

Summary of Outcomes of the Doha Climate Negotiations: Focus on Adaptationⁱ

United Nations Framework Convention on Climate Change (UNFCCC)
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With the AWG-LCAⁱⁱ having closed at this session and a second commitment period of the Kyoto Protocol negotiated under AWG-KPⁱⁱⁱ, much of the focus of the climate negotiations moving forward will center on the Durban Platform for Enhanced Action (ADP), which focuses on a legally binding climate agreement that will go into effect in 2020, as well as the pre-2020 ambition required to scale up efforts on climate change. While nothing new emerged at COP18 in Doha on adaptation, progress was made on several fronts on the key adaptation negotiating streams under the SBSTA^{iv} and SBI^v. Albeit piecemeal and independent of the ADP, the Doha decisions have built on the Cancun Adaptation Framework and advance adaptation in certain areas.

1) Loss and Damage (when impacts of climate change are too severe to adapt to)

- Negotiations on loss and damage (further consideration of the science of what actually qualifies as loss and damage and associated responsibilities for compensation) took COP 18 into overtime.
 - Represent a divide between many vulnerable countries that strongly believe that loss and damage requires immediate and assured compensation, and other countries that feel that loss and damage can and should be accommodated under existing negotiating streams and convention bodies.
 - **Decisions: 1) continue the work programme on loss and damage to convene expert meetings and prepare technical papers, 2) establish international arrangements, which may be a mechanism**, at COP19 to address loss and damage to facilitate functions and modalities for compensation and rehabilitation. These both present opportunities for progress over the coming years.
- In the interim, CI strongly believes that we must continue to focus on adaptation as a critical means for preventing further losses and damages, by contributing to the science, mainstreaming, and application of innovative EbA measures.

2) National Adaptation Plans (NAPs)

- Clear progress was made on the funding and implementation of national adaptation plans (NAPs), which are plans for the medium to long term and should build upon the national adaptation programmes of action (NAPAs), which targeted urgent, immediate needs.
- COP 18 established that the **NAPs would be funded by the GEF's Least Developed Countries Fund for least developed countries (LDCs) and by the Special Climate Change Fund (SCCF) for non-LDC developing countries** over the coming year. It is apparent, however, that LDCs will require additional support. Non-LDC developing countries may be able to use this process to compliment domestic measures that are already underway.

3) Adaptation Committee

- The Adaptation Committee (AC) met for the first time in late 2012 and prepared a **3-year work plan that was approved** at COP 18. Containing 22 activities ranging from enhancing collaboration with other convention bodies to holding technical workshops on adaptation monitoring and evaluation, the work plan is very ambitious. If achieved in its entirety, the Committee would be able to catalyze crucial institutional mapping to ensure coherence in the Convention's considerations of adaptation.
- The AC will also considering a high-level forum on adaptation to ensure adaptation is considered at the highest levels under the convention
- Many avenues for future synergies with other bodies such as the Nairobi Work Programme (NWP)

4) Finance and other links

- Funding for adaptation remains a critical issue that is still unresolved. The Green Climate Fund (GCF) remains empty, and the Adaptation Fund (AF) is facing a severe shortage in funds due to a decline in the price of carbon (the main source of revenue of the AF is a 2% levy on the Clean Development Mechanism).
- Finance, including innovative sources and public commitments, will be considered within the context of the ADP, the Standing Committee (SC), and the continued work programme on long-term finance.

The readout above is an analysis of progress in Doha based on CI's engagement there. For additional information, a report on the meeting from the Earth Negotiations Bulletin is available at: <http://www.iisd.ca/climate/cop18/enb>.

5) Nairobi Work Programme (NWP)

- Under the Nairobi Work Programme (NWP), views were exchanged in preparation for decisions at COP 19 on the future work of the programme, at which point water, ecosystem-based adaptation (EBA), and agriculture could be established as thematic areas for the NWP.
- Results of the workshop on water were shared and an **EBA workshop is scheduled for March 2013 in Tanzania. CI can and should play an important role in this workshop.**

6) The future of adaptation with the closing of the LCA

- References in the ADP decision to the Bali Action Plan elements provide a hook for further high-level work on adaptation. Otherwise, it will rely on the AC.
- Regional centers are also going to continue to be discussed.

Outputs from the negotiations can be found here: <http://unfccc.int/2860.php#decisions>. For an inside view, please check out CI's blogs from Bonn:

- <http://blog.conservation.org/2012/12/after-doha-a-time-to-reflect-and-a-time-to-act-on-climate-change/>
- <http://blog.conservation.org/2012/12/when-climate-change-adaptation-isnt-enough/>
- <http://blog.conservation.org/2012/12/un-climate-standstill-contrasts-with-evidence-of-a-climate-crisis/>
- <http://blog.conservation.org/2012/12/doha-video-update-from-cis-claudio-schneider/>

Some Background: Adaptation at the UNFCCC

The United Nations Framework Convention on Climate Change (UNFCCC) has the stated goal of stabilizing greenhouse gas concentrations at a level that allows for “ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and to enable economic development to proceed in a sustainable manner.” Progress in key areas such as adaptation, mitigation, financing and capacity building is therefore necessary in order to achieve this goal within a timeframe that ensures the continued healthy functioning of natural ecosystems and the ability of people to better cope with changes.

The UNFCCC's first principle states that developed countries should take the lead in combating the adverse effects of climate change. Yet, over a decade later, negative impacts on communities and ecosystems worldwide are increasing; the efforts of developed countries to mitigate emissions and support adaptation efforts in the most vulnerable countries remain insufficient. Substantial effort and resources are urgently needed to confront the climate change challenge. A recent World Bank report on the economics of adaptation to climate change estimated the cost of adaptation to climate impacts as US 70\$ - 100\$ billion per year. Yet only a fraction of that is currently being invested in adaptation.

The Cancun Agreement (FCCC/CP/2010/7/Add.1) section on “Enhanced action on adaptation” raised the profile of adaptation in the negotiations and laid out initial actions and parameters for an adaptation framework through the creation of the Cancun Adaptation Framework (CAF). During COP 17 in Durban, the UNFCCC continued to develop the modalities of the Adaptation Framework, establishing three main priorities for its implementation. As a result, an *Adaptation Committee* has been formed, having held its first meeting following the 36th session of the SBs. The framework also initiated the process to build on the short-term national adaptation programmes of action (NAPAs) with medium and long-term National Adaptation Plans (NAPs) and to develop a Work Programme on *Loss and Damage*. Adaptation has also continued to be discussed within the SBSTA through the *Nairobi Work Programme*, the SBI, the *Adaptation Fund* under the Kyoto Protocol; and the *Green Climate Fund*.

ⁱ These talking points are modified from CI's analysis of the Doha negotiations and inputs from CI adaptation policy staff.

ⁱⁱ Ad-Hoc Working Group on Long term Cooperative Action

ⁱⁱⁱ Ad-Hoc Working Group on the Kyoto Protocol

^{iv} Subsidiary Body on Scientific and Technical Advice

^v Subsidiary Body on Implementation