

ADAPTATION DAY AT COP9

Hannah Reid, Saleemul Huq
and Laurel Murray

2004



The International Institute for Environment and Development **CLIMATE CHANGE PROGRAMME** was established in 2001. The programme's goal is to enhance understanding of the linkages between sustainable development and climate change. Priority themes for the programme include: enhancing adaptation capacity in developing countries; climate change and sustainable livelihoods linkages in developing countries; capacity strengthening in developing countries; information dissemination; equity and; enhancing opportunities for developing countries to take advantage of opportunities offered for carbon trading (including CDM).

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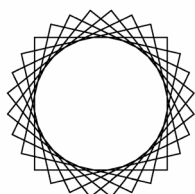
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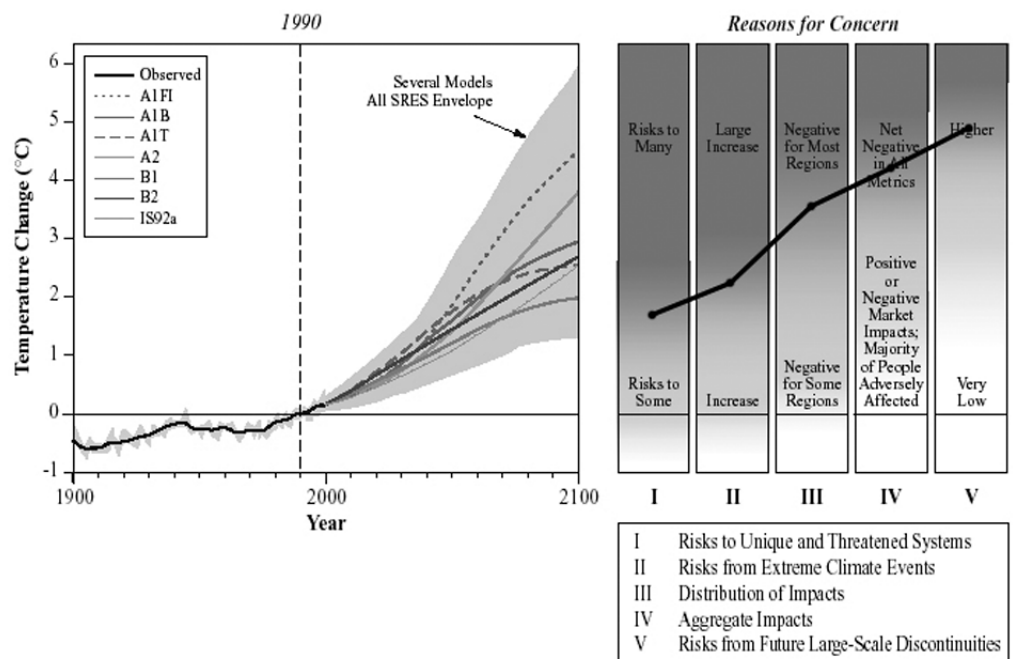
SESSION ONE: SCIENCE OF ADAPTATION

This session was chaired by Saleemul Huq (IIED, UK). It focused the latest scientific studies on adaptation to climate change, looking both at appropriate methodological approaches to studying adaptation, and also key adaptation issues such as equity and justice.

Stephen Schneider, Stanford University, USA

Stephen Schneider began the day's presentations by providing a broad introduction to the issue of adaptation. First, it is important to acknowledge that the human sciences are as important as the climate change sciences when understanding the potential to adapt to changing climatic conditions. At present, there is wide debate over how to best define adaptation. Such definitions must account for all species as it is not the human species alone which will have to adapt to climate change. Ultimately, Schneider argues that our understanding of adaptation will be based on society's values. For instance, will society choose to value all unique ecosystems and thus take the necessary steps to try to protect them; or will it choose to prioritise and focus on potentially catastrophic changes such as the collapse of the Gulf Stream? This is important when considering the rather subjective issue of what degree of climate change is 'dangerous'? Unfortunately, science cannot provide answers to these difficult choices.

- Figure 1: Reasons for Concern About Climate Change Impacts (Source: IPCC)



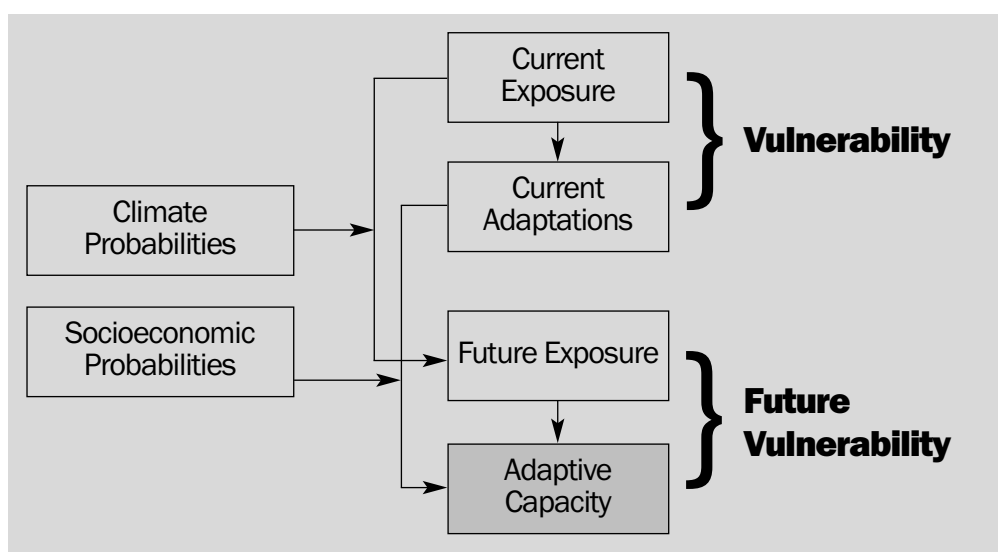
Schneider continued by outlining global emissions and temperature scenarios summarised by the IPCC. Even the best-case scenarios indicate a doubling in atmosphere CO₂ concentrations to about 550 parts per million. Global temperatures are expected to rise anywhere between 1.5 to 6 degrees celsius, with the most sensitive environments being most at risk (figure 1). In the end, what we do in the coming decades will affect the world we see for the next 100 years. Schneider added that adaptation must be for all societies and for all conditions, and that the degree of cooperation between developed and developing countries will affect our ability to adapt.

Stanford University website: <http://www.stanford.edu/>

Barry Smit, University of Guelph, Canada

Barry Smit further discussed the science of adaptation, which includes studies on how societies adapt to the impacts of climate change, vulnerabilities, and adaptive capacity to climate change. When trying to understand our capacity to adapt, there are two central questions: (1) how dangerous is climate change, and (2) how to adapt to climate change. The first question can be analysed using the scenario, or top-down approach. The second question is best explored using the systems, or bottom-up approach (figure 2). This latter assesses the vulnerabilities to climate change and starts at the community-level by analysing the nature of decision-making within communities. In this respect, the systems approach can better identify local and future risks to climate change. Of course, both approaches are essential for understanding adaptive capacity. Finally, Smit emphasised that we should act on adaptation commitments already found in the UNFCCC.

• Figure 2: Systems Approach – Vulnerabilities



University of Guelph website: <http://www.uoguelph.ca/>

Richard Klein, Potsdam Institute for Climate Impact Research – PIK, Germany

For his presentation, Richard Klein described the Environmental Vulnerability Assessment (EVA) project at PIK (interestingly, this project combines both the scenario and systems approaches outlined in Smit's presentation). To begin, how do we conceptualise vulnerability? Klein argues that vulnerability consists of a combination of exposure, sensitivity and adaptive capacity. The objective of the EVA project is to analyse, evaluate and present data and information on: (a) the mechanisms and magnitude by which global change affects natural and human systems; and (b) how systems respond and interact to reduce their exposure and enhance their adaptive capacity to global change. It is hoped that the project will have academic value by contributing to understanding on how systems are potentially affected by or respond to changing climatic conditions, and policy value by presenting this information to stakeholders and recommending adaptation measures. Within the EVA project, there are several activities, one of which is the Advanced Terrestrial Ecosystem Analysis and Modelling (ATEAM) project. The objective of ATEAM is to map Europe's vulnerability to global climate change in the provision of ecosystem services. Its goal is not to definitively measure adaptive capacity, but to provide a model that can capture the complexity and dynamics of the issue in quantitative terms. Preliminary project results show that Spain, Italy, and Greece have lower adaptive capacity than northern European countries. Currently, uncertainty and sensitivity analyses are being undertaken. Finally, Klein reminded us that models such as these should not be the end-point for analysis, but the beginning.

EVA homepage: <http://www.pik-potsdam.de/eva/>

ATEAM homepage: <http://www.pik-potsdam.de/ateam/>

Jouni Paavola, Centre for Social and Economic Research on the Global Environment – CSERGE, University of East Anglia, UK

For this presentation, Jouni Paavola described a specific CSERGE/IIED/FIELD/Tyndall Centre project on Justice in Adaptation to Climate Change. This 18-month project examined the justice implications of (a) the international legal framework; (b) national adaptation policies and actions; (c) everyday adaptation actions; and (d) interactions between these and other intermediate levels of decision-making. Many dilemmas concerning justice and climate change were addressed. Paavola explained that under mitigation there are ‘grand’ justice issues concerning burden-sharing, historical responsibility, and impacts of domestic mitigation measures. Under adaptation, there are issues concerning the incidence of climate change impacts, vulnerability, and adaptive capacity, as well as concern about responsibility for climate change impacts, the level and distribution of assistance, and the status of non-human species.

In the arena of international law relating to adaptation, it is important to consider both distributive and procedural justice. Issues relating to distributive justice include duties to assist developing countries to participate in UNFCCC, and the most vulnerable countries to adapt to climate change (Articles 3.2 and 4.8-9 of the UNFCCC). Distributive justice is also relevant when considering the Special Climate Change Fund, the Adaptation Fund, the Least Developed Countries fund, and the CDM levy. Procedural justice is important in the context of the Least Developed Countries Expert Group (LEG), and the National Adaptation Programmes of Action (NAPA) guidelines for public consultation. In addition, Paavola reminded us that many adaptive responses might accentuate vulnerability and inequality in certain regions, while the absence of others may have the same effect. Lastly, he argued that the negotiations on post-Kyoto mitigation targets for developing countries should be tied to financial assistance for adaptation.

Project website: http://www.tyndall.ac.uk/research/theme3/website_v03

Project publication: http://www.tyndall.ac.uk/publications/working_papers/wp23.pdf

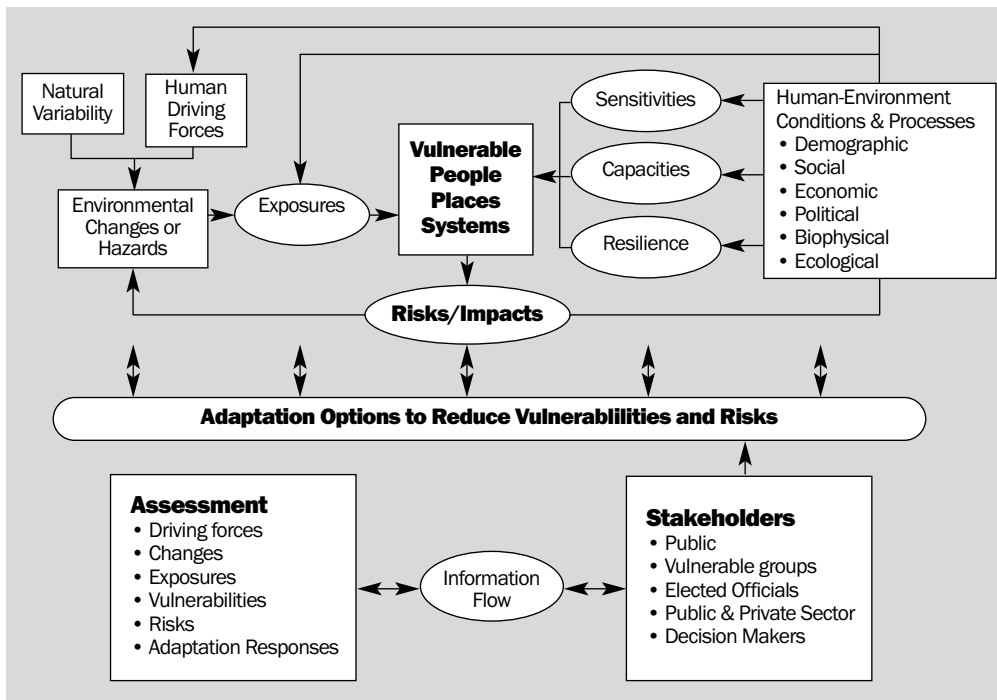
Neil Leary, SysTEM for Analysis Research and Training – START, Washington

Neil Leary described the Assessments of Impacts and Adaptations to Climate Change in Multiple Regions and Sectors (AIACC) project. This project incorporates 24 regional case studies in 46 countries throughout Latin America, Africa, Asia, and the Small Island States. The project aims to understand who is vulnerable to climate change and why (figure 3), and in the process, identify what types of adaptation strategies will be most effective in these regions.

Although the project will run for one more year, Leary outlined six preliminary lessons:

1. The case studies revealed that stakeholder engagement is critical in the assessment of vulnerability. However, this often requires skills most researchers do not possess.
2. Strategies to cope with current climate variability can be a rich source of information for learning about system sensitivities, resilience and capacities, determinants of vulnerability, and strategies to cope and adapt.
3. The importance of looking at multiple scales such as different sub-units within a region or community and cross-scale interactions. Focusing on single scale may lead to misdiagnosed capacities, vulnerabilities and thresholds, and prescription of ineffective adaptation actions.
4. The importance of looking at multiple future scenarios (socioeconomic as well as climate).
5. Regional climate models are not always needed or appropriate for assessing vulnerabilities. Guided sensitivity analyses are a more important first step.
6. The livelihoods concept is useful for vulnerability assessment insofar as climatic changes can restrict or expand livelihood opportunities. Equally, people will adapt their livelihood strategies in response to changing opportunities.

• Figure 3: Framework for Vulnerability Assessment



AIACC Project Homepage: <http://www.aiaccproject.org/>

SESSION TWO: FUNDING ADAPTATION

The second session was chaired by Joel Smith (Stratus Consulting). It focused on funding adaptation, and placed specific emphasis on existing funding mechanisms for adaptation, recent progress with these mechanisms, and key challenges for funding adaptation in the future.

M. J. Mace, Foundation for International Environmental Law and Development – FIELD, UK

M. J. Mace provided an overview of current funding opportunities for adaptation under the UNFCCC. She noted that at present, Global Environment Facility (GEF) funding is largely directed towards mitigation efforts, despite the clear need in many countries for concrete adaptation projects. The GEF's operational strategy for funding under article 4.3 is difficult in the adaptation context for two reasons: 1) it requires baseline information for the incremental calculation of costs that is difficult to derive; 2) it requires a demonstration of global benefits when in reality benefits from these projects largely accrue locally. The GEF also favours larger projects, which do not necessarily respond to the needs and scale of the most vulnerable countries.

The creation of the Least Development Countries (LDC) Fund, Special Climate Change Fund (SCCF) and Kyoto Protocol Adaptation Fund through the Marrakech Accords has been a positive step forward. However, little funding exists in the first two funds, and the Adaptation Fund is not yet in effect. The interplay between these funds, and the direction of their future development remains a subject for future negotiations. Mace noted that the following negotiating challenges face developing countries wishing to access adaptation funding from each of these sources:

- Adaptation concerns are spread throughout the UNFCCC text. Negotiations therefore occur in parallel, making them difficult for small developing country delegations to follow.
- Fossil-fuel producing developing countries make strategic linkages in the negotiations between the direct impacts of climate change, and the indirect impacts on their own economies of measures undertaken by countries to mitigate greenhouse gas emissions. This hampers efforts made by the broader group of developing countries to progress adaptation issues.
- Annex I countries rely on scientific uncertainties to excuse delay in decisions on UNFCCC funding for adaptation projects.
- A lack of funding to participate in negotiating sessions and the absence of translating services during many contact group meetings impedes effective developing country participation.
- In many countries a lack of institutional capacity exists to feed adaptation needs into the negotiating process.

Lastly, Mace identified three difficult issues arising in the present COP9 negotiations: firstly, efforts to shift the nature and emphasis of the Special Climate Change Fund agreed at SB-18; secondly, the lack of progress in negotiations on the implementation of decision 5/CP.7; thirdly, guidance to the GEF relating to adaptation funding. Significant issues for the future include mechanisms for burden sharing of adaptation costs among developed countries, and the prioritisation of adaptation funding according to developing country needs.

FIELD website: <http://www.field.org.uk/>

Bonizella Biagini, Global Environmental Facility – GEF

Bonizella Biagini described the GEF's role in applying UNFCCC/COP decisions. She stated that GEF has recently allocated US\$50 million specifically for adaptation activities, and is developing guidance on how funds should be distributed. Although currently in the preparation phase, COP7 precipitated the need to move towards implementation in order to address urgent in-country needs through a broad approach encompassing whole ecosystems as well as human needs. Biagini added that through its three implementing agencies, the World Bank, UNDP and UNEP, GEF is well placed to address the application of UNFCCC regulations and pilot operational work on adaptation.

Biagini stressed that projects requesting GEF funding must demonstrate global environmental benefits (relating to health, water, ecosystems etc.), and that in the past, GEF would fund the incremental benefits provided by projects. However, new funds will operate according to guidance on incremental costs currently being developed. This will make funding adaptation issues easier.

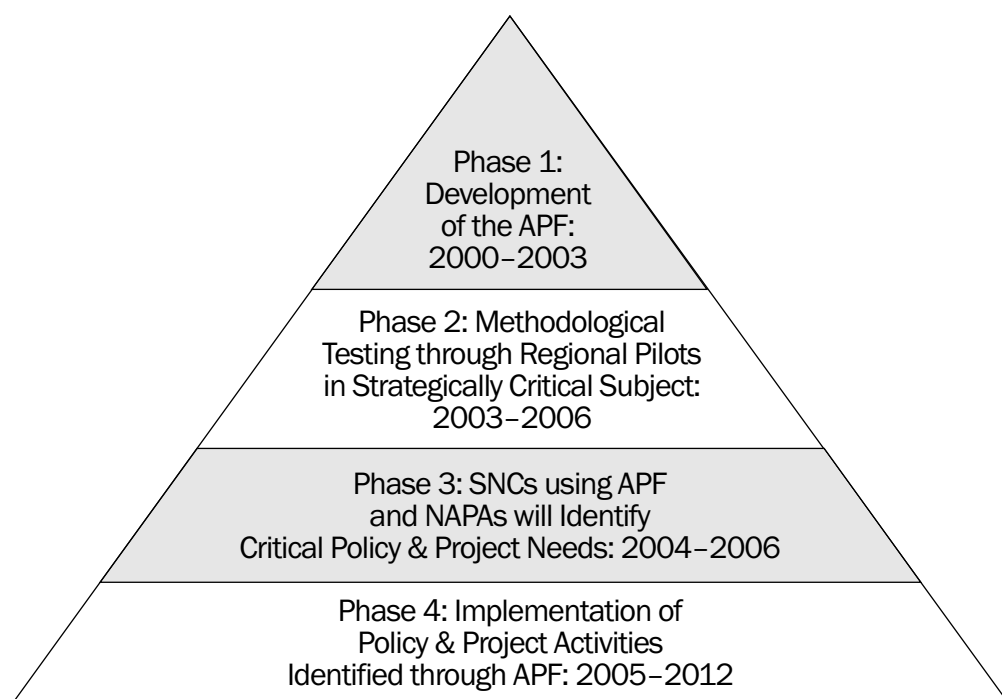
GEF website: <http://gefweb.org>

Richard Hosier, UNDP-GEF

Richard Hosier reviewed the UNDP-GEF's strategic approach to adaptation. Firstly, Hosier explained that it has been difficult for the GEF to come up with sensible adaptation projects. In the past, there was less direction and the GEF would fund a wide range of projects hoping something would be successful. Now, the GEF has a four-phase strategy for implementing adaptation in the next ten years (figure 4). The first priority of this strategy is to ensure that funded projects cause no further harm.

The Adaptation Policy Framework (APF) has been prepared by the UNDP/GEF Capacity Development and Adaptation Cluster as the cornerstone of UNDP's strategic approach to adaptation. The APF aims to try to understand present climatic variability and disasters, as well as current response measures, and then build out from there. To this end, the GEF is working with the UNDP's Bureau for Crisis Prevention and Recovery (BCPR). The APF will assist in the process of incorporating adaptation concerns into national strategies, and in doing so recognises the need for greater stakeholder participation to identify risks and response measures.

- Figure 4: UNDP-GEF's Strategy for Implementing Adaptation



In conclusion, Hosier summarised the current goals of the GEF:

- To build upon existing institutional strengths (i.e. BCPR) and tools (i.e. APF, Second National Communications – SNCs, and National Adaptation Programmes of Action – NAPAs);
- To build upon existing activities to mainstream approaches dealing with local and global benefits; and
- Addressing both the immediate needs of the Least Development countries (LDCs) and the longer-term needs of other non-Annex I countries.

UNDP-GEF website: <http://undp.org/gef>

Frank Sperling, World Bank

Frank Sperling emphasized that from the perspective of development, adaptation entails addressing the current vulnerability of developing countries to climate variability and extremes and likely changes in future climatic conditions. By contrast, the discussion within the UNFCCC process is predominantly focused on how to determine the cost of adaptation through an incremental cost approach. The separation of response measures to current and future climate risks may not always be feasible or practical. For example, whilst it may be possible to distinguish between the construction costs for a coastal road under today's climatic conditions and additional construction costs if future climatic conditions and sea level rise are taken into account, calculation of incremental costs will be more difficult when attempting to make agricultural practices more resilient to climatic changes. There is an acknowledged responsibility for developed countries to support adaptation measures, but as the extent of support and responsibility under the incremental cost approach is currently unclear, the commitment of funds is constrained. As a result, developing countries may be reluctant to integrate adaptation measures into current development activities, as this could limit their negotiation strategies and place themselves at risk of foregoing important future funding opportunities. Given that adaptation is a process with potential benefits for those who incorporate it into planning and action sooner rather than later, approaches that help to resolve the incremental cost issue in a practical manner are needed.

In their draft report "Look before you leap – a risk management approach for incorporating climate change adaptation into World Bank operations", Burton and van Aalst link the provision of financial support to a negotiated funding formula based on the development situation of the country and project type. In the meantime, the World Bank is gathering experience in adaptation to climate change through pilot projects, support of capacity building measures and development of methodologies.

World Bank website: <http://www.worldbank.org/>

Look before you leap – a risk management approach for incorporating climate change adaptation into World Bank operations: [http://lnweb18.worldbank.org/ESSD/envext.nsf/46ByDocName/LookBeforeyouLeap/\\$FILE/LookBeforeYouLeapCCTeam2004.pdf](http://lnweb18.worldbank.org/ESSD/envext.nsf/46ByDocName/LookBeforeyouLeap/$FILE/LookBeforeYouLeapCCTeam2004.pdf)

Avis Robinson, US Environmental Protection Agency

Avis Robinson stressed the importance of considering adaptation in conjunction with mitigation. She described the need to educate senior U. S. officials in issues relating to adaptation, especially the Department of State. She also expressed the need for donors (as well as countries) to prioritise their activities with regards to adaptation, and said that the US Agency for International Development (USAID) is currently assessing the extent to which its project activities account for adaptation, and also possibilities for making new resources available. For example, in October 2003, the U. S. Government hosted a workshop entitled "Mobilizing Solutions for Adaptation: Enhancing Resilience" in New Orleans. The workshop brought together representatives from developing countries to discuss on-the-ground activities in adaptation and areas for further action.

EPA website: <http://www.epa.gov/>

USAID website: <http://www.usaid.gov/>

SESSION THREE: ADAPTATION IN ACTION

The fourth session was chaired by Andrew Simms (New Economics Foundation – NEF, UK). This session described several current projects looking at adaptation issues on the ground, placing particular focus on how to improve future adaptive capacity at local, national, sectoral and international levels.

Brett Orlando, The World Conservation Union – IUCN

Brett Orlando described three adaptation related projects in which IUCN is involved:

1. The Dialogue on Water and Climate looks at climate variability and change as well as the instability of water systems, and human responses. Information from this will feed into the Worldwide Water Forum.
2. Protected areas, which may end up being located in the ‘wrong’ places if climate change causes ecosystem boundaries to shift. Allowances for species movement must therefore be made in protected area planning.
3. The Task Force on Climate Change, Vulnerable Communities and Adaptation (more information below), which aims to strengthen the role of ecosystem management and restoration activities in reducing the vulnerability of communities to climate change and climate related hazards. Field projects will provide lessons on how to build adaptation into ongoing projects, and will increase understanding of the role of natural resources in times of hardship.

IUCN website: <http://www.iucn.org/>

Dialogue on Water and Climate: <http://www.waterandclimate.org/>

Anne Hammill, International Institute for Sustainable Development – IISD, Canada

Anne Hammill elaborated further on the Task Force on Climate Change, Vulnerable Communities and Adaptation, which has produced a framework paper (see link below) called ‘Livelihoods and Climate Change’. This forms part of a project aiming to strengthen the role of ecosystem management and restoration activities in reducing the vulnerability of communities to climate-related hazards and climate change. The project has the following objectives:

1. Identify successful ecosystem management and restoration actions that reduce the vulnerability of communities to climate-related disasters and climate change;
2. Enhance the use of these activities by identifying barriers to action, conditions for success and policy options;
3. Mobilize and expand constituencies and operational capacities for adopting and implementing this approach; and
4. Promote the integration of this approach into emerging policy frameworks and strategies on disaster reduction, climate change action, biodiversity conservation and poverty alleviation.

She stressed that those implementing adaptation actions should begin by looking at current vulnerabilities and coping strategies, focusing specifically on the poor, and also drew attention to the role of environmental resources and services in terms of providing buffer capacity against climate-related hazards, and livelihood options for vulnerable communities.

Phase I of the project was completed in 2003. This established the project's approach to adaptation and involved case studies and the collection of information in support of the project's approach. Phase II (2003-05) will facilitate implementation of adaptation activities that use community-based approaches. There will be two more task force meetings; the development of a toolkit; test and pilot implementation projects; and continued outreach activities. Phase II will also bring about an adaptation screen which will allow people to go through their extensive portfolios of projects and identify adaptation projects.

Livelihoods and Climate Change: Combining disaster risk reduction, natural resource management and climate change adaptation in a new approach to the reduction of vulnerability and poverty: http://www.iisd.org/pdf/2003/natres_livelihoods_cc.pdf

Jan Verhagen, Wageningen University, The Netherlands

Jan Verhagen described the Development and Climate Project, which aims to identify development pathways that are sustainable and facilitate the delivery of positive climate change outcomes. He began by arguing for greater partnership between the development and climate change communities, and stressing the need to recognise that climate change will affect the development process and vice versa. The project therefore started by looking at current development priorities in Bangladesh, Brazil, China, India, Senegal and South Africa, and then assessing which of these development pathways increased vulnerability to climate change, and led to low greenhouse gas emissions. Specific case studies are drawn from the water, food and energy sectors. For example, wood fuel is the only fuel source for one-third the world's population and demand is expected to double in the next 50 years. In the next 30 years, food production will have to double to meet the needs of an additional three billion people. Also, one-third of the world's population is subject to water scarcity and this figure is expected to double in the next 30 years. Verhagen stated that organisations and governments should begin by looking at current development priorities and ensuring that development projects are climate safe (i.e. projects do not increase vulnerability to climate change) and climate friendly (i.e. projects lead to low greenhouse gas emissions). To this end, the Development and Climate Project aims to:

- (a) Explore national development strategies that meet development priorities and address climate change (low emissions and low vulnerability);
- (b) Identify promising policy options and activities that help make the transition to such sustainable development paths;
- (c) Distil lessons for strengthening international co-operation in building a global climate change regime under the UNFCCC and through other regimes; and
- (d) Establish partnerships within the development and climate change communities.

Phase I of the project is now complete and Phase II will explore a wide-range of development and climate change issues.

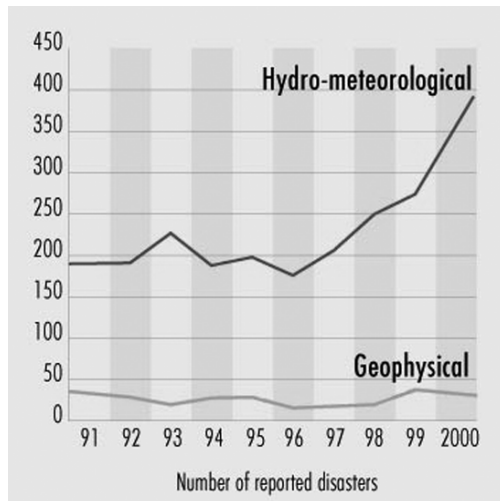
Project website: <http://www.developmentfirst.org>

Madeleen Helmer, Red Cross/Red Crescent Centre on Climate Change and Disaster Preparedness

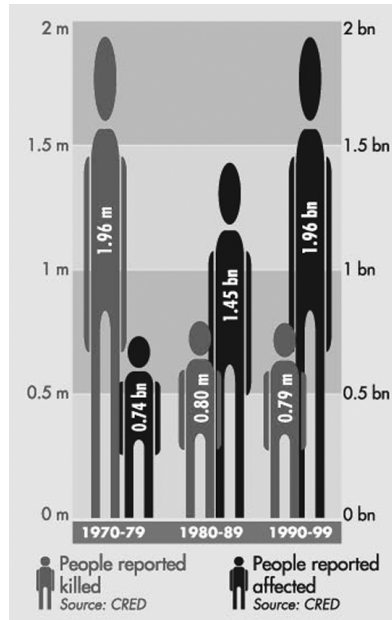
Madeleen Helmer's presentation discussed the link between disaster preparedness and climate change. In the last ten years, there has been an increased frequency in (mainly weather-related) natural disasters (figure 5). Moreover, the last three decades has seen more people affected by disasters (although the number of people killed by disasters is decreasing) (figure 6). To combat the increased risk of natural disasters as a result of climate change, there must be improvements in disaster preparedness, disaster response, disaster recovery, disaster mitigation, development, and adaptation. There must also be greater interaction between the disaster management community and those working in the field of adaptation to climate change. Such interactions are in their early stages, for example the issue of climate change

featured at the International Conference of the Red Cross and Red Crescent in December 2003. The Red Cross also seeks more partnerships with the climate change community worldwide at governmental, scientific and operational levels.

• Figure 5: Frequency of Natural Disasters



• Figure 6: Numbers of people Affected and Killed by Natural Disasters



Lastly, Helmer summarised the seven steps required to ensure effective risk reduction:

1. Preliminary climate risk assessment.
2. Assess priorities and plan follow up.
3. Raise awareness.
4. Establish and enhance partnerships.
5. Highlight climate-related vulnerability with other actors.
6. Document and share experiences and information.
7. Advocacy: shape the global response to climate change.

Red Cross/Red Crescent centre on Climate Change and Disaster Preparedness:

<http://www.climatecentre.org>

Publication 'Preparedness for Climate Change':

www.climatecentre.org/downloads/pdf/preparedness_climate_change.pdf

Youba Sokona, Environmental Development Action in the Third World – ENDA, Senegal

Youba Sokona stated that rather than theorising, the key issue was to learn from the considerable body of existing knowledge that communities currently have and use on adapting to climate change. In countries such as Senegal, there is already widespread, local knowledge about how to cope with vulnerability and disasters. Unfortunately, many projects do not recognize how local people are coping today. Sokona asks, "When will we learn from what people are doing?"

In poor countries, the problem of adaptation is undeniably related to poverty, and development and climate change are intrinsically connected. Sokona stated that people can often cope with climate change from a social perspective, but not from an economic perspective. Funding is therefore needed to support local level adaptation activities. Funding is also needed to help scale up community coping strategies to regional and national levels.

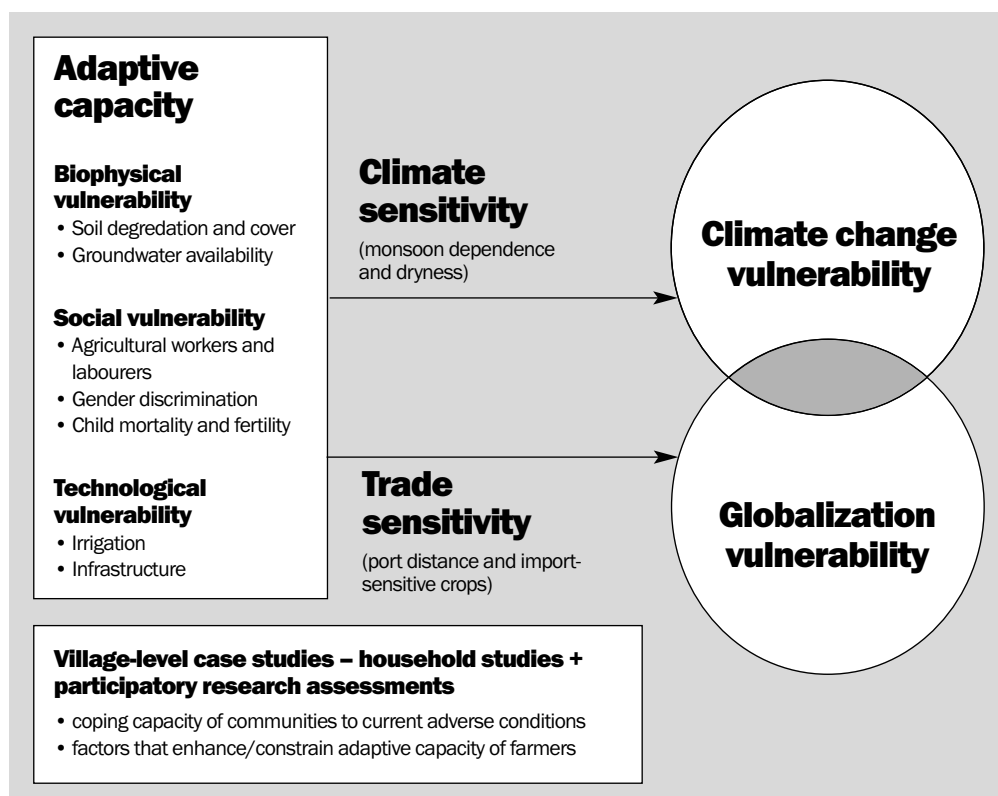
ENDA website: <http://www.enda.sn/>

Suruchi Bhadwal, The Energy and Resources Institute – TERI, India

Suruchi Bhadwal described the project, Coping with Global Change; Vulnerability and Adaptation in Indian Agriculture. This is a joint project between TERI, CICERO, IISD and Rutgers University, due to be completed in March 2004. The underlying premise is that climate change does not occur in isolation and that globalisation can alter vulnerability patterns (figure 7). Understanding the regional/community dimensions of adaptive capacity is essential. The project chose various indicators (such as literacy rates, irrigation and infrastructure development) to represent adaptation capacity, and combined these with ecosystem vulnerability to produce a sensitivity map for India. Five case study areas that showed sensitivity to both climate change and globalisation were then examined. These included: Jhalawar in Rajasthan, Jagatsingpur in Orissa, Chitadurga in Karnataka, Rajpur in Chattisgarh, and Anantapur in Andhra Pradesh.

Bhadwal stressed that globalisation can alter vulnerability patterns, for example by changing relationships between corporate organisations and small farmers, or removing other industries relied upon by local communities. Household surveys at each case study site revealed how local coping mechanisms (such as migration) were short-term and temporary. There is therefore a need to develop longer-term coping solutions such as seed banks, crop insurance, alternative employment options and access to markets. She stressed the need to increase local awareness, but also strengthen institutions.

- Figure 7: Elements of Vulnerability Profiles



Publication website: <http://www.teriin.org/coping/monograph.pdf>

Shardul Agarwala, Organisation for Economic Co-operation and Development – OECD

Shardul Agarwala presented an OECD project examining synergies and conflicts in mainstreaming responses to climate change within development planning and assistance. Case studies included Bangladesh, Egypt, Fiji, Nepal, Tanzania and Uruguay. The project identified the need for differentiated adaptation strategies and greater policy coherence (within climate policies, between climate and other environmental policies, and between climate and development policies). This will help prevent 'maladaptation' (such as storage hydro dams in Nepal, which might be a good adaptation strategy for glacial retreat, but a 'maladaptation' if they cause glacial lake floods), and contribute to finding 'no-regrets' solutions (such as mangroves in Fiji, which are undervalued by as much as a factor of 20, and face accelerated destruction). He added that there should also be recognition of the potential positive climate change impacts in addition to negative impacts. For example, coffee production may increase in Tanzania under climate change conditions.

Agarwala concluded by saying that a choice needs to be made between mainstreaming and incrementalism. Many key climate change adaptations to cope with current vulnerabilities are already underway (rural development, forest protection, dredging of rivers to enhance flow, better disaster preparedness) as part of ongoing development activities. Does adaptation require anything different? Is altering current development activities enough, or should we be introducing new policies and actions? Whichever approach is taken, Agarwala stressed that new plans will not work if there is a poor track record of implementing old ones.

Project website: www.oecd.org/env/cc

SESSION FOUR: THE POLITICS AND NEGOTIATIONS OF ADAPTATION

The final session on the politics and negotiations relating to adaptation was chaired by Jan Pronk (Chairman IIED, UK). This session brought together some high-level stakeholders to discuss future pathways of Adaptation in the UNFCCC negotiations. Discussants included Phil O'keefe (Netherlands Climate Change Studies Assistance Programme – NCCSAP), Farhana Yamin (Institute of Development Studies – IDS, UK), Bakari Kante (UNEP), Joke Waller-Hunter (UNFCCC) and Sabihuddin Ahmad (leader of Bangladesh delegation).

Issues discussed included the increasing international commitment to adaptation, but lack of associated funding, and lack of linkages with relevant work on poverty. How to reach the poorest communities remains problematic, and stakeholders must realize that working with the poor is expensive and adaptation projects are difficult to deliver in practice. The inherent unreplicability of adaptation projects (each will need to be site/community-specific) and the fact many are likely to be small-scale (if they are to enhance local livelihoods) is a major challenge for international institutions, particularly donors, and means thought must be given by these institutions to becoming more responsive and flexible to these realities. Possibilities for moving the issue of adaptation forward in the international arena, and the role of institutions, processes and civil society in this context were discussed. When functioning effectively, these groups can help prevent stalemates by diffusing/deflecting problems, and they also provide ways to take adaptation issues forward outside the UNFCCC negotiations.

Whilst adaptation is prevalent throughout the UNFCCC, it has less 'backup' from the research/methodological community than mitigation, and has only seriously been on the agenda for two years. Divergence within the COP community was noted, but links between adaptation and mitigation are being developed, and this needs to be built on rather than discouraged. Despite the challenges faced with tackling mitigation under the UNFCCC, climate change is happening, and the need to adapt cannot be avoided. Choosing between adaptation and mitigation, or excluding adaptation from the UNFCCC process is therefore not an option. However, implementation of UNFCCC commitments has been weak to date, and Pronk suggested that poor countries should demand operationalisation of the many existing instruments (for example National Adaptation Programmes of Action, Millennium Development Goals, Poverty Reduction Strategy Papers) before proceeding with negotiations to develop new instruments. Collaboration with other multilateral environmental agreements is important, as is mainstreaming adaptation into existing development actions (as long as additional funding is provided for this). Lastly, capacity building is needed, in both the North (to understand development and climate issues) and the South.

IIED website: <http://iied.org>

NCCSAP website: <http://www.nccsap.net>

IDS website: <http://www.ids.ac.uk/ids/>

UNEP website: <http://www.unep.org/>

UNFCCC website: <http://unfccc.int/>

CONCLUSIONS

Despite the growing interest in adaptation, the issue still needs to gain prevalence in the minds of negotiators and policy makers. Many of those attending Adaptation Day were already adaptation advocates, and the need to reach out to a broader community and bring in those not usually associated with adaptation issues was apparent. Another key group of stakeholders, which had little presence at Adaptation Day, and indeed the whole COP, was the development NGO community. With the growing interest in adaptation issues, people are increasingly asking questions such as 'what is adaptation? How do we implement adaptation on the ground? And how best can we fund adaptation? The development community, including key NGOs such as ActionAid, Oxfam and Christian Aid, which has long experience with such issues in the broader arena of sustainable development, now needs join the process and help provide answers to these pressing questions.

ADAPTATION DAY AT COP10

IIED and the RING are planning to hold the next Adaptation Day at COP10 during the 10th Conference of Parties to be held in Buenos Aires, Argentina, in December 2004. Participation is free, but by invitation only. For more information please contact:

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Adaptation to climate change is a growing concern, but it still receives less attention in the international policy arena than efforts to mitigate climate change. This is of particular relevance to poor countries, which contribute little to increasing atmospheric concentrations of greenhouse gases, and yet suffer disproportionately from the affects of climate change due to their location in some of the most vulnerable parts of the world and their low capacity to cope with climate change. 'Adaptation Day at COP' contributes to ongoing efforts by the International Institute for Environment and Development (IIED) and the Regional and International Networking Group (RING) to raise the profile of adaptation in the international climate change negotiations.

The ninth Conference of Parties (COP9) to the United Nations Framework Convention on Climate Change (UNFCCC) was held in Milan, during December 2003. For the second year running, IIED and the RING held 'Adaptation Day at COP'. Well over 100 people attended. Sessions were held on the science of adaptation, funding adaptation, adaptation in action, and the politics and negotiations of adaptation.

This report summarises presentations made at Adaptation Day at COP9. It will be of interest to those who attended, but also to a wider audience curious to learn about the latest developments in the arena of adaptation to climate change.



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