

Submission by the Republic of Mali on behalf of the African Group of Negotiators

On

Views in relation to the adaptation communication, including, inter alia, as a component of nationally determined contributions, referred to in Article 7, paragraphs 10 and 11, of the Paris Agreement, taking into account the discussions on this item at Marrakech session as well as the annex to the informal note prepared by the co-facilitators

30 March 2017

1. Introduction

The African Group of Negotiators (AGN) welcomes the opportunity to provide further views in relation to the adaptation communication, including as a component of Nationally Determined Contributions (NDCs), in particular on elements and minimum information. The AGN further provides its views on the organisation of the pre-session workshop to be held on 6th May 2017.

The AGN also welcomes the technical report produced by the UNFCCC secretariat as it provides a good understanding of the current information available under the different vehicles, and associated gaps and their limitations in relation to the minimum elements to be contained in such communications in Article 7.10 of the Paris Agreement.

Having considered the technical report, the previous submissions, the guidance of the Paris Agreement and the discussions under this agenda item in Marrakesh, the AGN is of the view that **the Annex 1** to this submission provides a framing of elements, as well as minimum information under each element that should be communicated through the adaptation communication, including as a component of NDCs.

On the elements, while the AGN believes that the secretariat report captures the elements as discussed in Marrakech and the submissions, we also believe that the 11 elements presented in the report can be further streamlined, based on the Paris Agreement remit in Article 7.10, whilst considering aspects raised by some Parties.

In the letter and spirit of the Paris Agreement for such communications not to "create any additional burden to developing countries", we also believe that some elements can be streamlined as information under other elements, rather than elements themselves. Furthermore, to reduce the reporting burden, the AGN proposes the reporting of adaptation efforts for recognition in Article 7.14 (a) to form part of elements.

1. Views on elements and minimum information to be communicated under each element

The AGN proposes the following elements and minimum information to be communicated in the adaptation communications, including as a component of NDCs to be streamlined as follows:

- a) **National circumstances:** These provide the context of a country's adaptation communication.
- b) **Impacts, vulnerabilities and risks:** Understanding vulnerabilities is important as it contributes to assessing progress made in both achieving domestic interests and reducing vulnerability. Vulnerabilities and exposure could be based on populations exposed to

certain stresses, sectors of the economy vulnerable to climate change, and geographic areas that are most vulnerable to the impacts of climate change. These could be obtained and quantified through risk assessments, e.g. percentage of population vulnerable to droughts, percentage of the agricultural sector activities at risk, or percentage of coastline vulnerable to storm surges. Such risks can be further expressed in the context of different temperature scenarios. This requires methodological guidance, and Parties should be able to choose from a suite of methodologies as appropriate to their national circumstances, of which the Intergovernmental Panel on Climate Change (IPCC) can be requested with developing such methodological options, with contributions from the Adaptation Committee. To address the different capacity constraints of developing countries, obtaining information on impact, vulnerability and risks should follow a hybrid approach which comprises a bottom-up and top-down approach. The bottom-up approach consists of information Parties communicate in their adaptation communications, including as a component of NDCs. The top-down approach includes global reports such as the reports by the IPCC¹.

- c) **Adaptation priorities, plans, programmes and actions for implementation:** This element identifies adaptation actions for implementation, e.g. building on the information of the impacts, vulnerability and risk assessments. Here countries should indicate their adaptation priorities, e.g. in prioritised sectors and as well as options for climate adaptation response. This element can also include information on implementation activities that were planned for implementation but have not been implemented due to reasons such as lack of funding or lack of access to adequate technologies.
- d) **Adaptation needs and costs (for developing countries):** Based on national adaptation plans, priorities, programmes and actions identified for implementation, this element identifies minimum information on the associated means of implementation that developing countries require, including finance, technology development and transfer and capacity building. Having recognised the relationship between mitigation action, or inaction, adaptation needs and adaptation costs (Art. 2.1 and 7.4), the identification of adaptation needs and costs, should be in relation to the global temperature goal and different temperature scenarios. This requires adequate support in terms of finance, technologies and capacity-building for developing countries. This element also provides information on any barriers and gaps associated with accessing adequate means of implementation. Further, in determining and communicating their needs, as well as in reporting the actual means of implementation, including finance received under the transparency framework (Articles 13.10 and 11), it is important that developing countries require capacity-building support. In order to ensure credibility, there is a need to define methodologies and approaches for estimating these costs and needs which the IPCC could be requested to do, with the Adaptation Committee supported by the UNFCCC Secretariat providing some inputs.
- e) **Indicative level of support for adaptation to be provided (by developed countries):** The Paris Agreement includes commitments for developed countries to continue providing financial resources to developing countries (Article 9.1). In doing so, developed countries are further obliged to provide information on indicative quantitative and qualitative information of levels of support they intend to provide to developing countries on a

¹ It should be noted that such reports should be internationally or regionally recognised, e.g. the IPCC reports that are endorsed by governments, or the Africa Adaptation Gap reports that are endorsed by AMCEN, i.e. African ministers.

biennial basis (Article 9.5). Therefore, developed country Parties should provide information on indicative levels of the provision of support, including by multilateral coverage, by region, by sector and type of support in terms of grant/loan components.

- f) **Adaptation efforts for their recognition:** Adaptation communications should also recognize the adaptation efforts of developing countries. Adaptation efforts address issues of climate-related vulnerability at national, regional, sub- regional/local levels as they address issues of urgency and necessity (e.g. food security). For such contributions developing countries find themselves in a position where resources have to be shifted from other development priorities in order to overcome and reduce vulnerability to climate change. For many African countries, investments in adaptation efforts represent a large percentage of their GDP. Therefore, information under this element should provide details of actions in a preceding five-year-period, outlining information on the types of programmes/projects undertaken, and national adaptation investments made per sector for a previous period of implementing adaptation communications, as well as those that might not be included in national climate change strategies and actions but which are adaptation nonetheless. The efforts could be reflected as % of GDP or absolute figures, or any other form as nationally appropriate. The importance of such is for a comprehensive view of developing country efforts during the global stocktake, rather than a mitigation-centric perspective of climate efforts.

2. Views on the relationship of adaptation communications, including as a component of NDCs with the global stocktake

The AGN believes that the information to be communicated in the adaptation communications, including as a component of NDCs, should be meaningful to the global stocktake which, in the case of adaptation, serves four purposes, namely:

- a) Recognize adaptation efforts of developing country Parties;
- b) Enhance the implementation of adaptation action;
- c) Review the adequacy and effectiveness of adaptation and support provided for adaptation;
and
- d) Review the overall progress made in achieving the global goal on adaptation (GGA).

The AGN sees the streamlined elements and minimum information relate to the provisions of the global stocktake as outlined in Article 7.14 in the following manner:

- a) **Impacts, vulnerabilities and risks:** The minimum information under this element contributes to achieving the GGA in line with Article 7.14 (d). Information on impacts, vulnerabilities and risks which can be quantified and aggregated by the secretariat facilitates the global community in getting an idea of the global level of vulnerability in the context of different temperature scenarios. This will contribute to establishing a global picture of vulnerability which will help assess progress towards achieving the GGA at the global stocktake, as the global community can collectively assess progress in reducing such vulnerability. To enable the hybrid approach as outlined above and provide a global picture of vulnerability, the IPCC could publish reports every five years which will serve as inputs to the global stocktake. To determine a starting point for such a global picture of vulnerability, the UNFCCC secretariat can be tasked to identify the state of vulnerabilities using previous IPCC assessment reports, as well as information on vulnerabilities as reported by Parties in their National Communications. In this instance the period 1994-

2000 could be used as a starting point in assessing vulnerability as most developing countries in the Initial National Communications reported for this period.

- b) **Adaptation priorities, plans, programmes and actions for implementation:** The information under this element contributes to assessing progress towards achieving Article 2.1 of the Paris Agreement and the GGA by identifying whether or not the collective adaptation action taken by Parties is adequate in relation to the temperature goal as set out in Article 2 of the Paris Agreement. As such, this element and the minimum information under the element contribute to Article 7.14 (c) and (d))².
- c) **Adaptation needs and costs (developing countries):** This element and its minimum information contributes to assessing the adequacy of adaptation support provided to developing countries in respect of their needs and in light of the global temperature goal in line with Article 7.14(c) of the Paris Agreement. For the assessment of the adequacy of support “communicated needs” will be assessed against indicative support **to be provided** by developed countries in the context of Article 9.5 (see next element), as well as support **provided** by developed countries under Article 13.10 of the Paris Agreement.
- d) **Indicative level of support to be provided (developed countries):** This element provides information on the indicative level of support to be provided by developed countries to developing countries to assess how the finance pledged by developed countries compares to needed finance of developing countries (Article 7.14 (c)). From a transparency perspective, it is important that developed countries report on the type of information outlined in the indicative adaptation support in order to assess the adequacy of support provided to developing countries against their needs at the global stocktake. Given that the indicative support will be communicated by developed countries on a biennial basis, the UNFCCC secretariat could produce a synthesis report of the last two biennial communications that are provided in the 5-year cycle to serve as an input to the global stocktake.
- e) **Adaptation efforts for their recognition:** For the AGN the recognition of adaptation efforts could be part of the equity and ambition discussion from an adaptation/finance point of view. Intended Nationally Determined Contributions (INDCs) required Parties to provide information on how their INDCs are ambitious and equitable. Many developing countries are already covering for their adaptation actions from their domestic expenditures, thus redirecting investments away from development resources. Therefore, the recognition of those adaptation efforts should form part of the rationale of ambition, as they also constitute the financing of taking climate action. The global stocktake would therefore recognize efforts made by developing countries alongside their overall ambition which includes mitigation, this being a consideration in the updating and enhancement of NDCs for an upcoming commitment period.

3. Views on the organisation of the pre-sessional workshop on 6 May.

The AGN welcomes the organisation of the pre-sessional workshop to advance the discussions under the APA Agenda item 4 to be held on 6th May 2017. For the AGN, the workshop provides

² As stated in its submission to the call for submissions by the Adaptation Committee and the LEG, for the AGN effectiveness of adaptation is how Parties are progressing towards achieving Article 2.1 of the Paris Agreement, i.e. whether or not the collective adaptation action taken by Parties is adequate in relation to the temperature goal as set out in Article 2 of the Paris Agreement.

the opportunity to advance the discussions under this agenda item and get technical inputs from experts to help Parties in determining the minimum information under the elements. The workshop should enable engagements of the Parties and identify areas that need further clarification prior to the beginning of the formal negotiation session.

With regards to the organisation of the workshop, the AGN recommends that the workshop be facilitated by two facilitators, one from a developed country and one from a developing country. Given the technical nature of the discussions, the workshop should consist of two parts. The first part, the morning session, should provide technical inputs on elements and minimum information under each of the elements, building on the report of the secretariat and Parties' submissions. In doing so, it is important to provide enough space for questions and discussions for all Parties. The second part of the workshop, the afternoon session, should provide an open space for Parties to discuss key issues that may include linkages with other Articles of the Paris Agreement, which could be guided by introductory questions by the co-facilitators. Introductory questions should include the following:

- What are the methodological implications of providing vulnerability assessments, and how can the IPCC assist in overcoming such implications?
- How can methodologies be developed bearing in mind the different capacities?
- How have adaptation costs and needs been estimated in the past?
- What type of methodologies can be developed to bring credibility to needs expressed?
- What examples exist of quantifying adaptation efforts, plans and actions?

While the workshop is informal in nature, the AGN believes the workshop and the discussions of the workshop should inform the negotiations. As such, the AGN would like to see a written report that captures the discussions and outcomes by the co-facilitators with the support of the Secretariat, which should be made available to Parties prior to the start of the formal negotiation session.

4. Views on Ways forward

As aforementioned, the technical report by the UNFCCC secretariat provides useful information on the potential information that can be used for the different elements of the adaptation communication, including as a component of NDCs. However, it also shows that further work is required in developing methodologies and approaches to enable Parties to communicate the different elements and minimum information under each element, once they have been agreed upon. The Adaptation Committee and the LEG, together with the Standing Committee on Finance have been mandated to develop some of these methodologies. Given the capacity constraints, including limited resources of the Adaptation Committee, the IPCC and the CGE should be involved in these tasks.