

Submission on approaches to enhance adaptive capacity in developing countries that are particularly vulnerable to the adverse effects of climate change when addressing loss and damage associated with climate change impacts

Norway welcomes the opportunity to provide views on the three thematic areas identified under the work programme for loss and damage associated with climate change.

1. The aim of the work programme is to build a solid knowledge base in order to be able to make informed decisions on how the UNFCCC should address this issue at COP 18. We believe that the work programme will also provide valuable inputs to the work undertaken by Parties, international organisations and the private sector on risk management strategies to address loss and damage associated with the climate change impacts.
2. Norway recognises the importance of strengthening the adaptive capacity of developing countries that are particularly vulnerable to the adverse effects of climate change; especially least developed countries and small island developing states, as well as countries in Africa affected by drought, desertification and floods. The strengthening of national institutional capacity is a key factor, including those related to planning, weather- and climate services, information dissemination systems, research and the implementation and coordination of adaptation and disaster prevention measures. There is clearly a need for increased awareness raising and capacity building, which the programme on loss and damage will contribute to.
3. The IPCC Special Report on Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation, which is to be approved by the Panel in November in Uganda, will be an invaluable input to the work programme. The report will include an assessment of gaps in knowledge. In our opinion it is important that the work programme build upon and address these knowledge gaps.
4. The work programme should be seen as an opportunity to explore and learn how to integrate and address climate change impacts into risk management strategies. Hence, it is important that the work programme involves the full spectrum of actors with relevant competence in the field of risk management. In this regard, it is important that the work programme is coordinated with efforts undertaken by other UN bodies, in particular the World Meteorological organization (WMO) and the International Strategy for Disaster Reduction (ISDR). The WMO's work related to the Global Framework for Climate Services (GFCS) is especially relevant in this regard and will be an invaluable resource in respect of worldwide disaster risk reduction, and hence loss and damage. The GFCS aims to strengthen meteorological and hydrological services and the effective use of weather and climate services, in particular in developing countries.
5. Climate change may create a new risk landscape, but there is much knowledge on how to prevent, prepare for and respond to climate related extreme events. The work programme should further build on these experiences.

a) Assessing the risk of loss and damage associated with the adverse effects of climate change, and the current knowledge on the same

6. Assessing the risk of loss and damage resulting from climate change and current knowledge is a good starting point for the work programme. In this part of the work programme we should use the opportunity to enhance our common understanding of the concept of loss and damage, and to map out the knowledge base for loss and damage associated with the impacts of climate change.
7. The **outcome** of this part of the work programme should be to identify and propose ways to address gaps in knowledge on the risk of loss and damage.
8. On the matter of risk assessment, we would start by highlighting some general factors that are an important backdrop for this section of the work programme:
 - Risk management strategies must be based on sound science, including both the natural and social sciences. The development of vulnerability assessment criteria, tools, monitoring mechanisms and responses should be done in close cooperation with relevant institutions.
 - When mapping out the knowledge base for loss and damage in the work programme, it will not be possible to get a “complete” or “true” picture of the risks associated with the impacts associated with climate change.
 - Vulnerability to the impacts of climate change is not only caused by climate change but is in many cases is as a result of human activity. To understand risk and the concept of loss and damage, the drivers of vulnerability must also be considered, such as institutional set up, legislation, social and economic structures, not only the exposure to climate change effects as such.
 - Vulnerability is a moving target and highly contextual. Hence science must be coupled with local knowledge when mapping out vulnerability to impacts associated with climate change.
 - Risk assessment tools have limitations. While one tool may be suitable for capturing one type of risks, for example impacts on material assets, it may not be suitable for capturing other risks, for example impacts on non-material assets such as human security or ecosystems.
 - Furthermore, the information arising out of risk assessments also has limitations. This is partly due to the uncertainties and limitations in the existing knowledge of climate change and its impacts, in particular related to impacts at smaller scales.
 - Loss and damage will be affected by multiple stressors and be the result of the impact of climate change and vulnerability to those impacts, combined with other stressors such as loss of biodiversity and desertification.

9. Considering the above, Norway is of the view that the work programme will contribute to deepening our understanding of how climate change interact with other processes of change, both in society and in nature.

10. Thematic area a) may be structured around the following questions:

- i. What is the current status of assessing the risk for loss and damage arising from today's climate?
- ii. What is the current status of assessing the risk of loss and damage associated with the impacts of climate change?
- iii. What are the elements that determine the risk of loss and damage associated with the impacts of climate change
- iv. Which tools are appropriate for assessing the risk of loss and damage associated with climate change and what has been learnt from using different tools in such assessments?
- v. What experiences do we have of integrating climate change into existing risk assessment tools?
- vi. What are the strengths and limitations in different assessment tools available considering:
 - a. Slow-onset and sudden onset events;
 - b. Vulnerability of different groups in the society, for example men, women and children; and
 - c. Risk of loss of non-material or non-fiscal assets, such as non-tangible cultural heritage and values, human security and eco-systems.

b) A range of approaches to address loss and damage associated with the adverse effects of climate change, including the impacts related to extreme weather and slow onset events, taking into consideration experience at all levels;

11. Managing the risk of loss and damage relates to a broad range of risk management actions, from prevention to preparedness, to response and recovery from extreme events, including risk transfer instruments such as insurance.

12. Exploring different approaches to loss and damage after exploring the knowledgebase is a logical sequencing of the work programme. The two themes should however not be seen in isolation, as all approaches to address loss and damage must be embedded in risk assessments. Under this theme there is an opportunity for the work programme to identify approaches relevant to address loss and damage and enhance our understanding of what the conditions are for successfully implementing risk management strategies.

13. Considering approaches on loss and damage should also include an identification of tools and related capacity building efforts including e.g. long term weather forecast capacity, early warning systems for floods, drought and crop failure as well as health related information systems. The WMO Global Framework for Climate Services would provide valuable input in this regard, and should be of high priority.
14. The **outcome** of this part of the work programme should be to enhance the Parties' understanding of which approaches and actions to address the risk of loss and damage are required and appropriate to undertake at national, sub-national, regional and international level.
15. The backdrop for risk assessments (para 9) is also relevant for the approaches to address loss and damage. On the matter of risk assessment we would in addition highlight;
- Through disaster risk reduction one would build resilience both towards slow-onset and sudden events. However, there may be major differences in approaches to respond to sudden climate change related events and slow onset events. For example the approach to preventing damage from drought (e.g. in form of reduced food security) and preventing damage from hurricanes have very different nature. However both require long term planning and strategic investments to reduce vulnerability.
 - Further, risks are managed differently in different context, sectors and levels. Different groups also respond and manage risks differently. Hence, we need to keep in mind that an effective risk management approach in one setting may not work well in others.
 - Although many disasters will require national responses, the local- and context-specific nature of climate related events in general and impacts of climate change and vulnerability puts the local level at the core of any risk management approach.
 - Developing risk management strategies have proven more efficient when they are developed with local knowledge, including local and traditional knowledge on how to deal with climate-related events and with broad participation from the communities and different groups within the communities, such as women, children and the elderly.
16. Thematic area b) may be structured around the following questions:
- i. Which would be the criteria for success with respect to the different approaches to address loss and damage?
 - ii. What is the role of regulatory frameworks?
 - iii. What role should public, private and civil society play in risk management strategies?
 - iv. What risks are captured in different risk management tools?

- v. What are the key differences between responses related to sudden events and slow onset events?
- vi. Which preconditions are required for different risk management strategies and tools to work effectively? (For example institutional, organisational, legislative frameworks).
- vii. Which risk management approaches and risk transfer tools would be useful as means to adapt to the impacts of climate change?

c) The role of the Convention in enhancing the implementation of approaches to address loss and damage associated with the adverse effects of climate change

Norway is of the view that identifying a role for the UNFCCC should flow from the outcomes of the discussions under the other thematic areas. The discussion on the role of the Convention should consider possible synergies with the work under other multilateral agreements, in particular the multilateral environmental agreements. In particular coordination should be sought, e.g. when it comes to capacity building for implementation of various action plans deriving from these agreements/conventions.

Organisation of the three thematic areas

We need to work effectively and structure our work appropriately. The workshop on the identification of gaps and challenges in the implementation of risk management approaches to the adverse effects of climate change to be held in October is a good opportunity to identify the challenges and gaps in the implementation of risk management approaches to the adverse effects of climate change (FCCC/SBI/2010/27, para. 27). Furthermore, there should be two to three expert meetings to explore the two first thematic areas prior to COP 18. Regional meetings could also be considered, which may provide an opportunity to focus on regional specific issues as well as allow for broad participation from relevant stakeholders.

Norway considers that the thematic areas have a logical sequencing and that a first expert meeting should be dedicated to thematic area a) and a second to the thematic area b). Furthermore, the discussion may benefit from a third meeting on crosscutting issues like gender, children and youth, and health. Regarding the third thematic area, we believe that this will be the end product of our deliberations and would be best handled as a part of our negotiations.

A compilation of the Parties' views and inputs will be very helpful. However, it would also be useful to have written material that goes beyond the Parties opinions and views for our deliberations. In this respect we may consider commissioning work on areas where the Parties may require a systematic overview of specific topics. This may, for example, be on the issue of identifying the advantages and limitations of different risk management strategies and tools, as mentioned above.

We would like to use this opportunity to reiterate that broad participation from stakeholders: relevant international organisations, non-governmental organisations and private sector would be crucial to a good outcome of the work programme.