

WWF Briefing Paper: Adaptation

1. KEY POINTS TO BE CAPTURED

Though the Co-chair's Tool makes an attempt to capture adaptation in the new agreement in a way that meets the needs of vulnerable communities and countries, it does not do so adequately. With current projected emissions trajectories and the level of impacts already being felt in vulnerable developing countries, particularly in LDC, SIDs and African Countries, Parties need to make bold decisions that adequately address the scale of the adaptation challenge. This can be done by:

- Ensuring that the **Global Adaptation Goal** and its implementation are reflected in the core Paris Agreement and not just in decisions.
- Recognising that irreversible loss and damage due to climate change will increase where adaptation and mitigation actions are not sufficient to curb the most severe impacts of climate change. Consequently the concept of loss and damage due to climate change impacts and decisions to anchor the international mechanism to address loss and damage should be integral parts of the core Agreement rather than captured in the parallel decision documents. Furthermore, Loss and Damage occurs where Adaptation is no longer possible and therefore it should be a stand-alone section in the core Paris Agreement.
- All parties must present intended nationally determined adaptation contributions
 to the UNFCCC and these should be reviewed in regular cycles (ideally 5 years) to
 ensure that adaptation efforts and adaptation support needs (finance, technology and
 capacity-building) are increased in line with projected climate change impacts and
 adaptation needs.
- Commitments for Adaptation finance should be from public sources and new, additional, predictable, sustainable. The levels of adaptation finance provided should be adequate to meet the needs of those countries that are most vulnerable to climate change yet have the least responsibility for causing the problem and the least capability to deal with the challenges.

The current Co-chair's Tool contains options that capture all the major elements but some of them are not captured in the correct places (i.e. in the Agreement, the Decision Text or still outside of both in Part III). In Bonn Parties need to ensure that the right options are retained and placed in the appropriate places, while the language should be amended where necessary.

2. KEY TEXTS

Below, WWF outlines what it believes the key adaptation texts are in both the main agreement and the accompanying decisions that have to be retained or amended in order to ensure that the Paris agreement protects vulnerable people, communities and ecosystems. Proposed changes appear in purple.

Text	WWF Input
Part One: DRAFT Agreement	•
Section E: Adaptation and Loss and Damage	
Section E (I): Adaptation	Loss and damage is different from Adaptation & needs to be a separate chapter
8. COLLECTIVE EFFORTS [Option 1:20 8.1. A global goal for adaptation "To build resilience to climate change impacts and protect vulnerable people and ecosystems" is hereby established with the purpose of: [para 1 opt 6 SCT] a. Enhancing the implementation of adaptation actions, in particular in developing countries, as part of enabling economic development in the context of sustainable development; [para 1 opt 6 SCT] b. Reducing vulnerability, and building resilience as well as sustainable development of communities to climate change impacts, particularly the most vulnerable communities and ecosystems, through collective actions based on Parties' common but differentiated responsibilities. [para 1 opt 7 SCT] c. Acknowledging that historical emissions and the level and pace of both current and future mitigation efforts will determine the extent to which Parties will need to adapt to the adverse effects of climate change and the associated costs thereof (Brought from Part Three Para 29 b. → Part One) 8.2. {The global goal for adaptation shall provide for: the supporting of enhanced adaptation and the sharing of best practices by all Parties; the understanding of adaptation needs in the light of mitigation ambition; the provision of adequate support for developing countries to meet their adaptation needs.]—{The goal has both qualitative and quantitative aspects, including a knowledge dimension informed by science, planning and policy aspects.} [para 1 opt 6 SCT]	The global goal for adaptation needs to be defined in the agreement text along with its intended objectives. The global goal for adaptation should be an aspirational goal that captures the essence of both qualitative and quantitative aspects of adaptation actions. Option 1, captures these elements and WWF supports this option with the indicated amendments. The current Para 8.2 and 8.3 are important to retain because they capture the key role of support for adaptation as well stressing that adaptation is a global responsibility.

global responsibility. {para 1 opt 6 SCT} INDIVIDUAL EFFORTS 9. Option 5: [Each Party][Developing country Parties][Parties not The requirement for adaptation included in annex X] [shall][should][other] [prepare and contributions must be applicable to all implement adaptation [commitments][contributions][actions] parties. These contributions should be [commitments under Article 4 of the Convention] by taking periodically assessed against projected into account climate change considerations in national impacts. The assessment should consider development planning, mainstream adaptation in national adaptation efforts and levels of support policies, undertake a NAP process, and strengthen governance provided and required in order to reduce and enabling environments subject to the modalities and the adaptation gap. procedures to be developed and adopted by the governing body[, and articulated as nationally appropriate mitigation actions (NAMAs), as appropriate, in the context of climate resilience and sustainable development trajectories, and including different approaches]. {para 2 opts 3 and 4 SCT} Adaptation contributions shall be reviewed and ratcheted-up periodically in 5-year review cycles as a forward looking approach to adaptation ambition and to scale up adaptation finance and other support needed for developing countries and linked to the review cycles for mitigation. 11. COMMUNICATION OF INDIVIDUAL EFFORTS, PRIORITIES AND NEEDS Developing country Parties need to Option 4: Developing country Parties [shall|[should][other] transparently communicate their communicate their adaptation contributions and actions on the adaptation contributions. successful level of support needed in order to enhance adaptation action practices and lessons learnt. Furthermore, quantifying the need for support will raise or integrate adaptation into planning, policies or action through the profile of the need for adaptation biennial communications, including [their INDCs][NDCs].] in finance. Thus developing country parties accordance with the modalities and procedures to be developed should indicate the support required to and adopted by the governing body {para 7 opt 4 2nd sentence SCT} enhance adaptation action in line with the adaptation review cycle. Option 4, *Option 3*: Developed country Parties **[shall] [should] [other]** captures most of the elements of this so communicate their commitments under Article 4 of the WWF supports this option with some Convention through biennial communications, including amendments as indicated. nationally determined contributions (INDCs)][nationally determined contributions (NDCs)] to Developed countries also need to indicate support the developing countries. {para 7 opt 4 1st sentence SCT} the level of finance and other support that they will provide for adaptation actions in developing countries. Loss and Damage should be a stand-alone Section E (II): Loss and Damage section, separate from adaptation, as it deals with the impacts of climate change when adaptation is no longer possible Loss and Damage needs to be an integral To be moved from Part Three into Part One part of the new agreement. This section must reflect the characteristics of loss and Pp20 RELATIONSHIP BETWEEN ADAPTATION, MITIGATION AND LOSS damage. the relationship between AND DAMAGE [Emphasizing that the integral relationship adaptation, mitigation and loss and damage between the level of mitigation action and the efforts of all and the importance of loss and damage as Parties will be required to adapt to climate change and address

loss and damage, | {pp22 SCT}

a stand-alone issue. Para's 20, 21 and 22 in

Pp21 **LOSS & DAMAGE AND ADAPTATION** [*Recognizing* that loss and damage associated with the adverse impacts of climate change includes and in some cases involves more than what can be reduced by adaptation, and is therefore distinct from adaptation,] {pp24 SCT}

Pp22 **SCIENCE AND LOSS & DAMAGE** [Also recognizing that the best available science acknowledges that even if warming is kept below 2 °C with high levels of adaptation, there will be residual loss and damage, in particular in developing countries,] (pp25 SCT)

Part III of the Co-chair's tool capture these elements and therefore they must be brought into Part II under the heading of Loss and Damage.

To be moved from Part Three into Part One

DEFINING A LOSS AND DAMAGE MECHANISM UNDER THE AGREEMENT (Part 3 $\,$ Part 1)

- 41. [Parties recognize that inadequate mitigation and insufficient adaptation lead to more loss and damage and that financial and technical support shall be made available to vulnerable developing countries and communities to address loss and damage to both extreme events and slow onset events.] (Opt III para 28 SCT)
- 41. [An international mechanism to address loss and damage is hereby defined under this agreement.] (Opt II para 28 SCT)
- 42. [The purpose of the mechanism shall be to promote and support the development and implementation of approaches to address loss and damage associated with the adverse effects of climate change including, inter alia, extreme events and slow onset events, in developing countries that are particularly vulnerable to the adverse effects of climate change. To this end, Parties are encouraged to develop early warning systems and risk management plans for both extreme events and slow onset events and communicate them to the secretariat as part of their national communications, in accordance with the modalities and procedures to be developed and adopted by the governing body.] [Opt III chapeau of para 29, Opt II para 29 SCT and a. SCT].]
- 43. [The international mechanism on loss and damage shall be subject to the authority and guidance of the governing body.] [Opt II para 31 SCT]
- 44. [The governing body shall, at its first session, initiate a process to develop approaches to address irreversible and permanent damage resulting from human-induced climate change, and shall endeavor to complete this process within four years.] [Opt II para 32 SCT]
- 45. [The governing body shall commence a process no later than at its first meeting to establish a compensation regime for support for developing country Parties, particularly the LDCs, SIDS and countries in Africa affected by slow onset events.] (Opt III para 30 SCT)
- 46. [The Warsaw International Mechanism shall serve this agreement as a process with its modalities and procedures to be developed and adopted by the governing body]. [Opt III para 31 SCT]
- 47. [As part of its work, the Warsaw International Mechanism shall develop guidelines for a comprehensive approach to climate risk management.] [Opt III para 33 SCT]

Establishing the International Mechanism to address loss and damage in the new agreement is critical to help vulnerable communities and ecosystems deal with the impacts of climate change that go beyond the limits of adaptation. Thus these paragraphs need to be brought into Part I from Part III to ensure that a loss and damage mechanism becomes part of the architecture of the post-2020 climate framework.

Part Two: Draft Decision (1/CP.21)

Section E. Adaptation and Loss and Damage	
Section E (i): Adaptation	Loss and damage is different from Adaptation & should be under a separate heading
To be moved from Part Three into Part Two Pp19 RELATIONSHIP BETWEEN ADAPTATION AND MITIGATION [Affirming that adaptation needs are a consequence of the temperature rise that results from inadequate mitigation action by all Parties and that adaptation is thus a global responsibility,] (pp23 SCT) Pp23 STABILIZATION LEVELS AND IMPACTS [Further recognizing that the lower the greenhouse gas stabilization level achieved, the lower the consequent impacts of climate change,] (pp32 SCT)	The decision text must further emphasise the relationship between mitigation and adaptation and the level of climate change impacts.
 13. NATIONAL ADAPTATION PLANNING PROCESSES [Decides that: a. National adaptation planning processes should not be mandatory or prescriptive or result in the duplication of efforts undertaken, but should facilitate country-owned, country-driven action; (para 5 opt 2 2nd sentence SCT) b. All Parties shall involve, and facilitate the participation of, relevant stakeholders in adaptation planning, decision-making and monitoring and evaluation processes, in particular women and indigenous peoples; (para 5 opt 3 a. SCT) c. All Parties shall give priority to the poorest and most vulnerable communities, people and ecosystems in their efforts to adapt to the impacts of climate change;] (para 5 opt 3 b. SCT) a. NAPs are a key strategic framework for adaptation planning, the determination of adaptation priorities and adaptation support and needs, as well as for guiding the integration and implementation of adaptation; (Brought from Part Three Para 31.b into Part Two) b. NAPs [shall][should][other] go [beyond planning and mainstreaming][into concrete actions on the ground][into implementation][beyond integrating], by defining modalities for support and implementation; (Brought from Part Three Para 31.c into Part Two) 	Effective planning and Implementation of NAPs must be a requirement in the COP2 decisions. Countries are still in the planning phase of the NAPs process. It is therefore necessary that the COP 2 decisions should provide clear guidance on the processes for the preparation of NAI and their implementation.
14. GUIDANCE FOR INDIVIDUAL EFFORTS { Decides that [nationally determined] adaptation [commitments] [contributions] [commitments under Article 4 of the Convention] of [developing country Parties] [Parties not included in annex X [all Parties] [shall] [should] [other] (para 4 chaps of opts 1, 2 and 3 SCT) C. Be in accordance with the [principles] [relevant provisions] of the Convention; (para 4 opts 1 a. and 2 a. SCT) d. Be concise, clear and understandable; (para 4 opt 1 b. SCT)	All countries should communicat Adaptation contributions to the UNFCCC These contributions should follow certain principles and guidance as outlined here.

e. Consider the dynamic nature of adaptation actions and the risk of maladaptation; *(para 4 opt 1 c. SCT)*

- f. Include forward-looking adaptation priorities and measures; *(para 4 opt 1 d. SCT)*
- g. [Avoid becoming][Not impose] an additional burden[s][or reporting requirements] on [developing country Parties][Parties not included in annex X][, in particular SIDS and the LDCs], as existing adaptation instruments available in each country could be the basis for their formulation; [para 4 opts 1 e. and 2 e. opt (i) SCT]
- h. Promote and protect all human rights; (para 4 opt 1 h. 1st sentence SCT)
- i. Contribute to the achievement of sustainable development [, which [may] include][and] [economic diversification][and synergies between mitigation and adaptation actions] [in an equitable manner][in the context of their specific needs and special circumstances][, especially for the developing country Parties referred to in Article 4, paragraphs 8 and 9, of the Convention]; [para 4 opts 1 g., 2 b. and 4 SCT]
- j. Encourage [developing country Parties][Parties not included in annex X] to showcase their efforts and needs and to help national efforts to be recognized in line with the limit to global average temperature increase referred to in Article 3 of the draft agreement; [para 4 opt 2 c. SCT]
- k. Implement adaptation measures aimed at ensuring sustainable development and climate change resilient pathways for developing country Parties' actions; [para 4 opt 2 d. SCT]
- 1. Implement actions beyond those currently undertaken by Parties under the Convention or its Kyoto Protocol pre- and post-2020; *(para 4 opt 2 e. opt (ii) SCT)*
- m. Build on adaptation mechanisms and processes under the Convention, including NAPs and national adaptation programmes of action[, joint mitigation and adaptation for the integral sustainable management of forests], and existing arrangements for finance; (para 4 opts 1 f. and 2 f. 1st sentence SCT)
- n. Enhance community/ecosystem-based mitigation and adaptation actions on the basis of the traditional knowledge of indigenous peoples and local communities; *(para 4 opt 2 g. SCT)*
- o. Be country-driven, gender-sensitive, [community-based,] participatory and fully transparent, take into account vulnerable groups (women and children) and preserving ecosystems, be based on {best available}—science {and knowledge,}—{and}{including}—traditional and indigenous knowledge, and promote the engagement of subnational and local authorities and other stakeholders;} / para 4 opt 3 SCT).
- p. Developed country Parties must support developing country Parties pursuant to Article 4 of the Convention; (Brought from Part Three Para 28.e → Part Two)

15. NATIONAL EFFORTS AND ACCESS TO SUPPORT

[Further decides that nationally determined adaptation commitments contributions of developing countries can include both actions to be undertaken as part of a national effort and further actions to be implemented with timely access to international support;] (para 4 opt 1 SCT)

Adaptation should remain a contribution rather than a commitment. Adaptation should not be legally binding for developing countries because developing countries have to make adaptation efforts for a phenomenon that they are not primarily responsible for. However the support from developed countries for

		adaptation action should be binding.
PF [L] de	UIDANCE FOR COUNTRY-DRIVEN PROCESSES AND ROPOSALS Decides that country-driven processes and proposals of eveloping countries [shall][should][other] be, inter alia, ender-sensitive, participatory and fully transparent, take into ecount vulnerable groups people, communities, and cosystems, and be based on science and/or traditional and digenous knowledge [systems];] [para 6 opt 3 SCT]	We propose that consistent language should be used as agreed by the Cancun Adaptation Framework with regard to vulnerable people, communities and ecosystems.
NEW INS	STITUTIONAL ARRANGEMENTS O.2. [An adaptation registry that builds on NAP Central to: 70 a. Record and showcase and/or recognize national adaptation actions, contributions and programmes; b. Enhance cooperation on finance, technology and capacity-building support; c. Pool information on the work of institutional arrangements under the Convention and make that information accessible to Parties; d. Monitor and identify progress and gaps in adaptation from a global perspective.] (para 27 opt 1 b. SCT) O.3. [An international clearing house and registry to act as the repository for NAPs, adaptation methods, a roster of adaptation experts, biennial adaptation support reports, and for information on technology and capacity-building for adaptation.] (para 27 opt 1 c. SCT)	To meet the growing need for adaptation to new climate challenges, it is important to enhance the skills and institutional arrangements that ensure improved adaptation action. Thus a new adaptation institution, which aims to improve coordination and help countries towards effective adaptation implementation would enhance responses to climate change and better protect vulnerable people and ecosystems.
[<i>L</i> pr ou pr ch	DAPTATION METRICS Decides to launch a Party-driven, forward-looking, reiterative rocess to strengthen adaptation metrics that will be carried at jointly by the Adaptation Committee and the Nairobi work rogramme on impacts, vulnerability and adaptation to climate hange, to be concluded by SBSTA XX (May 2017), which ould ensure that the UNFCCC facilitates access to state-of-le-art metrics;] (para 14 opt 4 last sentence SCT)	Currently there are minimal to no efforts to develop adaptation metrics to enable assessment of total adaptation efforts in quantitative terms. Therefore, such a process must be launched by COP21
KI Est in in of fr Co str les	RENGTHENING SYNTHESIS OF INFORMATION AND NOWLEDGE, AND TECHNICAL GUIDANCE Decides that [Urges] all Parties hall [Should] [other] enhance cooperation to strengthen is its titutional arrangements for supporting the synthesis of a formation and knowledge about adaptation and the provision of technical guidance and support to Parties on adaptation; The synthesis of technical guidance and support to Parties on adaptation; The synthesis of technical guidance and support to Parties on adaptation; The synthesis of technical guidance and support to Parties on adaptation; The synthesis of technical guidance and support to Parties on adaptation; The synthesis of information, knowledge and sistent of information, knowledge and sistent of information, knowledge and sistent of information to climate change: The synthesis of information, knowledge and sistent of information of information to climate change: The synthesis of information information of information of information information of information information; The synthesis of information and the provision of information information information information information; The synthesis of information information information information information information information; The synthesis of information info	The sharing of information, knowledge and lessons learnt should be strengthened for effective adaptation implementation at national, regional and international levels. Sharing information will also strengthen institutional capacity to address climate impacts.

- c. Enhance regional and transboundary aspects;
- d. Encourage all Parties to implement education and public awareness programmes in accordance with Article 25 of the draft agreement;] *[para 17 SCT]*

21. STRENGTHENING INSTITUTIONAL ARRANGEMENTS

[Decides to strengthen institutional arrangements for adaptation by:

- a. Providing further guidance on how to assist {developing country Parties} | Parties not included in annex X | to move to full-scale implementation on the basis of their NAPs;
- b. -e. should be retained {para 22 a. -f. SCT}

22. NEW ADAPTATION CENTRES

[Decides that {regional}{national} adaptation centres shall be established in {all major regions}{each country} to help to facilitate a regional as well as trans-boundary knowledge base on the most appropriate adaptation responses for the [region]{country} so as to provide capacity-building for adaptation responses and facilitate research into adaptation measures;] (para 22 d. SCT)

It is important to strengthen the existing institutions and, where appropriate, establish new institutional arrangements to enhance adaptation actions. These institutions need to clearly offer additional help and to provide support for implementation of adaptation actions and not form bureaucratic hurdles to enhanced action.

Regional Adaptation Centres will play a vital role in dealing with regional and trans-boundary climate change impacts. The proposed new adaptation centers should consider such regional level threats and responses.

23. REQUESTS TO THE ADAPTATION COMMITTEE [Requests the Adaptation Committee to:

a. *Option (a)*: Review the work of the adaptation-related technical and financial institutional arrangements under the Convention in 2017 to ensure and enhance the coherence of their work, and prepare recommendations for consideration at COP 23 and/or by the governing body; (para 24 a. SCT)

Option (b): Undertake a comprehensive review of all technical and financial institutional arrangements related to adaptation in 2017, which will not be carried out in detriment of, but rather building on, the expertise of existing LDC structures (e.g. the Least Developed Countries Expert Group (LEG)); /para 25 n. SCT1

b, c, d, f, g, h, I, k, l. to be retained $\{para 23 SCT\}$

The Adaptation Committee (AC) mandate should be further enhanced to meet emerging adaptation challenges.

24. ENHANCING THE NAIROBI WORK PROGRAMME

![Decides to enhance the Nairobi work programme by establishing the Technical and Knowledge Platform under the Cancun Adaptation Framework, which will be made operational by the Adaptation Committee, in order to]: a, c, d, e, g, h, I, j, k, l and m (para 25 a. - m. SCT)

With new challenges and opportunities, constantly emerging it is important to further enhance the mandate and responsibility of the Nairobi Work Programme (NWP). The COP21 decisions can contribute to this by establishing a technical and knowledge platform under the CAF.

(Brought from Part Three → Part Two)
MONITORING AND EVALUATION

[Option 1: Monitoring and evaluation for including reporting and learning from plans, policies and programmes]—[should be][is] a country-driven and country-specific process that would not impose any additional burden on [developing country Parties][Parties not included in annex X][developed country Parties][annex X Parties] [, and would be supported complementarily by developed country Parties][and shall be strengthened and/or institutionalized:

Strong monitoring and evaluation mechanisms should be put in place for adaptation action. Therefore, these paragraphs have to move from part III to Part II.

- a. Strengthen and improve climate-related research and systematic observation and provide enhanced support;
- b. Consider indicators for governance and planning;
- Monitor gaps in adaptation as well as needs under different scenarios;
- d. Monitoring and evaluation to focus on the provision and adequacy of support;
- e. Assessment of adaptation support available from developed country Parties in relation to the needs of developing countries, taking into account cooperative actions and recognition of past investments by developing countries. {para 14 opts 1, 3 1st sentence, 4 and 5 SCT}

<u>Option 2:</u> Monitoring and reporting should be on progress and experiences, lessons learned, good practices and on gaps and opportunities more broadly.] [para 14 opts 2 and 3 SCT]

Loss and Damage should be a separate section from adaptation.

Section E (ii): Loss and Damage (in Part II)

Option I:50

25.STRENGTHENING THE WARSAW INTERNATIONAL MECHANISM [Establishes a financial technical panel under the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts, which shall:

- a. Establish regional risk pools to support regional risk transfer schemes;
- b. Provide support for microfinance initiatives;
- c. Explore compensation finance for slow onset events;] {Opt III paras 34 and 35 SCT}
- 26. ARRANGEMENTS REGARDING DISPLACEMENT COORDINATION [Decides that the governing body shall develop arrangements relating to loss and damage through the establishment of a climate change displacement coordination facility which shall:
 - a. Establish measures for emergency relief;
 - b. Assist in providing organized migration and planned relocation:
 - c. Establish procedures for coordinating compensation measures;] {Opt III paras 36 and 37 SCT}
- 27. ARRANGEMENTS REGARDING RISK TRANSFER [Establishes a clearing house for risk transfer that shall:
- a. Provide a repository for information on insurance and risk transfer;
 - b. Assist Parties in developing risk management strategies and finding best insurance schemes;
 - c. Facilitate financial support for rehabilitation;] {Opt III paras 38 and 39 SCT}

This section should refer to the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts.

The Paris decisions must recognise the Warsaw International Mechanism (WIM) on Loss and Damage. The outcomes also need to further enhance the WIM's functions in some of the key aspect of loss and damage, especially with regard to risk pooling and risk sharing mechanisms, displacement coordination facilities, compensation measures and financial support for rehabilitation.

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Why we are here

To stop the degradation of the planet's natural environment and to build a future in which humans live in harmony with nature.

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