

Call for inputs from Parties and observer States, UN Agencies and other international organizations and non-Party Stakeholders and observer Organizations, to the first global stocktake

**Submission by the International Federation of Red Cross and Red Crescent Societies (IFRC)**

5 August 2022

**Mandate:**

Decision 19/CMA.1, paragraph 19: requested the Chairs of the Subsidiary Body for Scientific and Technological Advice and the Subsidiary Body for Implementation to issue a call for the inputs referred to in paragraphs 36 and 37 of the same decision, taking into account that such inputs should be submitted at least three months before their consideration in the technical assessment;

**The IFRC:**

The International Federation of Red Cross and Red Crescent Societies (IFRC) comprises 192-member National Red Cross and Red Crescent Societies (RCRC) each with an auxiliary role to their government. The IFRC has a secretariat in Geneva and more than 60 delegations strategically located to support activities around the world. We reach over 67 million people through long-term services and development programmes, and over 32 million people through disaster response and early recovery programmes. Our staff and 15 million volunteers confront the impacts of climate change on lives, livelihoods, and the realities of loss and damage every single day. We are deeply concerned about future humanitarian needs arising from climate- and weather-related disasters.

**Purpose of the submission:**

As an observer to the UNFCCC process as an intergovernmental organisation, we welcome the opportunity to submit views on the development of the first global stocktake in line with relevant COP and CMA decisions.

The purpose of this submission is to inform the UNFCCC on the climate related actions of the humanitarian sector, and the IFRC in particular, share identified gaps that could be addressed by the global stocktake and propose recommendations. The proposal will focus on fairness, adaptation, finance, loss and damage and dialogue facilitation for more cooperation.

IFRC views are further reinforced through separate submissions of Inter Agency Standing Committee members, including OCHA and UNDRR.

**1. Fairness considerations, including equity**

**The humanitarian consequences of climate change are already affecting millions of people around the world, exacerbating the existing patterns of inequality while disproportionately impacting people and communities that are more vulnerable to crisis** due to a number of socio-economic and demographic factors that affect people's access to services. Floods, landslides, storms, droughts, heatwaves are becoming more unpredictable, frequent and intense and severely impacting lives and livelihoods. The cascading social, environmental and economic impacts of climate change are also leading to risks of food, water and livelihoods insecurity, driving displacement, exacerbating climate sensitive health risks and leading to the breakdown of critical services and infrastructure networks.

**Funding flows indicate that sufficient investment in climate change adaptation and disaster risk reduction (DRR) is not going to the countries and people that need it most.** The 2020 IFRC World Disasters Report, focusing on the climate crisis, indicates that none of the 20 countries most vulnerable to climate change and climate- and weather-related disasters were among the 20 highest recipients of climate change adaptation funding on a per capita basis (IFRC, 2020). The countries with the highest climate vulnerability received less than \$1 per person in climate adaptation funding (IFRC, 2020). Furthermore, only a small proportion of resources are channelled to the local level, and even less goes to locally designed and locally-led initiatives. There is a clear disconnect between where climate risk is greatest and where climate adaptation funding goes.

**Over the past decade, 83 per cent of all disasters were caused by climate-related events – floods, storms, and heatwaves** (IFRC, 2020). These disasters killed more than 410,000 people and affected a staggering 1.7 billion people (IFRC, 2020). Further, it is estimated that, by 2050, if ambitious action is not taken to address climate change, approximately 200 million people per year will need international humanitarian assistance as a direct result of climate-related disasters and the socio-economic impacts of climate change – double the number in 2018 (IFRC, 2019).

**The humanitarian system will soon be overwhelmed by a crisis of this magnitude and complexity.** It is clear that more stringent greenhouse gas emission reductions are needed to prevent the planet from further warming, and that more ambitious adaptation will be required to reduce the negative consequences of global warming, particularly on the most vulnerable. Evidence is also emerging on the limits to adaptation where no amount of action will be able to prevent losses and damages incurred by climate-related events. This includes, for example, some small island states becoming uninhabitable due to rising sea levels combined with increased aridity and decreased freshwater availability.

**At this critical juncture, the magnitude and complexity of the climate crisis requires a holistic, multi-sectoral approach to working together with local communities to increase awareness while concurrently adopting and implementing climate resilience strategies.** IFRC is adopting a proactive approach to address the complexities and uncertainties of the future by significantly scaling up its climate action and strengthening its climate-smart programming.

#### **IFRC Recommendations:**

1. INCREASE THE URGENCY AND ACTION to address the humanitarian impacts of the climate crisis. Reduce greenhouse gas emissions to prevent even worse humanitarian impacts, whilst also vastly scaling up adaptation action.
2. PRIORITIZE THE MOST VULNERABLE: Recognize the humanitarian impacts of the climate crisis, prioritize support for most vulnerable people, focus on protection and inclusion of all in laws, policies and plans.
3. INCREASE THE AMOUNT AND ACCESSIBILITY OF CLIMATE FINANCE: Increase attention and finance for adaptation and resilience as well as Loss and Damage, prioritize funding for the most vulnerable countries and communities, make climate finance more accessible, including for local actors.
4. SCALE UP EFFECTIVE CLIMATE ACTION: Strengthen domestic climate and disaster regulatory frameworks, increase investment in multi-hazard integrated risk management, make action more anticipatory and innovative, develop heatwave action plans and use of NBS for DRR.
5. PROMOTE LOCALLY LED ACTION: Ensure meaningful engagement and participation, co-implementation with communities, adopt and implement principles for locally-led adaptation, decentralize access to climate finance and encourage peer-to-peer exchange of lessons learned and knowledge produced.

#### **Related documents**

- [IFRC, 2020. World Disaster Report 2020 : Come heat or high water - Tackling the humanitarian impacts of the climate crisis together](#)

## 2. Adaptation and the state of adaptation efforts, support, experience and priorities

### What is the IFRC doing?

**Climate and disaster risk reduction (DRR) have been key focus areas for the IFRC over the past three decades and the IFRC is one of the biggest DRR actors in the world.** The IFRC's approach to collectively reducing the current and future humanitarian impacts of climate change is informed by its Strategy 2030 that places climate change and environmental crises as one of the key challenges to be addressed in the coming decade. In recognition of the need to scale up action, the IFRC, as part of the International Red Cross and Red Crescent Movement, has developed a set of Ambitions to Address the Climate Crisis, articulating how collectively the IFRC's 192 National Societies, 160,000 local branches and 15 million volunteers will make their work "climate-smart and increase climate change adaptation and DRR efforts, working with communities on the front lines of climate change."

**The climate crisis is top priority for the RCRC network.** The first strategic priority of the IFRC Secretariat's Plan and Budget for 2021-2025 also focuses on **addressing the climate and environmental crises and seeks to generate systemic and transformational change.** It aims to mobilize urgent action among the IFRC membership to reduce and adapt to rising risks as well as adopting environmentally sustainable practices and contribute to climate change mitigation – and includes ambitious targets on reducing the impacts of extreme heat in cities, fostering adaptation in coastal cities, strengthening nature-based solutions and expanding public awareness campaigns.

The experience of the IFRC on climate adaptation related activities includes the following;

- **Scale up Climate-Smart DRR, Early Warning and Anticipatory Action and Preparedness**

National Societies will work with communities to reduce their vulnerability and exposure to the impacts of climate change in both rural and urban settings by scaling up climate-smart DRR and climate change adaptation activities. Communities and National Societies will be better prepared to manage forecasted weather events and new climate extremes through effective end-to-end community early warning systems and anticipatory action, including by being able to access resources ahead of their impact.

This also includes Forecast-based financing, a programmatic approach introduced by the IFRC network in 2013 enabling anticipatory action. IFRC automatically releases resources from its Forecast-based Action by the Disaster Response Emergency Fund (FbA by the DREF) to National Societies with pre-approved Early Action Protocols EAPs based on predefined triggers in order to reduce the impact of disasters and human suffering and act fast. At least 15 National Societies around the world had approved EAPs for floods, heatwaves, cyclones/typhoons and cold waves and 21 others were developing their EAPs.

Finally, Nature-based solutions, in particular ecosystem-based DRR, will be implemented to increase the resilience of communities before, during and after disasters. In addition, social protection systems can be seen as a potentially effective mechanism in reducing the impacts of climate risks on vulnerable households and in contributing to building resilience beyond short-term coping strategies.

At least 79 National Societies will undertake activities under this pillar.

- **Reduce Public Health Impacts of Climate Change**

National Societies will systematically integrate climate risk management across health programmes and anticipate the health-related consequences of climate change, focusing on people experiencing increased exposure and vulnerability. Climate information will be used to anticipate, prepare for and reduce the impacts of climate-related health emergencies. Specific attention will also be directed towards reducing the public health impacts of extreme heat.

At least 70 National Societies will undertake activities under this pillar.

- **Address Climate Displacement**

National Societies will aim to reduce climate-induced displacement by better understanding and predicting climate-related population movements. Based on this enhanced knowledge and analysis, National Societies will better protect communities against the risks of climate-related displacement in the context of both sudden and slow onset hazards, including through targeted resilience building and DRR initiatives. National Societies will also invest in greater community preparedness systems, including anticipatory action, to help ensure that any displacement that does occur is safer and more dignified.

At least 52 National Societies will undertake activities under this pillar.

- **Enable Climate Resilient Livelihoods and Ecosystem Services**

National Societies will work with communities to strengthen the resilience of their livelihoods by helping them adopt climate-smart practices combining traditional and scientific knowledge and technologies while maximizing the use of weather and climate information and diversify their livelihoods activities. Ensuring that essential services are resilient to hazards, including ecosystem services on which livelihoods depend. This will include implementing nature-based solutions with communities as part of climate change adaptation and enhancing livelihoods, food and water security.

At least 72 National Societies will undertake activities under this pillar.

- **National Societies for National Adaptation Plans (NS4NAPS)**

This a programmatic approach in Asia Pacific developed to support National Red Cross and Red Crescent Societies to engage with their governments in shaping inclusive climate change adaptation planning and implementation. This includes all National Society climate change adaptation related policy engagement endeavours, whether these relate to NAPs or adaptation components of Nationally Determined Contributions. Where applicable, this includes other adaptation-related plans and processes at the sub-national and national levels.

- **Climate and Environment Charter for Humanitarian Organizations**

Together with the International Committee of the Red Cross (ICRC), IFRC also led the development of the **Climate and Environment Charter for Humanitarian Organizations**, aligned with the objectives of the Paris Agreement, the Sendai Framework for Disaster Risk Reduction and the Sustainable Development Goals, which further enshrines the IFRC's ongoing commitment to adjust projects so that they can help people affected by crisis better adapt to climate and environmental crises and to maximize the environmental sustainability of programmes and operations.

- **IFRC's Global Climate Resilience Programme**

The Programme leverages the network of National Red Cross and Red Crescent Societies working nationally and internationally and IFRC reference centres and hubs to support communities to lead actions to adapt to climate change and reduce their climate-related risks, including in some of the least supported and most vulnerable and marginalized communities. The multiyear programme

aims at scaling up inclusive, integrated and multi-sectoral approaches which can help build sustained climate resilience at the community level.

### What existing support can the IFRC offer?

Based on the experience mentioned, the IFRC has developed an **expertise addressing the climate crisis** through different components of the organisation:

- As part of IFRC's climate ambitions, a number of **National Societies** are launching large-scale climate initiatives to scale up action in their own countries and provide international support. These initiatives will contribute to the programme as they unfold, helping to reach the current 53.3 million people target, while adding also a large number of people reached domestically.

The American Red Cross for example aims to raise USD 1 billion to reduce the impacts of climate displacement, focused primarily on its domestic context. Internationally, its climate efforts will focus on making cities resilient to heat and coastal risks, anticipatory action and youth action. Together with the expansion of the programme should resources allow, these initiatives will contribute to IFRC's Climate and Environment Charter target to support 250 million people in addressing rising climate risks by 2025.

- **IFRC** will continue to support governments in strengthening their legal and policy frameworks to reduce climate-related risks and ensure vulnerable, excluded and at-risk people are prioritized and resources are channelled to the local level.
- The **IFRC Climate Centre** has been supporting National Societies all over the world to use climate science to understand and manage climate risks, as well bringing a humanitarian perspective into climate policy discussions, and raising concerns around the most vulnerable.
- The **Anticipation Hub** is a knowledge and exchange platform focused on enabling more anticipatory action on the ground. It compiles and shares good practices, learning, guidance and advocacy around anticipatory action. Hosted by the German Red Cross, in cooperation with IFRC Secretariat and the Red Cross Red Crescent Climate Centre, the Anticipation Hub brings together partners across the International Red Cross and Red Crescent Movement, universities, research institutes, (i)NGOs, UN agencies, governments, donors, and network initiatives.
- The **Global Disaster Preparedness Center** aims to enhance disaster preparedness capacities of National Red Cross and Red Crescent Societies in order to protect people from future disasters. Hosted by the American Red Cross, in partnership with IFRC Secretariat, it promotes innovation and effective approaches to disaster preparedness.

### Related documents

- IFRC, [Displacement in a changing climate](#)
- IFRC [World Disaster Report 2020 : Come heat or high water - Tackling the humanitarian impacts of the climate crisis together](#)
- IFRC, [Climate-smart disaster risk reduction: Helping communities reduce their risks, protect themselves and prepare for emergencies](#)
- IFRC, [Climate Action: Examples from the Red Cross Red Crescent and partners](#)
- IFRC, [Cost of Doing nothing](#)

## 3. The finance flows

### What are the existing financing gaps identified by the IFRC?

- **Climate finance is often not reaching the most vulnerable people**

Only 10 percent of climate adaptation finance reaches the local level – or just 2 percent of the global total of climate finance flows from developed to developing countries (IIED).

- **There is insufficient funding on DRR, preparedness and emergency response related to climate-induced extreme events**

Of the US\$6 billion of official development assistance (ODA) provided in 2020 with the purpose of adaptation (including dual mitigation/adaptation objectives), only US\$270 million (4.5%) was spent on disaster risk reduction, preparedness or emergency response. (DI GHA Report 2022).

The lack of access to climate finance of most vulnerable groups is further undermining their resilience to present and future climate shocks and thus increases human suffering.

- **The funding on Anticipatory Action and Early Warning Early Action is still insufficient and difficult to track, sometimes not matching the actual commitments**

Despite growing financing of anticipatory action in the recent years, most of the other AA funds are operating with less than \$10 million of funding. A review of five main funds shows that the anticipatory action windows usually represent a small percentage of the overall fund, with a total of just \$41.5 million being triggered in 2020 across all five funds, funding interventions in at least 20 countries.

Moreover, they are challenges to keep track of the promises on anticipatory action as they often do not have a clear timeline and involve different ministries. In fact, this agenda includes initiatives across the humanitarian, development, disaster risk management and climate sectors globally and, due to the lack of shared terminology, are not necessarily labelled or 'flagged' as relating to early or anticipatory action. In addition, standard metrics and definitions of disbursement and commitment are not necessarily appropriate for pre-arranged finance. The pledges include direct funding for early actions as well as funding to build and strengthen the necessary systems. It was often unclear how many future years the funding covered.

### **IFRC Recommendations**

- **Improve the quantity and quality of funding for adaptation and risk reduction**

As committed in the Paris Agreement, this should be equally balanced with amounts provided for mitigation finance, in order to avert and mitigate loss and damage.

This also includes more coordinated investment between climate, development and humanitarian actors, including in anticipatory action.

Public and private investment in disaster risk reduction and adaptation must be increased. At the same time, as stated in the Sendai Framework, public and private investment in disaster risk prevention and reduction is essential to enhance the resilience of vulnerable people facing rising climate risks and residual climate impacts.

- **Ensure that adaptation finance reaches the most vulnerable**

This includes in hard-to-reach places, as well as fragile and conflict-affected countries and communities.

- **Ensure that climate finance is accessible to local actors**

both for risk reduction action and to ensure sustainable capacity to prepare for and respond to emergencies. Without this sustainable local capacity, will not be able to prepare for, adapt and respond to the growing risks created by the climate crisis.

- **Technical assistance should be dedicated to the national and local level**

Through a simplified access funding window this could be achievable. For this proposed structure, adequate financial resources will be required.

- **Finance the scale up anticipatory action**

Anticipatory action, such as the systematic disbursement of cash and supplies and rapid preparatory activities based on forecast “triggers,” has proved its value in many pilots around the world.

- **Donors should be significantly more transparent on the financial flow**

More transparency on where the finance is coming from and when it will be available would help keep track of the funding and make it more accessible. This also includes to enhance coordination and create a coherent plan with division of labour between the actors and reduced fragmentation, both internationally and within countries.

### **Related documents**

[A Fair Share of Climate Finance? ODI/ZFRA report.](#)

[Finance for early action: tracking commitments, trends, challenges and opportunities](#)

## **4. Efforts to enhance understanding, action and support, on a cooperative and facilitative basis, related to averting, minimizing and addressing loss and damage**

### **IFRC Recommendation:**

- **Scale up anticipatory action**

To minimize and avert losses and damages, an important component of preventive measures includes taking anticipatory action to scale. Many disaster management systems have already become more anticipatory, responding to forecasts to enable early action, to enable faster and better response, and in some cases to prevent losses altogether (though this is in practice rare). These approaches need to be available in more communities, for different types of hazards, and at a much greater scale.

Integrated approaches to adaptation and disaster risk reduction are needed, bringing together various stakeholders across sectors. Disaster and climate related laws, policies and plans should be updated to ensure this integrated approach.

Anticipatory action, such as the systematic disbursement of cash and supplies, and rapid preparatory activities based on forecast “triggers,” has proved its value in many pilots around the world.

- **Implement locally-led solutions**

Locally-led solutions, owned by local actors and supported by donors are central to responding to losses and damages as this can help ensure measures are tailored to local needs, and reach the most vulnerable. The Movement can amplify the voices of the communities - including those of women, youth and other agents of change – in different forums. The Movement can also ensure that locally the most vulnerable in communities are part of local leadership and of the solutions making process.

It is important that the solutions and practical actions for tackling Loss and damage should emerge from stakeholders in developing countries. There is a need to create a space for vulnerable people and communities to tell their stories about L&D, communicate their priorities for action, and share

their solutions. There has to be a mechanism to bring together stakeholders from vulnerable developing countries and communities, CSOs and NGOs with advocates and experts of L&D to generate local evidence and knowledge base, drawing learnings from them and generating local solutions.

- **Support tackling losses and damages caused by smaller scale, more frequent climate-related events**

Attention to technical and financial resources are needed to cope with the growing frequency, intensity and severity of climate-related events. UNDRR noted that relatively small-scale climate-related disasters are happening at the rate of one a week (though most draw little international attention). Such lower-impact events are causing death, water and food scarcity, health-related issues, socio-economic challenges and displacement. They are occurring much faster than predicted and require more action and support (IPCC, 2022).

- **Bridge silos between policies, practices and investments**

Within donor governments and agencies (e.g., between environment, development, and humanitarian departments) as well as within climate vulnerable countries to ensure support and action goes to where it is most needed in a coherent, coordinated manner. Rather than establishing a new body of technical expertise and responsibility specifically on loss and damage, many lessons and experiences can be drawn from disaster risk management practitioners. Disaster Law and Policy is also an important, yet often under-explored avenue facilitating this integration and can be instrumental, for example, for addressing climate displacement including planned relocations.

- **Strengthen coherence between climate change adaptation, disaster risk reduction and sustainable development at the international level**

This is essential to enable integration at a national and local level. Integrating climate considerations into disaster law is one way to strengthen vertical alignment between the international, regional and national levels and improve, horizontal integration of law and policies at the domestic level. See more here.

- **New and additional funding for addressing the needs of most vulnerable groups must be provided.**

This funding must be adequate, driven by country-needs, accountable to vulnerable populations and delivered in a predictable, timely manner. This includes fragile and conflict affected countries which are too often left behind. It must further support locally-led solutions to help ensure measures are tailored to local needs.

Impacts are greatest for those with least capacity to cope, and the responsibility of supporting these people is often borne by overstretched systems at national and local levels. New and additional funding is needed, and this funding must be commensurate to meeting the needs on the ground.

- **Responses to loss and damage will require an ‘all of the above’ approach**

For instance, this would mean investing in anticipatory action, social protection, insurance pools, solidarity funds, etc. Comprehensive risk management is necessary for delivering.

- **Highlight the catastrophic humanitarian consequences the world and those most at risk face in the absence of successful L&D mechanisms**

The humanitarian interventions will be unimaginably unmanageable and costly. The growing number of climate-induced displacements is one of the humanitarian consequences of the climate crisis. Displacements will exacerbate political and economic tensions and add pressure on natural resources. Legal frameworks on climate-induced displacement, including disaster law should be

explored in the context of protecting the most vulnerable from growing risk of experiencing losses and damages. The IFRC World Disaster Report 2020 and the Displacement in a changing climate report provide valuable data to support this.

## **6. Good practices, experience and potential opportunities to enhance international cooperation**

The IFRC is well positioned and has experience to be a neutral convener of dialogue and bring innovative discussion that can enhance international cooperation.

### **IFRC Recommendation:**

- **Strengthen and develop partnerships** with governments, academic institutions, UN agencies, NGOs, private sector and civil society to foster and promote effective collaboration and knowledge sharing, drive meaningful and sustainable climate action and ultimately reach the desired scale-up and technical excellence.
- **Use creative communications** to support growing climate ambition to provide adequate tools to address this complex challenge. Including artists in communicating the topic can contribute to greater resonance of key messages and to shifting perspectives. Work with partners to creatively improve and deploy concrete ideas.
- **Improve trust, creativity and candor** with State and Non-State actors in the negotiations. This can be done by creating more informal dialogues through carefully, but courageously designed approaches aimed at shifting how discussions on complex issues are framed in pursuit of results to shift the framing of discussions. Use trust building exercise in formal and informal discussions, including, but not limited to the responsible use of thought-provoking cartoons.