaster Risk Reduction (HFA), a globally agreed framework for achieving DRR. Applying the HFA at community level can help to create the necessary environment for achieving many of the goals of CCA.

5. ***Develop robust resource mobilisation mechanisms for adaptation that encourage the climate-proofing of development programmes, promote the integration into development planning of dedicated CCA measures, and ensure the flow of both financial and technical support to local actors.*** It is imperative to develop dedicated funding mechanisms to support local action on CCA and regulatory structures that align the broad range of development activities taking place at national and local levels. Further, it is important to ensure that whatever resources are mobilised, they are all committed to one integrated agenda – the achievement of development goals and the building of community resilience, protected from climate and other disaster risks.

6. ***Leverage the opportunities in disaster prevention and response, through improved early warning systems, contingency planning and integrated response, to promote effective community-based adaptation and risk reduction and to strengthen domestic systems for managing international disaster cooperation.*** It is important to recognise the positive opportunities in disaster prevention and response to raise awareness of the longer-term needs in CCA and DRR and to strengthen the enabling environment for advocacy and capacity development.

Appendix 1. New text proposals

As outlined in the preceding paper, local actors will play critical roles in implementing the adaptation and mitigation activities that are anticipated through the Copenhagen Agreement. Yet there is little in the way of specific commitments within the current draft of the negotiating text of the Ad Hoc Working Group on Long-term Cooperative Action Under the Convention to assure local actors that they will have access to the necessary resources to help them undertake their roles and to support the role of actors like the National Red Cross and Red Crescent Societies, as "auxiliaries to the public authorities in the humanitarian field." Moreover, the existing text makes little reference to the humanitarian consequences to climate change. To address these issues, the following additional text is suggested to Convention negotiators for their consideration.

Suggested new paragraphs	Rationale/Comment
Shared vision section	
"Effective climate risk management solutions will require engagement by all actors especially those at local level – including local authorities, civil society organisations, National Red Cross and Red Crescent Societies, and the private sector – and the establishment of effective mechanisms to provide financial, technical, and capacity building resources to local actors who will be most directly impacted by climate change impacts." *[Proposed location: new numbered paragraph after paragraph 7.]*	This would highlight the need to enable a wide range of local actors to play necessary roles in both adaptation and mitigation.
"Concerted action is also needed to improve preparedness, early warning, and humanitarian response capacities for those communities likely to be hit hardest by the impacts of climate change in the coming years." *[Proposed location: new numbered paragraph after paragraph 7.]*	This would explicitly recognize the need for increased preparedness for humanitarian response to climate change impacts.
Adaptation section	
"The adaptation {framework} {programme} should also provide technical, financial, and capacity-building support for the development and implementation of corresponding **local adaptation plans** to align the initiative of national and local governments, civil society organizations, and the private sector in addressing immediate humanitarian impacts and longer-term risks in the most vulnerable locations in each country." *[Proposed location: new numbered paragraph after paragraph 26.]*	This would encourage Parties to outline their commitment of resources to local partners in their own countries.
Finance, Technology, and Capacity-building section	
"Within the implementation of specialized funds at national levels Parties {shall} {should} establish **local share targets** *[levels to be agreed] of* these funds to be directed to local actors – including local governments, civil society organizations, and the private sector – to support their work in undertaking and incentivizing effective adaptation. Parties {shall} {should} report progress toward these targets in their national communications." *[Proposed location: new numbered paragraph after paragraph 177.]*	This would encourage Parties to outline their commitment to promote the flow of resources to support local decision-making on adaptation and mitigation.

Appendix 2. Suggested text amendments

There are also a number of opportunities to further promote the role of local actors in adaptation in the context of the current negotiating text of the Ad Hoc Working Group on Long-term Cooperative Action Under the Convention. The following suggestions expand on the basic references in sections 22. (a) (i), 22(d), 31. (a), and 45. (d) to consistently promote the role of local actors.

Paragraph	Rationale/Comment
Shared Vision section	
7. The urgent need to confront dangerous climate change requires political determination {and support at all levels} to continue building an inclusive, fair and effective climate regime, one that takes into account the need of developing countries' need for development space, and is based on a new and equitable global partnership that drives cooperative action to enable the full, effective and sustained implementation of the Convention {among the necessary range of local, national, and international stakeholders}.	This would highlight the role of all actors, especially local actors.
Adaptation section	
19. (b) Means of implementation, including finance, technology and capacity-building {that explicitly support the roles of diverse actors at all levels in promoting effective adaptation};	These would strengthen attention to local actors and other stakeholders as critical implementers.
23.(a) Catalyse actions in different sectors {at all levels}, promoting efficient and effective use of the financial resources for adaptation provided under the Convention;	
27. All Parties are encouraged to engage a wide range of stakeholders, including the private sector, {National Red Cross and Red Crescent Societies, non-governmental organizations and other} civil society actors, in supporting and implementing adaptation action in developing country Parties.	
(Ref: Res. 2, 30th International Conference of the Red Cross and Red Crescent (2007))	
30. (b) Preparation of national {and local} adaptation action plans;	
{(c) Local actors, including civil society organisations};	
39. Activities should include the preparation and implementation of national {and local} risk management plans, disaster risk reduction strategies and early warning {and response} systems.	
47. National {and local} coordinating bodies should be established to address all aspects of the means of implementation for adaptation, and to strengthen the institutional capacity of national focal points and all stakeholders.	
22. (a) (i) Subsidiarity, with adaptation responding to local needs, and decisions being taken {and resources being allocated} at the lowest appropriate level;	This would promote the flow of resources to support local decision-making.
22. (d) Be flexible, bottom-up, results-based and country-driven,	

Paragraph	Rationale/Comment
involving all relevant stakeholders, with a view to enhancing ownership, at local, subnational, national and regional levels, of the implementation of adaptation actions, including ownership of the means of implementation provided {and access to appropriate levels of funding}; 42. Option 3 - include innovative financial instruments, for example venture capital funds{, community social funds} and climate insurance funds, integrated into the financial mechanism, for addressing the risks associated with climate change {and protecting public and private sector development investments from risks associated with climate change}.	
22. (j) Establish reporting mechanisms to help local actors track progress toward adaptation in their communities and districts. *New lettered point after 22 (i)* 52. (f) Ensuring that effective outcomes {at all levels} are realized from that support.	These would enable the tracking of local progress in adaptation.
24. (f) Strengthen operational and legal frameworks for international disaster cooperation; (Ref: UNGA Res. 63/139, para. 8 (2008))	This would ensure adequate domestic frameworks for regulating international cooperation
19. (c) Risk reduction, management and sharing {to address humanitarian impacts, loss and damage}, including {through} insurance ~~and addressing loss and damages~~; 24. (a) Integrate adaptation into development, disaster risk and poverty reduction{, and humanitarian response} plans, strategies, tools and policies at multiple levels and across sectors; 25. (b) Strategies and measures to reduce, manage and share risk, including {preparedness and} early warning systems, insurance-related activities and activities addressing loss and damage from climate change impacts, including those arising from extreme weather events; 42. Option 2 serve as a window to provide rapid financing to {prevent, prepare, and respond to} ~~cope with~~ the ~~aftermath~~ {impacts} of extreme climate events, including a compensation mechanism.	These would ensure consistent focus on preventing humanitarian emergencies due to increasing climate change impacts.
Finance, Technology, and Capacity-building section	
166. (j) Subsidiarity, with decisions being taken and resources being allocated at the lowest appropriate level; 180. (f) {Stimulate the formation and development of {local,} national and international innovation systems and markets for technologies for mitigation and adaptation, creating favourable investment and enabling environments, and engaging the private sector;} 180. (i) Recognize {and enable} the role that small and medium-sized	These would promote the flow of resources to support local decision-making.

Paragraph	Rationale/Comment
enterprises could play in the success of adaptation and mitigation efforts and in economic development; 184. (c) Capacity-building, taking into account the various activities completed or under way on a {domestic,} bilateral or multilateral basis and mainstreamed within an enhanced framework for capacity-building for mitigation and adaptation (decision 2/CP.7); 184. (d) Knowledge, technical and other necessary expertise in existing institutions and organizations, including regional centres and networks {shall}{should} be developed, used, shared and sustained at regional {,} ~~and~~ national{, and local} levels. 196. Option 1.1 - engaging the private sector and encouraging cooperative partnership between {national and local} governments and industries, recognizing a wide variety of processes, mechanisms and organizations outside the UNFCCC and the critical role of private-sector investment, capacity and expertise.	
199. (a) Creation of enabling environments at ~~the national~~ {all} level{s} for enhanced action on adaptation and mitigation, including the establishment of appropriate policy and legal and regulatory frameworks {and mechanisms for effectively sharing experience and ideas among communities};	This would strengthen attention to local actors and other stakeholders as critical implementers and knowledge holders.

Appendix 3. Glossary of terms

adaptation	Adjustment in natural or human systems in response to actual or expected climatic stimuli or their effects, which moderates harm or exploits beneficial opportunities. Various types of adaptation can be distinguished, including anticipatory and reactive adaptation, private and public adaptation, and autonomous and planned adaptation (IPCC TAR, 2001a)
capacity building / development	The process by which people, organizations and society systematically stimulate and develop their capacities over time to achieve social and economic goals, including through improvement of knowledge, skills, systems, and institutions. (UN/ISDR, PreventionWeb)
coping capacity	The means by which people or organizations use available resources and abilities to face adverse consequences that could lead to a disaster. In general, this involves managing resources, both in normal times as well as during crises or adverse conditions. The strengthening of coping capacities usually builds resilience to withstand the effects of natural and human-induced hazards. (UN/ISDR, *On Better Terms: A Glance at Key Climate Change and Disaster Risk Reduction Concepts*)
development	Transformative process that promotes the economic, political, and social well being of people.
disaster	A serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources. (UN/ISDR, PreventionWeb)
disaster risk management	The systematic process of using administrative directives, organizations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster. (UN/ISDR, PreventionWeb)
disaster risk reduction	The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causal factors of disasters, including through reduced exposure to hazards, lessened vulnerability of people and property, wise management of land and the environment, and improved preparedness for adverse events. (UN/ISDR, PreventionWeb)
early warning	The set of capacities needed to generate and disseminate timely and meaningful warning information to enable individuals, communities and organizations threatened by a hazard to prepare and to act appropriately and in sufficient time to reduce the possibility of harm or loss. (UN/ISDR, PreventionWeb)
preparedness	The knowledge and capacities developed by governments, professional response and recovery organizations, communities and individuals to effectively anticipate, respond to, and recover from, the impacts of likely, imminent or current hazard events or conditions. (UN/ISDR, PreventionWeb)
resilience	The ability of a system, community or society exposed to hazards to resist, absorb, accommodate to and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions. (UN/ISDR, PreventionWeb)
sustainable development	Development which meets the needs of the present without compromising the ability of future generations to meet their own needs. (Brundtland Commission)
vulnerability	The characteristics and circumstances of a community, system or asset that make it susceptible to the damaging effects of a hazard. (UN/ISDR, PreventionWeb)

PAPER NO. 3: INTERNATIONAL MARITIME ORGANIZATION

Note by the International Maritime Organization (IMO)

PROGRESS WITHIN IMO ON CONTROL OF GREENHOUSE GAS EMISSIONS FROM SHIPS ENGAGED IN INTERNATIONAL TRADE

Completion of IMO's GHG work plan – finalization of efficient and robust measures to enhance energy efficiency in shipping and to reduce emissions from ships

Ad Hoc Working Group on Long-term Cooperative Action under the Convention (AWG-LCA), intersessional informal consultations

10 to 14 August 2009 - Bonn, Germany

Background

1 Due to its close connection to global commerce, international shipping plays a vital role in the facilitation of world trade as the most cost and energy effective mode of transport. Shipping is probably also the most international of all industries and the global character of shipping requires global regulation. IMO, as the UN's Specialized Agency responsible for the global regulation of all facets pertaining to international shipping, has a key role in ensuring that lives at sea are not put at risk and that the environment is not polluted by ships' operations – as summed up in IMO's mission statement: **Safe, Secure and Efficient Shipping on Clean Oceans**.

2 IMO's Assembly resolution A.963(23) on IMO Policies and Practices Related to the Reduction of Greenhouse Gas Emissions from Ships, urges the Marine Environment Protection Committee (MEPC) to identify and develop the mechanisms needed to achieve limitation or reduction of Greenhouse Gas (GHG) emissions from international shipping.

3 The Assembly resolution also calls for MEPC to develop a GHG work plan with timetable to guide the identification and development of the needed mechanisms. This was adopted by the Committee in October 2006. A significant amount of work has been carried out in accordance with the plan and IMO has developed a set of robust and efficient technical and operational measures that will, when fully implemented, result in significant reductions of GHG emissions from ships.

Outcome of MEPC 59

4 More than 900 delegates from all over the world attended the fifty-ninth session of IMO's Marine Environment Protection Committee (MEPC 59), which was held in London from 13 to 17 July 2009. Control of greenhouse gases from international shipping was the paramount item on its agenda.

5 Leading up to MEPC 59, two intersessional meetings were held in addition to the three ordinary sessions, where hundreds of submissions by Member States and observer organizations, four reports by intersessional correspondence groups and a large number of scientific studies, facilitated the work and made the expeditious progress possible. This progress would not have been possible without the active involvement of the world's maritime nations and a strong environmental commitment by a united maritime industry.

6 The Committee noted that 2009 is a crucial year in the climate change negotiations, culminating at the UN Climate Change Conference in December. It is expected that the Conference will adopt a new and ambitious post-2012 treaty to combat climate change, a treaty that will be agreed by the 192 Parties to the UNFCCC of which 169 are IMO Members.

7 MEPC 59 agreed to a package of technical and operational measures to reduce GHG emissions from international shipping and also agreed on a work plan for further consideration and development of suitable and efficient market-based instruments to complement the technical and operational reduction measures and to provide economic incentives for the shipping industry.

8 MEPC 59 further agreed that any regulatory scheme to control GHG emissions from international shipping should be developed and enacted by IMO as the most competent international body.

9 The agreed measures are intended for voluntary application until the Committee's sixtieth session in March 2010, with a view to facilitating decisions on their scope of application and enactment and taking into account the outcome of the Copenhagen Conference.

Greenhouse gas study 2009

10 MEPC 59 was notably assisted in its work by the **Second IMO GHG Study 2009,** which is the most comprehensive and authoritative assessment of the level of greenhouse gas emitted by ships, as well as its potential for reduction. The Study also evaluates the different policy options for control of GHG emissions from ships currently under consideration within IMO and other organizations. The Second IMO GHG Study 2009 will be submitted to appropriate bodies of the UNFCCC and may be found at: http://www.imo.org/home.asp?topic_id=1823

11 The Study estimates that ships emitted 1046 million tonnes of CO_2 in 2007, which corresponds to 3.3% of the global total. International shipping is estimated to have emitted 870 million tonnes, or about 2.7% of the global anthropogenic emissions of CO_2 in 2007.

12 A significant potential for reduction of GHG through technical and operational measures has been identified. Together, if implemented, these measures could increase efficiency and reduce the emission rates by 25% to 75% below the current levels. Many of these measures appear to be cost-effective, although many barriers may discourage their full implementation. This includes both financial barriers, such as the need for additional investments up front and non-financial barriers in operation of individual ships, often outside the control of the shipowner but controlled by the charterer, the cargo owner or others.

13 In the absence of global policies to control greenhouse gas emissions from international shipping, the emissions may increase by between 150 and 250% by the year 2050 due to an expected continuous growth in both world population and international trade.

Technical and operational reduction measures

14 MEPC 59 finalized a package of technical and operational measures to reduce GHG emissions from international shipping, aimed at improving the energy efficiency for new ships through improved design and propulsion technologies and for all ships, new and existing, primarily through improved operational practices.

15 The measures are intended to be used for trial purposes on a voluntary basis until MEPC 60 in March 2010, when they will be refined, as necessary, with a view to facilitating decisions on their scope of application and enactment, taking into account the outcome of the Copenhagen Conference. The measures include:

.1 interim guidelines on the method of calculation and voluntary verification of the **Energy Efficiency Design Index** (EEDI) for new ships, which is intended to stimulate innovation and technical development of all elements influencing the energy efficiency of a ship from its design phase. The index would cover 87% of emissions from new ships – the reduction level is not yet agreed upon and will be considered in detail by MEPC 60, but a relative reduction of 15 to 30% is possible depending on ship type and size; and

.2 guidance on the development of a **Ship Energy Efficiency Management Plan** (SEEMP) for new and existing ships, which incorporates best practices for fuel-efficient ship operation, as well as guidelines for voluntary use of the **Energy Efficiency Operational Indicator** for new and existing ships. The indicator enables operators to measure the fuel efficiency of a ship in operation and to gauge the effect of any changes in operation, e.g. improved voyage planning or more frequent propeller cleaning, or introduction of technical measures such as waste heat recovery systems or a new propeller. The Study indicates that a 20% reduction on a tonne mile basis by mainly operational measures is possible and would be cost-effective even with the current fuel prices. The SEEMP will assist the shipping industry in achieving this potential.

16 The IMO Secretariat will undertake further work in the third quarter of 2009 and assess in more detail the reduction potential of the technical and operational measures finalized by MEPC 59, both in relative (tonne mile) and total terms. This information will assist the Committee in March 2010 when making a final decision on the reduction levels, and it will also be provided to COP 15 for information.

Market-based mechanisms

17 The package of the technical and operational measures is a very important step in ensuring that the shipping industry has the necessary mechanisms to reduce its GHG emissions. Moreover, the Committee recognized that these measures would not be sufficient to satisfactorily reduce the amount of GHG emissions from international shipping in view of the growth projections of world trade. Therefore, market-based mechanisms have been considered by the Committee in line with its GHG work plan. A market-based mechanism would serve two main purposes: off-setting of growing ship emissions in other sectors and providing a fiscal incentive for the maritime industry to invest in more fuel efficient ships and technologies and to operate ships in a more energy efficient manner.

18 The Committee agreed by overwhelming majority that a market-based instrument was needed as part of a comprehensive package of measures for regulation of GHG emissions from international shipping. The Committee further agreed that any regulatory GHG regime applied to international shipping should be developed and enacted by IMO as the sole competent international organization with a global mandate to regulate all aspects of international shipping. As shipping is a global industry and ships are competing in a single global market, it must be regulated at the global level to be environmentally effective and to maintain a level playing field for all ships, irrespective of flag or ownership.

19 An in-depth discussion on market-based measures was held and the Committee agreed on a work plan culminating in 2011 for its further consideration of the topic. It was agreed to fully take into account discussions and submissions to date, as well as relevant outcomes of the United Nations Climate Change Conference (COP 15) in December 2009.

20 The Committee noted that there was a general preference for the greater part of any funds generated by a market-based instrument under the auspices of IMO, to be used for climate change purposes in developing countries through existing or new funding mechanisms under the UNFCCC or other international organizations.

21 To facilitate further progress at MEPC 60, the IMO Secretariat will undertake further work in the third quarter of 2009 and assess the possible effects of a market-based instrument. The work will assess in detail the potential reduction levels, directly and through off-setting, resulting from a market-based instrument for shipping and the potential generation of funds that would be used for climate change purposes in developing countries. This information will also be submitted to COP 15 and will form a useful basis for future decisions in both fora.

The way ahead post-COP 15

22 A reoccurring debate within IMO has been how the wording of Article 2.2 of the Kyoto Protocol should be interpreted and if the UNFCCC principle of 'common but differentiated responsibility' should apply to a GHG regime for international shipping rather than IMO's basic principle of equal or non-discriminatory regulation of all ships in international trade, irrespective of flag or ownership. The Committee agreed to defer this debate until the outcome of COP 15 is known and will consider application issues, as well as the legal aspects, in March 2010.

23 Although no mandatory GHG regime for international shipping has been agreed, the technical and operational mechanisms needed are fully developed, well matured and ready for consideration as mandatory instruments, taking into account the outcome of COP 15. Further work is needed on market-based measures but the foundation is in place and a work plan, culminating in 2011, has been agreed. All the necessary mechanisms are thereby in place or well underway, an agreement on their application is the only aspect pending before a robust and efficient GHG regime, complementing IMO's regime of about 50 treaties regulating shipping, may be agreed to the benefit of the global environment and future generations.

24 The Committee agreed that any possible impacts on the shipping sector, including but not limited to, the overall impact of any of the mechanisms on the maritime sectors of developing countries, should be duly considered prior to making further decisions on the energy efficiency measures.

25 IMO will continue its endeavours to reduce any environmental impacts from international shipping, a transport industry that is vital to world trade and sustainable development. IMO is ready to take technical and regulatory action as soon as a decision at COP 15 is taken on a post-2012 regime to combat climate change. IMO will continue to keep UNFCCC and its subsidiary bodies updated on the progress made.

PAPER NO. 4: OFFICE OF THE COORDINATION OF HUMANITARIAN AFFAIRS ON BEHALF OF THE INTER-AGENCY STANDING COMMITTEE

IASC

30 April 2009

Dear Mr. de Boer,

As Heads of Organizations of the Inter-Agency Standing Committee (IASC), we would like to draw to the attention of the Parties to the United Nations Framework Convention on Climate Change (UNFCCC) the humanitarian implications of climate change and to call for these implications to be acknowledged and addressed in the successor agreement to the Kyoto Protocol to be completed in Copenhagen in December 2009.

In November 2008, the IASC submitted two papers for consideration by the Parties to the UNFCCC in Poznan, namely, "Disaster Risk Reduction Strategies and Risk Management Practices: Critical Elements for Adaptation to Climate Change", submitted jointly with the International Strategy for Disaster Reduction system, and "Climate change, migration and displacement: who will be affected". Both documents urged parties to the UNFCCC to recognize humanitarian concerns within the UNFCCC negotiations and the outcome document.

The findings of the Fourth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC) issued in 2007, and the conclusions of the recent Climate Change: Global Risks, Challenges and Decisions Conference in Copenhagen, raise concerns that climate change may already be adversely affecting human lives and livelihoods and will result in significant population movements. To date, these issues have not received sufficient attention in the climate change negotiations, despite their importance in the context of adaptation.

In our capacity as organizations of the IASC, we are already actively responding to the consequences of climate change. Increased climate variability and greater intensity and frequency of extreme weather events aggravate humanitarian needs in weather-related emergencies. We have seen a doubling of the number of recorded disasters from approximately 200 to over 400 per year over the past two decades. Seven out of every ten disasters recorded are now climate-related. The total number of people affected by disasters has tripled over the past decade with an average of 211 million people directly affected each year, nearly five times the number of people affected by conflict in the same period. Overall economic losses have increased to more than $83 billion dollars per year.

These trends are set to continue. In addition to those who will suffer the direct humanitarian impacts of disasters, an even greater number of people will be affected by structural and long-term adverse consequences of climate change, including effects on public health, food security, water availability and livelihoods.

Mr. Yvo de Boer
Executive Secretary
United Nations Framework Convention on Climate Change
Bonn

The scale of the potential humanitarian challenge that climate change will present in the future is staggering: Almost two billion people now depend on the fragile ecosystems found in arid and semi-arid areas and which are expected to experience further increases in water stress; some 634 million people, one tenth of the global population, are living in low lying, at-risk coastal areas. If the demographic projections for the countries likely to be hardest hit by climate change are taken into account, the number of people who stand to suffer the consequences is even greater. The most vulnerable people, and in particular children, women and older persons, will be worst affected. Addressing their vulnerabilities must be an integral part of policies and measures in the area of climate change adaptation.

The effects of climate change are also expected to have an impact on the patterns of population movement and settlement. There are no reliable estimates of the magnitude of future population flows but it is believed that between 50 and 200 million people may move by the middle of the century, either within their countries or across borders, on a permanent or temporary basis. Numbers will be higher still if the IPCC's worst-case scenarios materialize. Much of this movement will be to urban areas where local service capacities may be overloaded. While migration may be a form of adaptation for some, the many millions forcibly displaced by sudden and slow-onset disasters will be particularly vulnerable, requiring substantial humanitarian assistance and protection.

The agreement of the 15th Conference of Parties in Copenhagen will shape and guide the international response to climate change over the next decade. It is vital that an agreement is reached and that it duly acknowledges the humanitarian dimension of climate change. Further, the agreement should reinforce existing capacities and mechanisms which can limit and reduce the humanitarian consequences of climate change, including; the systematic management and reduction of disaster risks and strengthening of emergency preparedness, as indicated in the Hyogo Framework for Action; and the reinforcement of response and recovery mechanisms at local, national, regional and global levels.

We are convinced that joint action is the only way forward and we will continue to engage with the climate change community and all other relevant stakeholders to identify and implement solutions that address the growing challenge that climate change presents to humanity.

We suggest that you share this communication with Parties to the UNFCCC and we stand ready to advise them on potential solutions for these concerns to be addressed in the Copenhagen agreement. We look forward to hearing from you in this regard.

Yours sincerely,

Jim Butler
Deputy Director-General
FAO

Angelo Gnaedinger
Director-General
ICRC

Paul O'Brien
Chair, ICVA Executive Committee
ICVA

for Bekele Geleta
Secretary General
IFRC

Sam Worthington
President and CEO
InterAction

William Lacy Swing
Director-General
IOM

John Holmes
Emergency Relief Coordinator and
Under-Secretary-General for Humanitarian Affairs
OCHA

Navanethem Pillay
High Commissioner
OHCHR

Walter Kälin
Representative of the Secretary-General
on Human Rights of IDPs
RSG on HR of IDPs

Barbara Stocking
Director (Representing SCHR)
SCHR

Helen Clark
Administrator
UNDP

Thoraya Obaid
Executive Director
UNFPA

Anna Kajumulo Tibaijuka
Executive Director
UN-HABITAT

António Guterres
High Commissioner
UNHCR

Ann M. Veneman
Executive Director
UNICEF

Josette Sheeran
Executive Director
WFP

for Margaret Chan
Director-General
WHO

for Alastair Mckechnie
Director, Operations Policy and Country Services
Fragile and Conflict-Affected Countries Group
World Bank

PAPER NO. 5: OFFICE OF THE HIGH COMMISSIONER FOR HUMAN RIGHTS ON BEHALF OF THE COMMITTEE ON THE ELIMINATION OF DISCRIMINATION AGAINST WOMEN

Submission of the Office of the High Commissioner for Human Rights on behalf of the Committee on the Elimination of Discrimination against Women

Statement of the CEDAW Committee on Gender and Climate Change

44th session

(20 July – 7 August 2009)

The Committee on the Elimination of Discrimination against Women (CEDAW) expresses its concern about the absence of a gender perspective in the United Nations Framework Convention on Climate Change (UNFCCC) and other global and national policies and initiatives on climate change. From CEDAW's examination of State Parties reports, it is apparent that climate change does not affect women and men in the same way and has a gender-differentiated impact. However, women are not just helpless victims of climate change – they are powerful agents of change and their leadership is critical. All stakeholders should ensure that climate change and disaster risk reduction measures are gender responsive, sensitive to indigenous knowledge systems and respect human rights. Women's right to participate at all levels of decision-making must be guaranteed in climate change policies and programmes.

As the report of the Intergovernmental Panel on Climate Change noted, climate change has differential impacts on societies varying among regions, generations, ages, classes, income groups, occupations and gender lines. Women are the main producers of the world's staple crops, but they face multiple discriminations such as unequal access to land, credit and information. Particularly at risk are poor urban and rural women who live in densely populated coastal and low-lying areas, drylands and high mountainous areas and small islands. Vulnerable groups such as older women and disabled women and minority groups such as indigenous women, pastoralists, nomads and hunters and gatherers are also of concern.

Safety nets and insurance for social protection are essential to national adaptation plans as part of poverty reduction strategies. [i] However, many women do not have access to health care facilities and social security. [ii] And while CEDAW recognizes that all women have the right to adequate standards of living, housing and communications as well as immediate shelters during crisis situations due to natural disasters, women often face discrimination to access these. The crisis in climate change potentially open new financing, business and employment opportunities for women living in cities as well as countryside, but gender inequality persists in these sectors.

Sex-disaggregated data, gender-sensitive policies and program guidelines to aid Governments are necessary to protect women's rights to personal security and sustainable

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[i] Technical Summary, report by Working Group II of the Intergovernmental Panel on Climate Change, 2007, Cambridge U. Press, Cambridge, UK 2007 p. 69.

[ii] See Human Development Report 2007/2008: Fighting climate change: Human solidarity in a divided world, UNDP, New York 2007.

livelihoods. Policies that support gender equality in access, use and control over science and technology, formal and informal education and training will enhance a nation's capability in disaster reduction, mitigation and adaptation to climate change.

The Bali Action Plan that emerged from the 13th Conference of Parties to UNFCCC reaffirms that economic and social development and poverty eradication are global priorities, and affirms that a shared vision needs to take into account "social and economic conditions and other relevant factors" [Decision 1/CP.13, preamble and 1(a)]. Gender equality— including equal participation of women and men as well as accounting for the differentiated impacts on women and men from climate change and its response measures— should be included in UNFCCC agreements in alignment with various international agreements including but not limited to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Platform for Action, and ECOSOC Resolution 2005/31.

Gender equality is essential to the successful initiation, implementation, monitoring and evaluation of climate change policies. The CEDAW committee calls on States Parties to include gender equality as an overarching guiding principle in the UNFCCC agreement expected at the 15th Conference of Parties in Copenhagen.

PAPER NO. 6: UNITED NATIONS FORUM ON FORESTS SECRETARIAT, DEPARTMENT OF ECONOMIC AND SOCIAL AFFAIRS ON BEHALF OF THE COLLABORATIVE PARTNERSHIP ON FORESTS

Sustainable Forest Management at the multilateral level

Submission from the Collaborative Partnership on Forests (CPF) to the United Nations Framework Convention on Climate Change

July 2009

The concept of sustainable forest management (SFM) has been addressed at the multilateral level This brief document provides already agreed specific language on SFM[1].

United Nations General Assembly

The General Assembly of the United Nations adopted in December 2007 resolution 62/98 on Non-Legally binding instrument on all types of forests (forest instrument). This instrument represents for the first time the most widely intergovernmentally agreed language on SFM. The text of the forest instrument is included as annex to the resolution. The operative paragraph 4 of the Annex states:

"Sustainable forest management as a dynamic and evolving concept aims to maintain and enhance the economic, social and environmental value of all types of forests, for the benefit of present and future generations."

Paragraph 6 further specifies: "To achieve the purpose of the present instrument and taking into account national policies, priorities, conditions and available resources, Member States should:

(a) Develop, implement, publish and, as necessary, update national forest programmes and other strategies for sustainable forest management which identify actions needed and contain measures, policies or specific goals, taking into account the relevant proposals for action of the Intergovernmental Panel on Forests/Intergovernmental Forum on Forests and resolutions of the United Nations on Forests;

(b) Consider the seven thematic elements of sustainable forest management which are drawn from the criteria identified by existing criteria and indicator processes, as a reference framework for sustainable forest management." The footnote to the paragraph then continues:

"[8] The elements are (i) extent of forest resources; (ii) forest biological diversity; (iii) forest health and vitality; (iv) productive functions of forest resources; (v) protective functions of forest resources; (vi) socio-economic functions of forests; and (vii) legal, policy and institutional framework."

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[1] In addition to this globally agreed definition, a number of multilateral, regional and national definitions exist, as well as criteria and indicator processes, which above all aim at operationalizing the concept of SFM. The CPF is working on a submission to UNFCCC that more fully describes SFM and the relationship to climate change.