

BRIEFING PAPER

ADAPTATION ISSUES

Introduction

In developing countries, climate change adaptation issues have a high priority. Many developing countries are vulnerable to climate change impacts because of financial, technological, institutional and human resource limitations. Mitigation has historically been given more emphasis than adaptation. However, since Seventh Session of the Conference of the Parties (COP-7) in Marrakech, adaptation started gaining momentum with the establishment of two funds i.e. Least Developed Countries Fund (LDCF) and the Special Climate Change Fund (SCCF) to support adaptation in developing countries, and decision on formulation of National Adaptation Programme of Action (NAPA) to address immediate and urgent needs of Least Developed Countries (LDCs). Since COP-13 in Bali (2007), the profile of adaptation has been raised further and is now viewed as an essential pillar of the global response to climate change. Issues of adaptation have made further progress through establishment of Cancun Adaptation Framework including establishment of Adaptation Committee. Loss and damage has made further progress by bringing more clarity through several regional workshops. Key milestone in Doha (COP18) is successful closure of “Enhance Action on Adaptation” as part of AWG-LCA. The major issues, inter alia, are a) agree on remaining issues those have not been addressed through Cancun and Durban decisions and find places (SBs or CoP) to address those, b) what goes under ADP and its work plan.

What the negotiation topic is about / relevance and relationship with other topics in the negotiations

Within the United Nations Framework Convention on Climate Change (UNFCCC), which entered into force in 1994, there exists recognition of the need to adapt to climate change and to assist those countries that are least able to adapt. Adaptation negotiations have historically centered on issues such as the need to develop and implement a comprehensive adaptation framework (which includes concrete actions as well as planning and assessment) and institutional structures for adaptation under the Convention; and ensuring financial and technology transfer commitments by developed country Parties.

There are a number of articles in the Convention that are central to the negotiations on adaptation:

Article 4.1(b) of the Convention states, that all Parties shall “formulate, implement, publish and regularly update national and, where appropriate, regional programmes containing measures to mitigate climate change by addressing anthropogenic emissions by sources and removals by sinks of all greenhouse gases not controlled by the Montreal Protocol, and measures to facilitate adequate adaptation to climate change.”

Article 4.4 states “the developed country Parties and other developed Parties included in Annex II shall also assist developing country Parties that are particularly vulnerable to the adverse effects.”

Article 4.8 requires all Parties to give full consideration to the actions necessary to meet the specific needs and concerns of developing country Parties “arising from the adverse effects of climate change and/or the impact of the implementation of response measures”, including actions relating to funding, insurance and the transfer of technology.

Article 4.9 states “the Parties shall take full account of the specific needs and special situations of the least developed countries (LDCs) in their actions with regard to funding and transfer of technology”.

Different aspects of adaptation are discussed under different negotiating tracks and bodies,

including the Subsidiary Body for Implementation (SBI), the Subsidiary Body for Scientific and Technological Advice (SBSTA), and the Ad-hoc Working Group on Long-Term Cooperative Action under the Convention (AWG-LCA). Particular attention has been given to issues relating to Article 4.8 and 4.9, and to scientific and technical aspects.

Box.1: Adaptation agenda items being addressed by Parties¹

Ad-hoc Working Group on Long-Term Cooperative Action under the Convention (AWG-LCA)

- 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*: Enhanced action on adaptation

Subsidiary Body for Scientific and Technological Advice (SBSTA)

- Nairobi work programme on impacts, vulnerability and adaptation to climate change
- Development and transfer of technologies
- Research and systematic observation
- Forum and work programme on the impact of the implementation of response measures
- Issues relating to agriculture

Subsidiary Body for Implementation (SBI)

- Article 4.8
- Article 4.9: LDCs and National Adaptation Programmes of Action
- Article 12: Non-Annex I National Communications
- Article 12: Annex I National Communications
- Funding for adaptation: Guidance to the GEF, Review of LDCF, SCCF and AF
- Capacity building
- Article 6 of the Convention: education, training and public awareness
- Development and transfer of technologies

History of negotiations (key milestones)

COP-1, Berlin (1995): The parties established a three stage framework for addressing adaptation. Stage I, to be carried out in the “short term,” was to focus on identifying the most vulnerable countries or regions and adaptation options. Stage II was to involve measures, including capacity building, to prepare for adaptation. Stage III was to entail implementing measures to facilitate adaptation. The latter two stages were to be implemented over the “medium and long term”.

COP-7, Marrakech Accords (2001): Their adoption was seen as a breakthrough on adaptation. They contain a series of decisions on adaptation actions and funding. The central Marrakech decision on adaptation activities is decision 5/CP.7 which is divided into four areas: (1) the adverse effects of climate change; (2) the implementation of Article 4.9 (which relates to LDCs); (3) the impacts of the implementation of response measures; and (4) further multilateral work. Decision 5/CP.7 also includes the development, preparation and implementation of National Adaptation Programmes of Action (NAPAs). Parties also agreed to establish three GEF-managed funds dedicated fully or in part to supporting adaptation

COP-10 (2004): By then, the Parties recognized that gaps remained in the implementation of decision 5/CP.7, and agreed on decision 1/CP.10, which lays out areas in which further work is needed (Buenos Aires programme of work on adaptation and response measures)

¹ Adaptation under the UNFCCC Working paper prepared by ecpi partner FIELD with Sumaya Zakieldeen. June 2010; Updated by Mozaharul Alam, UNEP

COP-11 Montreal (2005): The Nairobi Work Programme was launched to improve understanding of vulnerability and adaptation

COP-13, Bali (2007): The Bali Action Plan (Decision 1/CP.13) identifies five issues relating to adaptation that should be addressed: (i) international cooperation to support implementation of adaptation actions; (ii) risk management and risk reduction strategies; (iii) disaster reduction strategies and means to address loss and damage associated with climate change impacts in developing countries; (iv) economic diversification to build resilience; and (v) ways to encourage multilateral bodies to support adaptation initiatives

COP-16, Cancun (2010): The Cancun Adaptation Framework that was adopted includes several elements that strengthen/establish regional centres and networks, an agreement to establish an Adaptation Committee to promote the implementation of enhanced action on adaptation. It agreed to establish a process for LDCs to formulate and implement national adaptation plans (NAPs), and to establish a work programme which will consider approaches to address loss and damage in vulnerable countries

COP-17, Durban (2011): Decisions were taken in view of operationalizing elements of the Cancun Adaptation Framework, including National Adaptation Plans (NAP)², Loss and Damage, Adaptation Committee. There are provisions for the review of the work areas of the Nairobi Work Programme³. Agreement was reached on the membership of the 16-member Adaptation Committee⁴ (with majority of seats for developing countries), that will play a coordinating role entailing a range of review and synthesis processes, and also providing advice to various UNFCCC bodies.

Current status of the negotiations

Adaptation issues are being addressed under several agenda items of AWG-LCA, SBI and SBSTA as stated in Box 1. The following table provides several outcomes from Bali to Durban as well as follow up discussions in Bonn and Bangkok related to adaptation.

Bali Action Plan		Cancun Agreement	Durban Outcome	Bonn and Bangkok
Enhanced action on adaptation (1/CP.13)	International cooperation to support urgent implementation of adaptation actions, including through vulnerability	<ul style="list-style-type: none"> • Cancun Adaptation Framework (1/CP.16) • Establish a process to enable least developed country Parties to formulate and implement national adaptation 	<ul style="list-style-type: none"> • Composition of, and modalities and procedures for Adaptation Committee (2/CP.17) • National Adaptation Plans, adopted initial guidelines for the 	<ul style="list-style-type: none"> • First Adaptation Committee meeting held on 7-10 September in Bangkok to develop three years work programme. • Draft decision text prepared and to be

² National Adaptation Plans (NAPs) aim to helping countries to establishing a planning process over the mid- to long-term to reducing vulnerability to climate change impacts by building adaptive capacity and resilience and facilitate the integration of climate change adaptation, in a coherent manner, into relevant new and existing policies, programmes and activities

³ The Nairobi work programme (NWP) is undertaken under the Subsidiary Body for Scientific and Technological Advice (SBSTA) of the UNFCCC. Its objective is to assist all Parties, in particular developing countries, including the least developed countries and small island developing States to:

- i) **improve their understanding and assessment** of impacts, vulnerability and adaptation to climate change; and
- ii) **make informed decisions on practical adaptation actions and measures** to respond to climate change on a sound scientific, technical and socio-economic basis, taking into account current and future climate change and variability.

⁴ The committee will play a coordinating role that entails a range of review and synthesis processes, providing advice to various UNFCCC bodies

Bali Action Plan	Cancun Agreement	Durban Outcome	Bonn and Bangkok
assessments, prioritization of actions, financial needs assessments, capacity-building and response strategies...	<p>plans (1/CP.16)</p> <ul style="list-style-type: none"> Establish an Adaptation Committee (1/CP.16) 	<p>formulation of national adaptation plans (NAPs), and elaborated on the modalities and guidelines to support and enable least developed countries (LDCs) to formulate and implement NAPs (5/CP.17)</p> <ul style="list-style-type: none"> Adopted a work programme on the impact of the implementation of response measures (8/CP.17) Issues relating to agriculture (2/CP.17) 	<p>pursued in Doha. The text contains the means to implement and operationalise the NAP process with a strong focus on financial and technical support including through the support programs.</p>
Risk management and risk reduction strategies, including risk sharing and transfer mechanisms such as insurance	<ul style="list-style-type: none"> Invites Parties to submit views on options for risk management and reduction, risk sharing and transfer mechanisms (1/CP.16) 	<ul style="list-style-type: none"> Work programme on loss and damage (7/CP.17) 	<ul style="list-style-type: none"> Very good progress was made in clarifying and defining activities to be undertaken under its work programme on loss and damage.
Disaster reduction strategies and means to address loss and damage associated with climate change impacts in developing countries that are particularly vulnerable to the adverse effects of climate change	<ul style="list-style-type: none"> Establish a work programme to address loss and damage associated with climate change impacts in developing countries (1/CP.16) 	<ul style="list-style-type: none"> Work programme on loss and damage (7/CP.17) 	<ul style="list-style-type: none"> Very good progress was made in clarifying and defining activities to be undertaken under its work programme on loss and damage.
Economic diversification to build resilience	<ul style="list-style-type: none"> Invites Parties to submit views on resilience building including through economic diversification (1/CP.16) 	<ul style="list-style-type: none"> National Adaptation Plans (5/CP.17) Adopted a work programme on the impact of the implementation of response measures (8/CP.17) 	<ul style="list-style-type: none"> Draft decision text prepared and to be pursued in Doha. The text contains the means to implement and operationalise the NAP process with a strong focus on financial and technical support including through the support programs.
Ways to strengthen the catalytic role of the Convention in	<ul style="list-style-type: none"> Limited progress except progress under Nairobi Work Programme on 	<ul style="list-style-type: none"> Limited progress except progress under Nairobi Work Programme on 	<ul style="list-style-type: none">

Bali Action Plan		Cancun Agreement	Durban Outcome	Bonn and Bangkok
	encouraging multilateral bodies, the public and private sectors and civil society, building on synergies among activities and processes...	impacts, vulnerability and adaptation to climate change.	impacts, vulnerability and adaptation to climate change.	
Enhanced action on technology development and transfer to support action on mitigation and adaptation		<ul style="list-style-type: none"> Establishment of the Technology Mechanism comprising a Technology Executive Committee (TEC) and the Climate Technology Centre and Network (CTCN) (1/CP.16) 	<ul style="list-style-type: none"> Technology Mechanism become fully operational in 2012 (2/CP.17) 	<ul style="list-style-type: none"> The UNFCCC issued a call for proposals (CFP) and received nine proposals. The proposals received were evaluated and evaluation panel concluded the shortlist with ranking of three proponents, which are: UNEP-led consortium, GEF, DNV. Parties have requested the Secretariat to initiate discussion with first ranked organization to conclude institutional arrangement.
Enhanced action on the provision of financial resources and investment to support action on mitigation and adaptation and technology cooperation		<ul style="list-style-type: none"> USD 30 billion for the period 2010–2012 (fast-start finance), established a Standing Committee under the COP and a Green Climate Fund, with a Transitional Committee assigned to design the Green Climate Fund (1/CP.16) 	<ul style="list-style-type: none"> Defined the roles and functions of the Standing Committee as well as its composition and working modalities (2/CP.17), launched the Green Climate Fund, approving the governing instrument of the Fund and requesting its Board to operationalize the Fund in an expedited manner (3/CP.17) 	<ul style="list-style-type: none"> Progress has been made GCF board on GCF host in the second board meeting which is Songdo, Incheon City, Republic of Korea as the host city. Board decision will be presented for endorsement to the Conference of the Parties of the United Nations Framework Convention on Climate Change (UNFCCC) at its upcoming eighteenth session
Enhanced action on capacity-building		<ul style="list-style-type: none"> Ways to further enhance the monitoring and review of the effectiveness of capacity-building (1/CP.16) 	<ul style="list-style-type: none"> Enhance the monitoring and review of the effectiveness of capacity-building by organizing an annual in-session Durban Forum for in-depth discussion on capacity-building with the participation of Parties (2/CP.17) 	<ul style="list-style-type: none"> The first meeting of the Durban Forum on Capacity-building held in Bonn to share experiences and good practices in building the capacity of developing countries to respond to climate change. Durban Forum on Capacity building will be held on annual basis during May/June Bonn session.

Next steps / Key outstanding issues related to the topic

Enhanced Action on Adaptation: Participants to the Eighteen Session of the Conference of the Parties to UNFCCC in Doha, Qatar will reflect on original mandate of the Bali Action Plan and the decisions adopted at COP16 and 17, which will facilitate identifying the elements under the AWG-LCA that require further work beyond 2012. These may include a) implementation of decisions made under the AWG-LCA, and b) addressing remaining gap through appropriate negotiation stream(s). These two elements will satisfy comprehensive coverage enhanced action on adaptation under the Bali Action Plan. Bonn and Bangkok session has

Key issues: Agreement of gaps between Bali Action Plan and Decisions adopted in Cancun and Durban; finalization of work plan of Adaptation Committee based on guidance given by Parties.

National Adaptation Plans (NAPs): Intensive consultations of the Parties during Bonn Climate Change Talk in June concluded on a draft text decision to be pursued in Doha for CoP decision which contains the means to implement and operationalise the NAP process with a strong focus on financial and technical support including through the support programs. The draft decision is appended to an SBI conclusion agreed by the parties which contains calls for mobilizing financial resources including through LDCF, finalizing technical guidelines for the NAP process, invitation to UN organization to continue their support for the NAP process in LDC countries, requesting Adaptation Committee to consider support to developing countries for the NAP process and reaffirming the invitation by the CoP to the operating entities of the financial mechanism of the conventions to provide financial and technical support to developing country parties..

Key issues: CoP decision on implementation of NAP process for LDCs including Global Support Programme to support NAP process and implementation.

Loss and damage⁵: At COP-17 in Durban, negotiators reached consensus on elements of the SBI Work Programme on Loss and Damage from COP-17 to COP-18 (2012). The decision by the COP requests that the SBI agree on activities to be undertaken under the work programme and to make recommendations on loss and damage for consideration at COP-18, which will be discussed in Bonn. A number of regional workshops on loss and damage have been organized by the Secretariat. The workshops were useful and a progression of understanding of loss and damage issues but need more understanding on it including institutional roles and responsibilities at different levels i.e. international, regional and national, vertical integration etc. Issues in Doha are preparing recommendation for COP and further decision on loss and damage.

Adaptation Finance: Developing countries need international assistance to support adaptation (Articles 4.4, 4.8 and 4.9). This includes funding, technology transfer and capacity building. Funding for adaptation is provided through the financial mechanism of the Convention. Current funding opportunities include:

- the Global Environment Facility (GEF) Trust Fund, including support for [vulnerability and adaptation assessments](#) as part of national communications;

⁵ Effects that would not have happened without climate change, which have not been mitigated, and which cannot be (or have not been) adapted to

- the GEF managed Least Developed Countries Fund ([LDCE](#)) under the Convention;
- the GEF managed Special Climate Change Fund ([SCCF](#)) under the Convention;
- the Adaptation Fund ([AF](#)) under the Kyoto Protocol and managed by the Adaptation Fund Board ([AFB](#)).

Parties in Cancun established the Green Climate Fund (GCF) as another operating entity of the financial mechanism of the Convention under Article 11 besides the GEF and the AFB. Parties further decided that a significant share of new multilateral funding for adaptation should flow through the GCF. In Durban, Parties adopted the GCF's governing instrument.

Significant progress has been made GCF board to select host country. Outcome of the first meeting of the board in Geneva, Switzerland, in August 2012 was to decide on an open and transparent process to select one from six applicants which concluded during second meeting in Korea. The second board meeting held in Korea has decided Songdo, Incheon City, Republic of Korea as the host city. Board decision will be presented for endorsement to the Conference of the Parties of the United Nations Framework Convention on Climate Change (UNFCCC) at its upcoming eighteenth session to take place on 26 November–7 December 2012 in Doha, Qatar.

Response measures⁶: 'Response measures' generally refer to negative side effects resulting from the implementation of climate change mitigation activities. Article 4.8 commits parties to give: "full consideration to what actions are necessary. . . including actions related to funding, insurance and the transfer of technology, to meet the specific needs and concerns of developing country parties arising from the adverse effects of climate change and/or the impact of the implementation of response measures, especially on small island countries. . . . countries whose economies are highly dependent on income generated from the production, processing and export, and/or on consumption of fossil fuels and associated energy-intensive products".

OPEC countries believe that policies and measures to implement the Kyoto Protocol in developed countries (e.g. a carbon tax) will reduce revenues from oil exports and argue that they should receive compensation for potential loss of oil revenues. Other Parties argue that Response measures by developed countries may impact on all developing countries, not only countries dependent on oil revenues. Various Parties argue that response measures should be dropped from the adaptation discussion. The Bali Action Plan clearly separates response measures from the adaptation discussion and places this topic under mitigation. Increasingly, some countries are also interested in discussing climate policies with global trade implications under response measures.

The Cancun Agreement provided for a forum on the Impact of the Implementation of Response Measures and called on Parties to elaborate their views on the modalities for the operationalisation of the forum and the work programme on response measures (Decision 1/CP.16, paragraph 93). COP-17 made advances on the issue of "response measures" and established a "forum" that will review the impact of the implementation of response measures. The Chairs of the SBI and the SBSTA will convene the forum to discuss and agree on the operationalisation of the modalities and areas of the work programme on the impact of the implementation of response measures.

Issues related to agriculture: the aim is to exchange views and enable the Conference of Parties to

⁶ Adaptation to response measures, meaning measures to cut down emissions which would result in a decrease of the amount of fossil fuels sold, is demanded for example by some countries. The controversy is whether response measures should be addressed under adaptation.

adopt a decision on this matter at its eighteenth session in Doha.

Possible implications for ASEAN countries

The region include three Least Developed Countries (Cambodia, Lao PDR and Myanmar) that have gained experience in formulating National Adaptation Plan of Action (NAPA) as well as implementing adaptation projects and several are in design phase. Lao PDR has also hosted a workshop on development of guideline on NAP in 2011. Experiences of NAPA are a valuable asset for the countries to prepare and facilitate NAP and NAP process, and experiences can also be used by other countries in Southeast Asia. NAP as medium and long term adaptation plan would require comprehensive impacts and vulnerability assessment and therefore institutional capacity at country level is important.

Most of the Southeast Asian Countries are exposed to sea level rise and extreme events such as cyclone or typhoon and therefore work programme on loss and damage is very important including assessment, understanding and capacity to handle these events. Issues related to agriculture are also very important as these often cut across both adaption and mitigation and are as well of high relevance with the livelihood and poverty agenda of these countries.

Existing regional networks in the regions may consider compilation of good practices related to loss and damage which will enhance understating. Development of framework, methodology and tools for assessing loss and damage in the context of climate change also needed to assess loss and damage in the context of climate change.

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