

The Paris agreement and the Adaptation goal

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Structure of the talk

The objective of the presentation is:

- To **review** the key elements of the recently adopted Paris Agreement, with special emphasis on:
 - Adaptation;
 - Disaster Risk Reduction (Loss&damage)
- To **allow for discussion**, exchange of impressions and considerations on the possible implications of the Agreement, and to delve into specific issues/curiosities.



Brief history of adaptation under the UNFCCC



Background: Adaptation in the 1992 Convention

Main focus of the 1992 Convention on **mitigation**:

- **Art. 2 (Objective)**: “(...) to achieve (...) a **stabilization of greenhouse gas concentrations** in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system (...) within a time frame sufficient to allow **ecosystems to adapt naturally** to climate change (...)”.
- **Art. 4.1(e)**: Parties shall “cooperate in preparing for **adaptation to the impacts** of climate change” and “develop and elaborate appropriate and integrated plans for **coastal zone management, water resources and agriculture**, and for the protection and rehabilitation of areas, particularly in Africa, affected by **drought** and **desertification**, as well as **floods**”.



Evolution of the Adaptation Agenda

1990s: main policy and research focus was on mitigation:

- Prudential and politically correct ;
- A developing countries issue;
- Mitigation easier to investigate (standard tools for economic policy);

*Question Parties were considering at the time: **Do we need to adapt?***



Observation of key impacts, risks and vulnerability assessments



Findings to be reported in **Parties' National Communications**



Evolution of the Adaptation Agenda

2001: IPCC TAR is published:

- Awareness of climate inertias ;
- Need to move to planning and pilot implementation;

*Question Parties are now considering is: **How do we adapt?***

- **LDC work programme** : Preparation and implementation of **National Adaptation Programmes of Action (NAPAs)** to identify and communicate priority adaptation activities (agriculture, food security, water resources coastal zones, DRM)

Funding:

- **LDC fund** to support preparation + implementation of NAPAs
- **Special Climate Change Fund:** Pilot demonstration projects
- **Adaptation Fund** (under the Kyoto Protocol)



Evolution of the Adaptation Agenda

2005: Nairobi work programme on impacts, vulnerability and adaptation, to assist parties in improving understanding and making informed decisions

➔ Sharing knowledge and lessons learnt to foster implementation

2007: Bali Action Plan: adaptation among the 5 pillars of long-term cooperative action;

➔ Call for scaling up implementation



Evolution of the Adaptation Agenda

2010 : Cancún Adaptation Framework (CAF)



Adaptation to be addressed with the same priority as mitigation

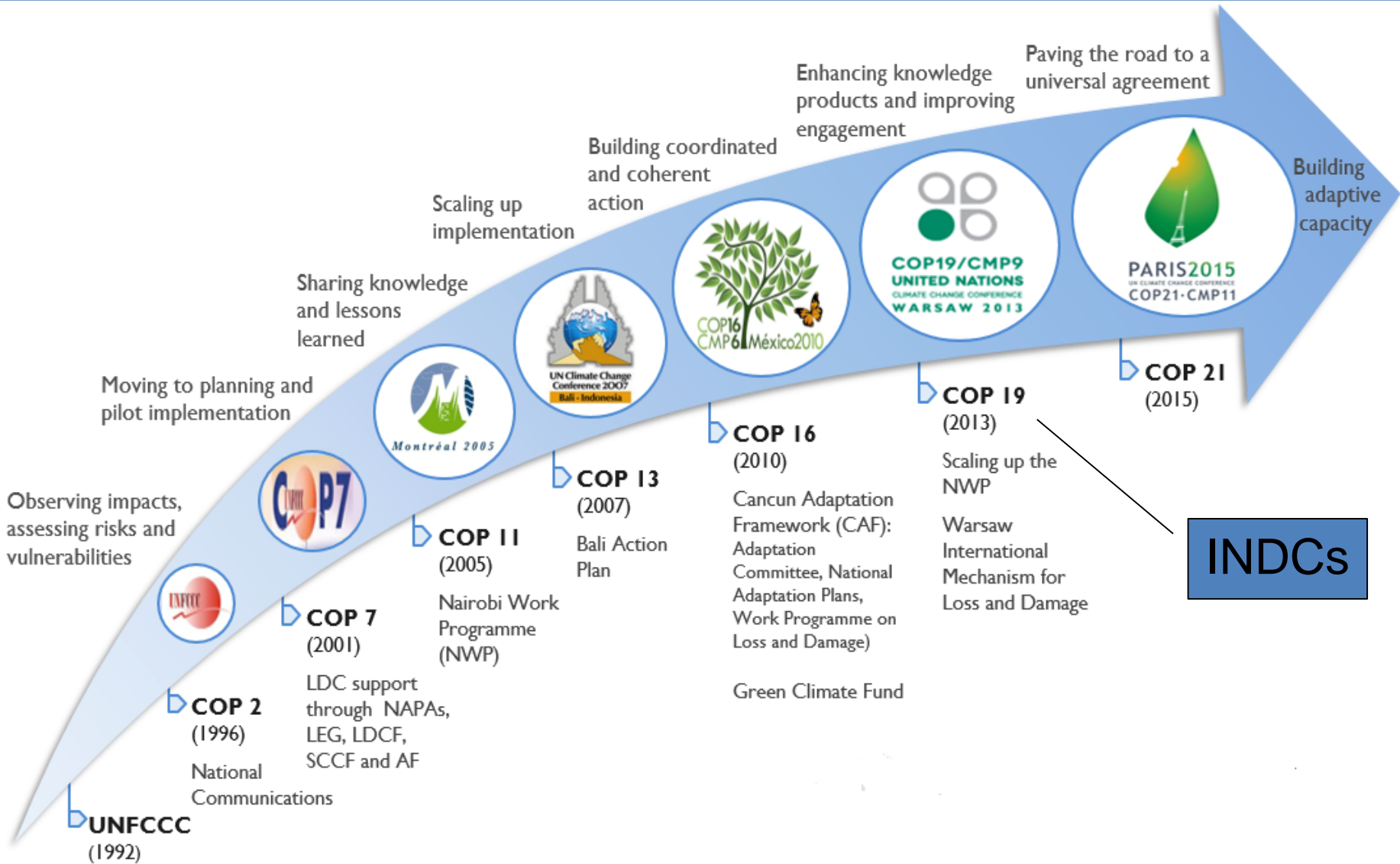


Three main components of the CAF :

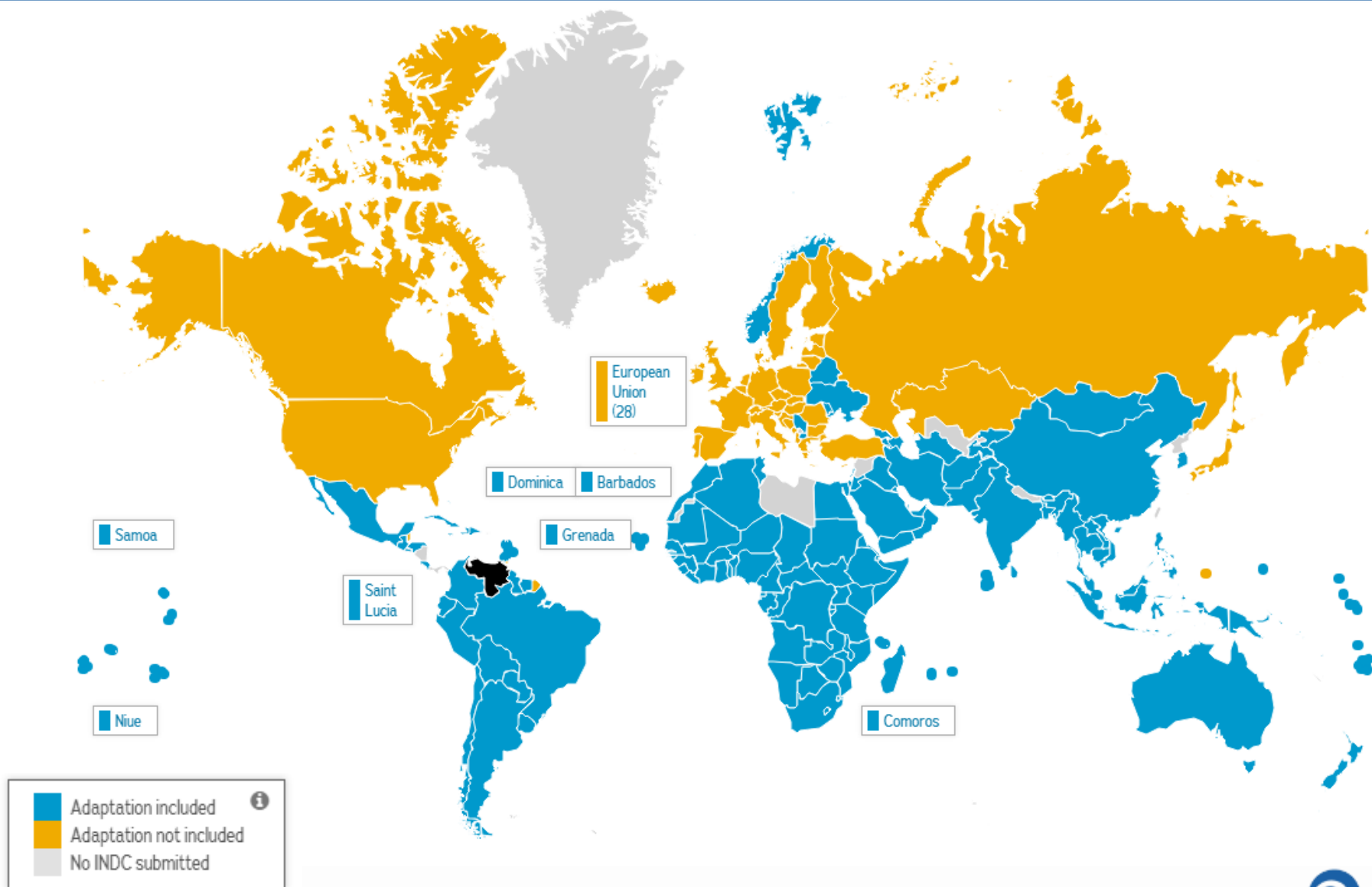
- Establishment of the **Adaptation Committee** to promote the implementation of enhanced action in a coherent manner;
- A process to enable LDCs to formulate **National Adaptation plans (NAPs)**, identifying medium- and long-term adaptation needs and developing and implementing strategies
- Creation of the work programme on **Loss & Damage**



Adaptation targets in INDCs

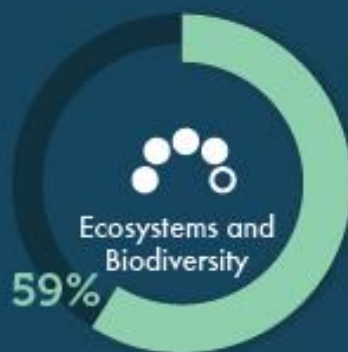


Adaptation targets in INDCs



Adaptation targets in INDCs: sectors

Key adaptation sectors prioritized in the INDCs



Source: UNFCCC (2015a)



INDC of Climasouth countries

Country	Water	Agriculture	Coastal Zones	Health	Tourism	Biodiversity	Other
Egypt	X	X	X	X	X		Energy, Rural Areas, Population and Roads
Algeria	X	X		X			Transport
Tunisia	X	X	X	X	X		Ecosystems
Israel	(X)			(X)		(X)	(urban planning)
Jordan	X	X	X	X	X		poverty
Lebanon	X	X				X	forestry

Table 1: Key adaptation sectors in ClimaSouth Countries' INDCs



INDC of Climasouth countries

Tunisia: support needed for adaptation actions included in INDCs (in billion USD)

SECTORS/FIELDS	TOTAL
Water resources	533
Coastline	556
Agriculture	21
Ecosystems	782
Health	7
Tourism	17
TOTAL	1,916

Source: Republic of Tunisia (2015)



The Paris Agreement



From Durban to Paris

COP17 in Durban, 2011: “...decides to launch a process

- to develop a **protocol, another legal instrument or an agreed outcome with legal force under the Convention**
- **applicable to all Parties**”
- starting from 2020 (by 2015)



The Paris Agreement

COP21, Paris, Dec. 2015: Draft decision -/CP.21: Paris Agreement



- Treaty under international law. Binding?
 - Transparency framework
 - Obligation to undertake and communicate NDC



The Paris Agreement

Mixed institutional architecture:

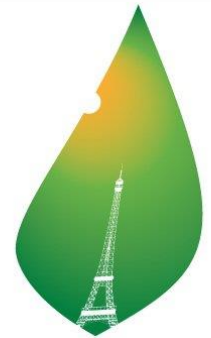
- **Top-down** approach (procedural provisions)
- **Bottom up** approach (voluntary NDC)

Global commitments:

- «obligations» for all 195 Parties (but **differentiation**)

Entry-into-force:

- ratification of at least 55 countries accounting for at least 55 % of global GHG emissions
- open for signature from April 22, 2016 until April 21, 2017!



PARIS2015
CONFÉRENCE DES NATIONS UNIES
SUR LES CHANGEMENTS CLIMATIQUES



Purpose

“to strengthen the global response to the threat of climate change”

How? (Art 2):

- “Holding the increase in the global average temperature to **well below 2 °C** (...) and to pursue efforts to limit the temperature increase **to 1.5 °C** above pre-industrial levels”
- “Increasing the ability to **adapt** (...) and foster climate resilience and low greenhouse gas emissions development”,
- “Making **finance flows** consistent with a pathway towards low GHG emissions and climate-resilient development”.



Mitigation

“Parties aim to reach **global peaking of GHG emissions as soon as possible** (...) and to undertake **rapid reductions** thereafter (...) so as to **achieve a balance** between anthropogenic emissions by sources and removals by sinks (...) in the second half of this century” (Art.4)

→ peaking will **take longer for developing country**

→ on the basis of equity, and in the context of sustainable development and efforts to eradicate poverty



(cont.ed)

Each Party **shall** prepare, communicate and maintain **nationally determined contributions (NDC)** to represent:

- Ambitious efforts;
- a progression over time, reflecting highest possible ambition;
- developed countries “should” undertake **absolute economy-wide reduction** targets, developing countries “are encouraged” to move toward economy-wide targets over time (differentiation!)
- **co-benefits** from adaptation actions can be included

NDC to be communicated **every 5 years** and recorded in a **public registry** maintained by UNFCCC



Adaptation

Art 7: **Global goal** of enhancing **adaptive capacity**, strengthening **resilience** and **reducing vulnerability** to climate change:

- Link with mitigation strategies: “adequate adaptation response in the context of the temperature goal”;
- All Parties expected to undertake adaptation planning and actions.

Key adaptation principles (ex 1/CP.16):

- **Target:** vulnerable groups, communities, ecosystems;
- **Approach:** country-driven, gender-responsive, participatory and fully transparent;
- Informed by the best available **science** as well as by traditional, **indigenous** and local knowledge systems.



Adaptation Communications

➔ Cycle of action on adaptation parallel to that on mitigation

Parties should submit and update periodically an **adaptation communication (AC)**:

- including priorities, implementation and support needs, plans and actions;
- as a component of or in conjunction with other communications or documents (NAPs, NDCs, NCs);
- recorded in a **public registry** maintained by the secretariat.

Flexible process (form and timing) not to create additional burdens for developing country Parties.

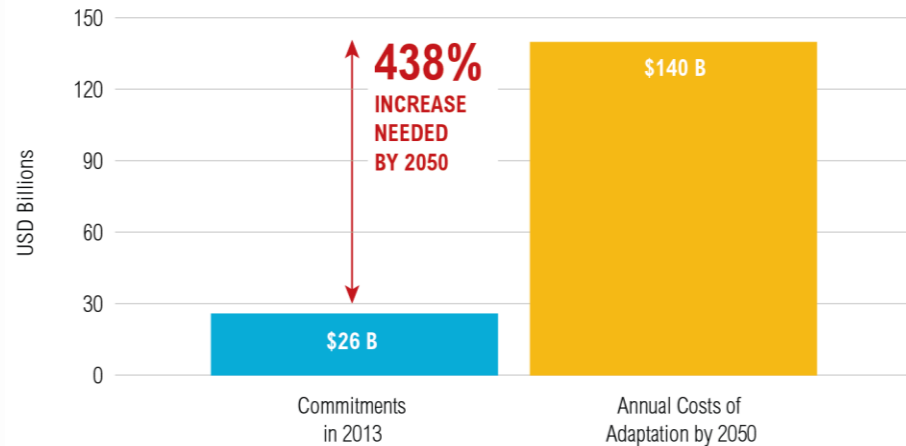


Support for Adaptation

Continuous and enhanced international **support** shall be provided to:

- Enhance action on adaptation;
- Engage in adaptation planning processes;
- Submit and update adaptation communications.

Gap Between Estimated Adaptation Needs and Available Public Finance
(2013-2050, Low Estimate)



UNEP (2014), *The adaptation Gap Report*

Art. 9.4: **scaled-up** financial resources should aim to achieve a **balance** between adaptation and mitigation



Financing adaptation: state of the art

GLOBAL LANDSCAPE OF CLIMATE FINANCE 2015

Landscape of Climate Finance 2015 illustrates climate finance flows along their life cycle for the latest year available, mostly 2014, in USD billions

USD 391^{BN} TOTAL

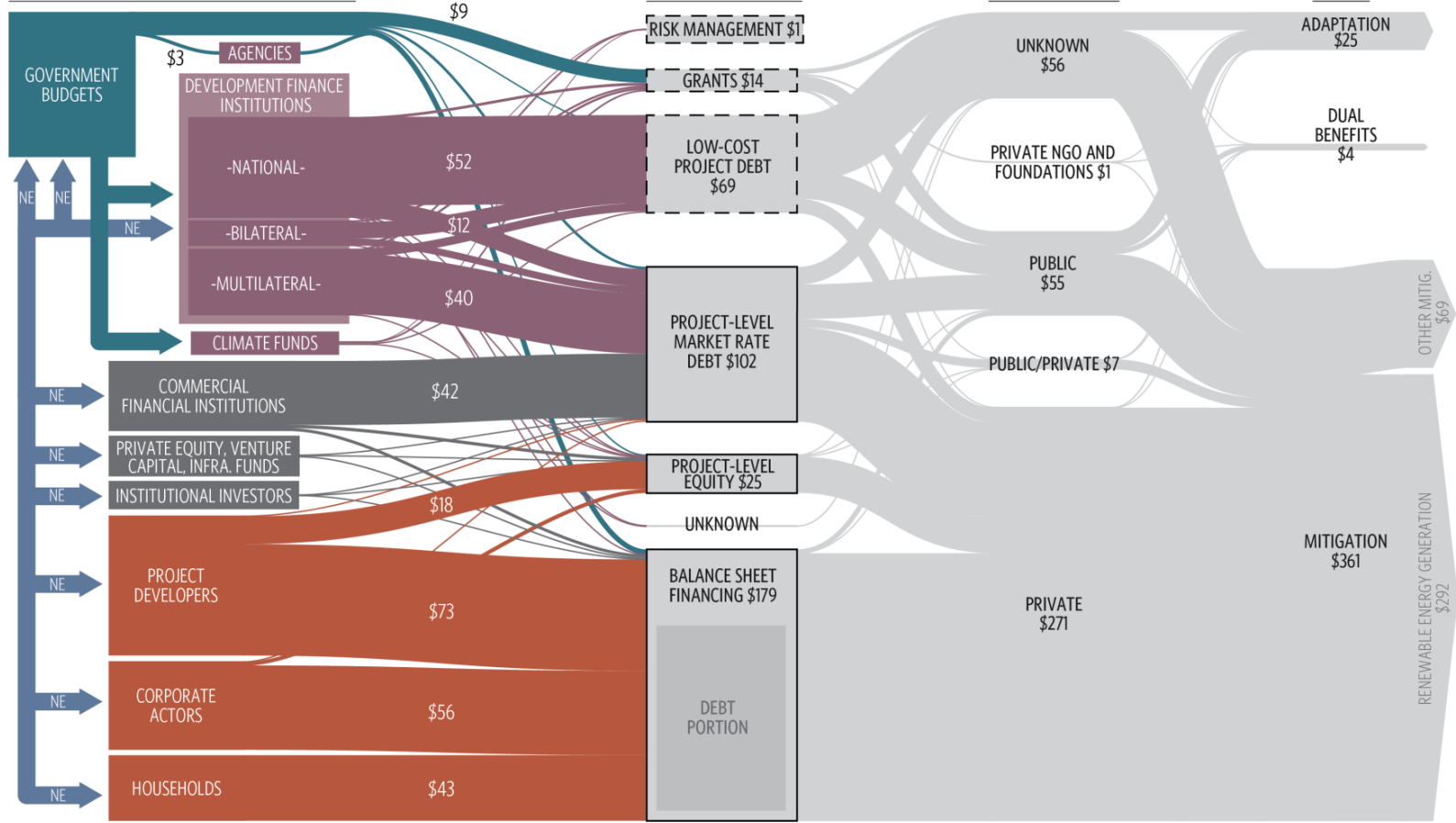


SOURCES AND INTERMEDIARIES

INSTRUMENTS

RECIPIENTS

USES



KEY

- PUBLIC MONEY
- PRIVATE MONEY
- PUBLIC FINANCIAL INTERMEDIARIES
- PRIVATE FINANCIAL INTERMEDIARIES
- CAPITAL INVESTMENT
- CAPITAL INVESTMENT AND INCREMENTAL COSTS
- FINANCE FOR INVESTORS & LENDERS
- NE: NOT ESTIMATED



Finance

Art.9: Developed country Parties :

- **shall** provide financial resources to assist developing country Parties with respect to both **mitigation** and **adaptation** in continuation of their **existing obligations**;
- Should take the lead in **mobilizing** climate finance (a progression beyond previous efforts);
- shall **biennially communicate** indicative quantitative and qualitative information on these activities.

Other Parties are encouraged to provide or continue to provide such support **voluntarily**

➔ **Decision, par.53:** goal of USD 100 billion per year extended up to 2025; by then a **new enhanced collective quantified goal** shall be set.



Technology transfer

Art. 10 stresses the importance of technology for the **implementation** of **mitigation** and **adaptation** actions and:

- Sets the permanence of the **Technology Mechanism** under the Convention and establishes of a **new technology framework** to facilitate enhanced action on technology development and transfer;
- Calls for **support**, including financial support for developing country with a view to achieving **balance** between support for mitigation and adaptation.



Capacity building

Art. 11 recognizes CB as precondition for reaching Paris goals:

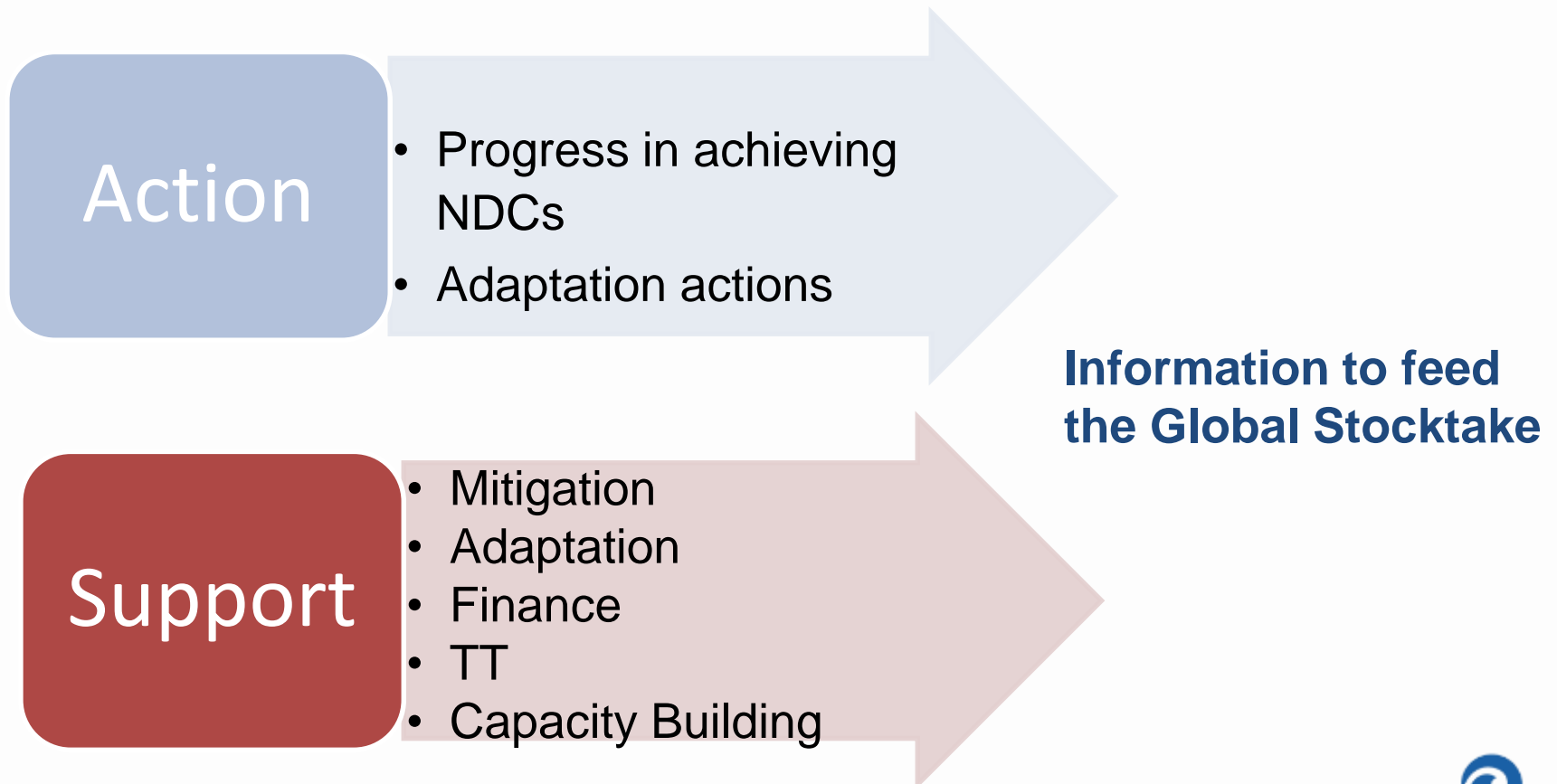
- «enhance the capacity and ability of developing Parties ... to implement adaptation and mitigation actions» and «facilitate technology development, dissemination (...), access to climate finance, ...education, training and public awareness»

➔ **Paris Committee on Capacity-building (PCCB)** to address gaps and needs (Decision, par.72/74) with a 2016-2020 workplan



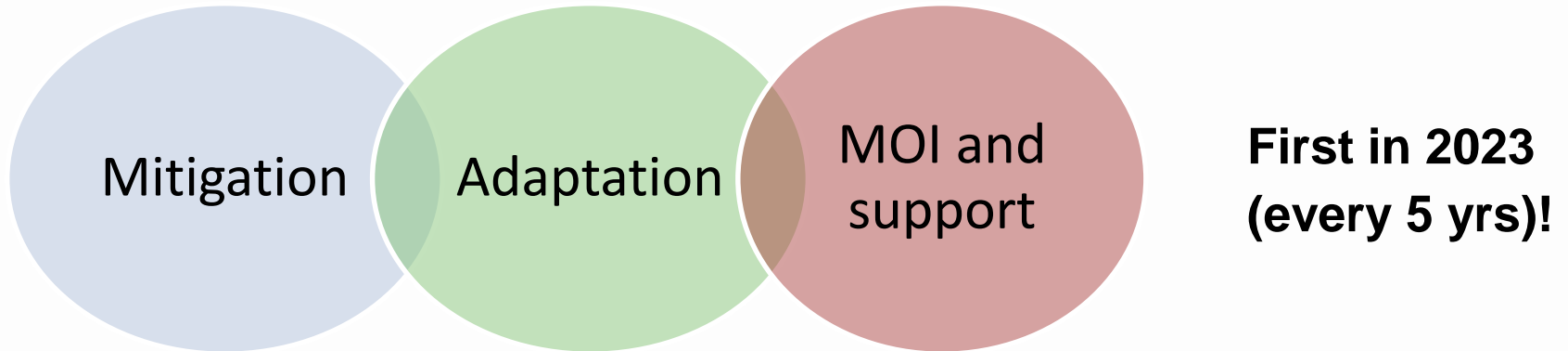
Transparency framework

Art.13: Establishment of a **Transparency Framework** for action and support «in order to build **mutual trust** and **confidence** and to promote effective implementation»



Global stocktake

GS to periodically take stock of the **implementation** of the agreement and consistently **update and enhance** Parties actions and support on:



As for adaptation it should:

- Review **progress** towards the global goal;
- Recognize adaptation efforts of developing country Parties;
- Enhance **implementation** of adaptation action as for the ACs;
- Review the adequacy and effectiveness of adaptation and **support** provided for adaptation.



Loss & Damage

(aka How DRR steps into the Paris Agreement)



L&D negotiations

*“Loss and Damage” refers to impacts of climate change that can **no longer be addressed** by mitigating emissions or helping countries adapt to environmental changes—when our coral reefs fade away, gardens turn to dust, and sea walls succumb to ferocious waves.*



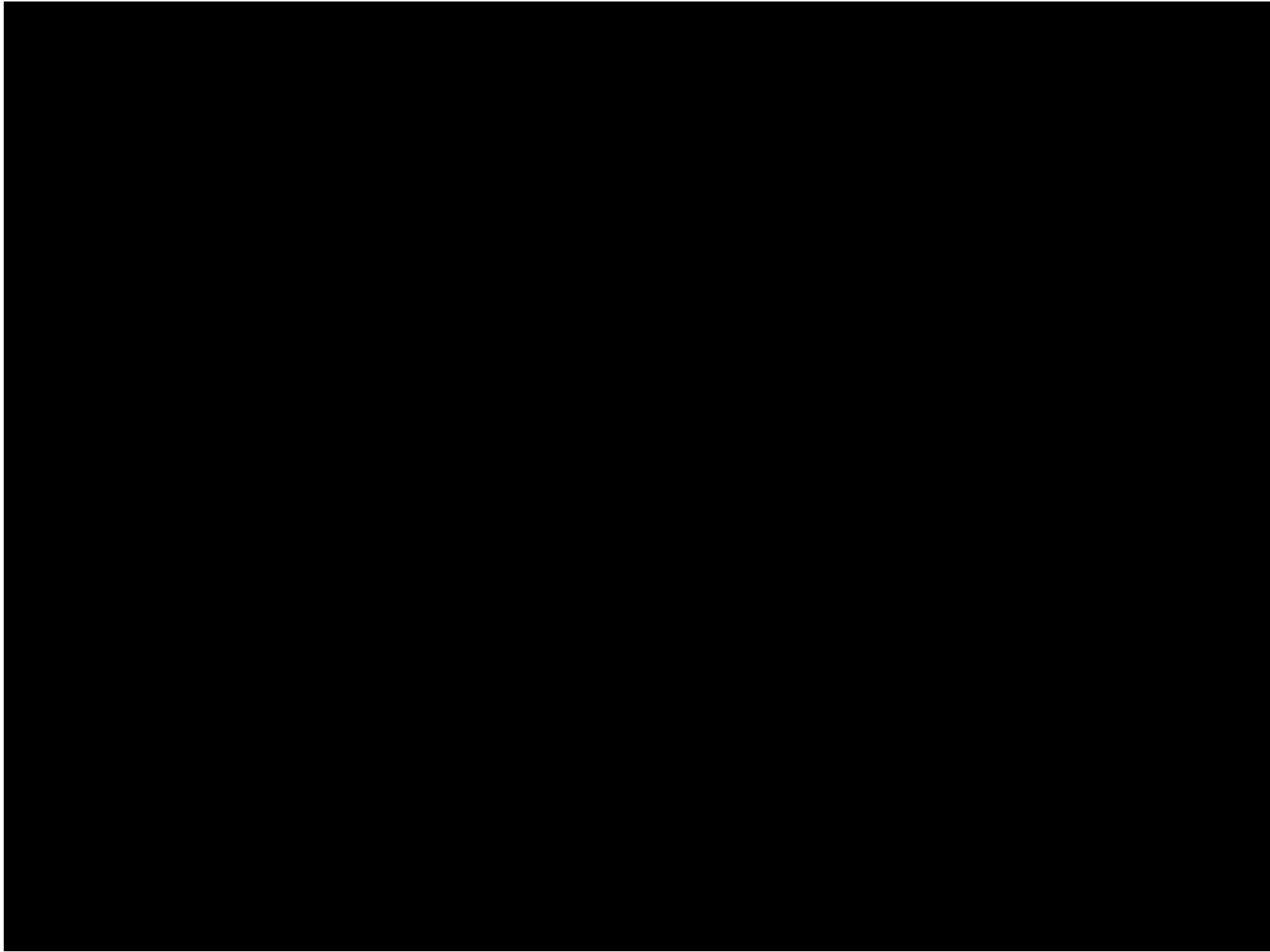
Ms Marlene Inemwin Moses, Chair of AOSIS

*It is the strong view of the United States that opportunities for adaptation are **far from exhausted**. There is still significant room for increasing adaptive capacity and, as a result, considerable opportunity to reduce the risk of loss and damage.*



US submission (16/11/2012)





L&D: A definition (?)

Subsidiary Body for implementation (SBI): “the actual and/or potential manifestation of impacts associated with climate change in developing countries that negatively affect human and natural systems”.

LOSS

reparation or restoration is impossible (eg. loss of freshwater resources)

DAMAGE

negative impacts which can be repaired or restored (eg. windstorm damage to a building)

Other definitions refer to the **inability** to **cope with** and **adapt to** CC impacts (Warner, et al. 2013): how to set adaptation boundaries?

- It is fundamentally an ethical issue (what do we value?)
- Where does the inability stem from? Institutional/political barriers, prohibitive costs or technical impossibility?



The Warsaw international mechanism (WIM)

The mechanisms sets three types of functions:

- enhancing **knowledge** and understanding of risk management approaches;
- strengthening **dialogue**, coordination, coherence and synergy among relevant stakeholders;
- enhancing **action** and **support**, including finance, technology and capacity building.

What has not been set is a **financial mechanism** to actually support developing countries to cope with impacts materializing from CC !



Loss and damage in the Paris Agreement

Permanence of the **WIM** (may be enhanced and strengthened). Art 8 not to be basis for liability and **compensation** claims.

WIM to enhance understanding, action and support on:

- Early warning systems;
- Emergency preparedness;
- Slow onset events;
- Events that may involve irreversible and permanent L&D;
- Comprehensive risk assessment and management;
- Risk insurance facilities, climate risk pooling and other insurance solutions;
- Non-economic losses;
- Resilience of communities, livelihoods and ecosystems.



(cont.ed)

Migration and climate change

Paris Agreement Accompanying Decision: “ **task force** (...) to develop recommendations for integrated approaches to avert, minimize and address **displacement** related to the adverse impacts of CC”.



Concluding Remarks



Word cloud...



...and missing words

“Water”, “Disaster”, “Coast”, “Land Use”, “Agriculture”: **0 mentions!**

Agriculture: Developing countries’ concern that reducing emissions from agriculture could compromise food production



Preamble: ... “fundamental priority of safeguarding food security and ending of hunger” and “the particular vulnerabilities of food production systems to the adverse impacts of climate change”



Final thoughts

Paris Agreement is good although not perfect:

- No quantified peaking and rate of reduction to get to zero net emissions;
- Aggregated effect of INDCs far from the 2°C goal: Additional efforts needed!

However, it is a **realistic** one:

- It developed a **shared vision** to have both developed and developing countries on board;
- It sets up a solid, transparent and flexible process to engage countries (instead of focusing on targets as the KP)

Enforcement through **peer pressure!**



Save the Date!

2016:

- UNFCCC Secretariat to release an updated synthesis report on the **aggregate effect of INDCs** by May 2, 2016
- New **Ad Hoc Working Group** on the Paris Agreement begins meeting in Bonn on May 16-26, 2016
- **COP 22** on November 7-18, 2016, in Marrakech

2018

- IPCC to provide a **special report** on impacts of global warming of **1.5° C** and related emission pathways
- «**facilitative dialogue**» to inform the preparation of NDCs (Stocktaking only begins in 2023!)





Thanks for your attention!

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