



Glasgow Climate Dialogues

Voices from the Global South
September 2021

EVENT REPORT:

Adaptation & Resilience

7 September 2021

The session was promoted to stakeholders working on adaptation and resilience, with a focus on participation from those in the Global South. Overall, 108 people registered, and circa 60 people attended.

This Event Report was produced by the co-facilitators of the Dialogue, Enamul Mazid Khan Siddique, Head of Climate Justice and Natural Resource Rights, Oxfam in Bangladesh, and Jamie Livingstone, Head of Oxfam Scotland.

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Session Report

Welcome, Purpose, Format, and Provocation

The Chair, **Jamie Livingstone from Oxfam Scotland**, noted that the Dialogue comes just weeks after the UN Secretary General described the recent IPCC report as a ‘code red for humanity’. He said the report not only reinforced the urgency of cutting emissions, but also the need to support those already impacted by the climate crisis to adapt. The Chair identified COP26 in Glasgow as the next major moment to accelerate global action on adaptation and resilience.

Gerard Howe, Deputy Director of the Scottish Government’s COP26 Team said the Dialogue is one of four, alongside those on: access, participation and voice; loss and damage; and just transition. Co-hosted by the Scottish Government and Stop Climate Chaos Scotland, in partnership with colleagues in the Global South, Gerard said the Dialogues support the Government’s commitment to the themes of “People” and “A Just Transition” at COP26, as well as to inclusivity, climate justice and a successful COP26. He said that for Scotland to play its full role in supporting the Paris Agreement, it must be “an ally to those nations and people most urgently impacted by climate change” with their perspectives and decision-making “at the very centre of all that we do”. The Dialogues are intended to: build understanding, solidarity and collaboration between the Global South and North on the key issues; identify key priorities for COP26; and produce a Communiqué to be shared in late September and at COP26. Gerard said it is hoped the Communiqué will shape the agreement reached at COP26 and support the Scottish Government to further develop its climate justice and international development policies.

The **Chair** welcomed the Scottish Government’s commitment to amplifying the priorities of the Global South and to doubling its own Climate Justice Fund, while recognising the UK Government’s obligations under the Paris Agreement. He then outlined the Dialogue’s format and explained it will lead to an Event Report containing key messages for the Communiqué. He urged attendees to use the Chat Room and digital boards to share their questions and comments throughout the session to help shape the outputs. Entries from these participative platforms are integrated below on an anonymous basis.

Javier Mejia, Project Coordinator from the Humboldt Environmental Advocacy Center explained how the climate crisis is impacting people in Nicaragua. Javier explained the consequences of an extreme weather event, Hurricane Iota, which hit the country in 2020. A month’s worth of rain fell in just three days, killing 23 people, leaving around 7,000 families without water, and causing extensive agricultural damage. The Center has been working with the community to boost climate information, including via 300 weather stations across the country which facilitate weather alerts about flooding risks. This early warning system is one example of how communities can adapt to climate change. Javier called on climate finance to support local initiatives like this and stressed the importance of sharing this message for COP26.

Enhancing the Volume and Accessibility of Climate Finance

Nafkote Dabi, Climate Change Policy Lead, Oxfam International described how wealthy countries are failing climate vulnerable and poor countries when it comes to providing climate finance for adaptation. While they promised to mobilise \$100bn per year by 2020, the latest data, covering 2017/18 shows an estimated \$60bn in public climate finance was reported by developed countries. Oxfam's analysis suggests this is over-inflated and that the climate-specific net assistance may be just \$19-22bn. In addition, only an estimated 25% of this is for adaptation, despite commitments to achieve a balance between adaptation and mitigation. This comes despite the need to increase adaptation. In addition, only an estimated 20% was in the form of grants, with around 80% of climate finance through loans and other non-grant instruments, increasing the debt burden on developing countries. Only around 20% went to the Least Developed Countries (LDCs) and 3% to Small Island Developing States (SIDS). Nafkote called for rich countries to meet the \$100bn goal before COP26, with 50% allocated for adaptation, and with climate finance to developing countries given in the form of grants. She called on COP26 to then:

- Significantly increase developed countries' climate finance commitments up to 2025, with 50% allocated to adaptation and start discussions on a significant scale of support post-2025, again with at least 50% allocated for adaptation;
- Agree, in principle, the establishment of a new global public finance goal specifically for adaptation as a component of the new collective finance goal while setting a clear roadmap to ensure climate finance reaches the most impacted communities, supports locally-led adaptation, and reflects the specific needs of women;
- Reach agreement on climate finance accounting, with grant equivalent captured in a separate column, and more robust accounting of climate relevance in relation to projects encompassing wider objectives;
- Establish a new and additional financial facility to address loss and damage, recognising the limits of adaptation.

Bob Natifu, Acting Commissioner, Climate Change Department in Uganda, described the adaptation challenge faced by the Least Developed Countries (LDCs) as one of managing risks: for people and infrastructure, for fresh water resources; and for food production. He discussed the challenges of accessing financing, technology and the means of implementation. Farmers in Uganda are experiencing too much rain, too little, or none – creating a mixture of flooding and droughts. Countries must have plans to cope, including early warning systems, but climate finance needs are huge; in Uganda, this is around \$4bn for the next 10 years. Internationally, effort is being made but financing is skewed towards mitigation and the \$100bn annual target is not being met. Bob says that Uganda is seeking to mobilise resources domestically, but also needs more international finance and identified a need to create financial incentives for the private sector to contribute. Bob stressed the particular importance of this COP as the first opportunity to review commitments between 2015 and 2020 and to strengthen ambition for beyond 2020. He said that COP26 needs to boost adaptation climate finance, while recognising that adaptation and loss and damage finance needs must be addressed concurrently with research showing that farmers are experiencing loss and damage despite undertaking adaptation activities.

Janine Felson, an Ambassador of Belize and an advisor to the Alliance of Small Island States and the Caribbean Community, described ongoing challenges faced by SIDS in accessing climate finance, including due to capacity constraints. While this barrier is recognised in the Paris Agreement, and the UNFCCC's climate funds are taking some action to address it, the finance landscape remains fragmented and unpredictable. SIDS only received 3% of reported public climate finance in 2017–2018. Even when they do access finance, most is via loans or non-grant instruments, worsening their debt burdens. From 2000 to 2019, the external debt of SIDS reportedly rose by an average of 24% of GDP and COVID-19 has exacerbated SIDS' debt and constrained fiscal positions. SIDS have made a global plea for a new compact to jumpstart a sustainable debt-free green recovery, recognising the inextricable linkages between their development and their response to climate change. Janine stressed the climate injustice of leaving those who contributed least to the climate crisis but are most exposed to the impacts to bear the costs. She stressed the global failure to protect the most vulnerable adapt and respond to losses and damages, while describing COP26 as a "point of reckoning" and calling for the talks to:

- Agree a verifiable plan for achieving and exceeding the \$100bn promise to 2025 with guidance to climate funds to ensure the needs of the vulnerable are addressed at scale, on time, and on affordable terms with an emphasis on locally-led adaptation;
- Make a commitment to scale-up adaptation finance to adequately address urgent needs and the permanent loss and damage that SIDS are experiencing now, including through innovative financial arrangements such as debt for adaptation swaps, increased finance for nature based solutions, a confirmation that the share of proceeds from any market mechanism will be directed to the Adaptation Fund, or providing for debt forgiveness, and examining ways through which any issuance of Special Drawing Rights can buttress liquidity;
- Ensure countries commit to 1.5 degrees consistent Nationally Determined Contributions, with near-term targets for halving emissions no later than 2030, in line with 2050 net zero commitments.

Caroline Zastiral, Senior Technical Advisor for Disaster Risk Reduction and Early Action with the International Directorate of the British Red Cross, focused on the need to increase anticipatory action to prevent and/or mitigate a disaster and/or to prepare for effective and rapid response. While more and more disasters and crises are predictable, less than 1% of humanitarian funding is currently available for anticipatory humanitarian action. Yet there are tools that can allow decision-makers to minimise risks and prepare for effective responses. For example, the Red Cross has developed Forecast-based Financing and the Disaster Relief Emergency Fund (DREF). This dedicated financing mechanism allows Red Cross Red Crescent movement partners, known as National Societies (NS), to access finance for emergencies, and it has a specific anticipatory window called Forecast based Action (FbA). Partners can access the DREF if they have Early Action Protocols in place, including: a trigger identifying when to act; a pre-selected set of Early Actions to reduce the impact of a hazard, with clear roles and responsibilities; and a mechanism to allocate a budget for preparedness, readiness and activation. Caroline highlighted that in Bangladesh, where there is recurrent flooding, a trigger known as the Danger Level has been pre-determined using river gauges. If the water level crosses this Danger Level for three consecutive days, Early Actions such as cash distributions and evacuation assistance are implemented. Caroline called for COP26 to:

- Invest in more preparedness, early warning, and early action to prevent extreme weather events becoming disasters;
- Scale up finance for anticipatory action, increasing coordination and finance pledges across disaster risk financing instruments at global, regional and country level with a human-impact driven approach;
- Scale up the type, geographic scope and volume of delivery of anticipatory action: especially for less visible or more complex hazards such as heatwaves, droughts or epidemics; and in context of fragility, conflict, and violence;
- Agree ambitious commitments towards the [Risk-informed Early Action Partnership](#), which aims to make one billion people safer from disaster by 2025, including investments in early warning systems.

Liane Schalatek, Associate Director of The Heinrich Böll Foundation, highlighted the importance of ensuring climate finance is gender responsive, with women making up the majority of the 1.9 billion people in poverty. She stressed that gender equality and the effective participation of women are relevant for all climate action, with women disproportionately affected by climate change due to gender-specific norms and gender-based discriminations and barriers, including reproductive and unpaid/underpaid care work. Liane highlighted the need for gender-responsive climate funds and processes, not just because this is ‘the right thing to do’, but as a matter of equity, effectiveness and efficiency. Positively, she says the UNFCCC has made “significant progress” over the last decade, with all relevant public multilateral climate funds including explicit gender policy and gender action plans. However, Liane stressed that “structural impediments” remain with the funds providing little access to finance for women, marginalised gender groups and women’s and feminist organisations. She highlighted OECD-DAC data showing that only a third of climate finance projects are designed to respond to gender-differentiated needs and only 1.5% of climate-related Overseas Development Assistance identified gender equality as the primary objective. There is no reporting or accounting of how much is being spent at the local level. Liane called on COP26 to:

- Increase overall public finance provision for adaptation, amid severe underfunding;
- Protect eligibility for grant financing, including full cost grant financing, for public sector projects;
- End artificial dividing lines between development and adaptation, while ensuring that adaptation finance is available for “social protection programmes” and cash transfer models, not just infrastructure;
- Increase Enhanced Direct Access opportunities, in particular through nationally and sub-nationally implemented small grants facilities with women’s participation within steering committees.

Comments

Comments submitted by attendees via the online Boards during this session, included:

- The transactional costs and conditions on grants must be simpler and less costly, so that communities can a) understand and b) afford to use this money for what they need, not what the funders want.
- The new collective finance goal for post-2025 needs to be needs-focused, not what is deemed “politically feasible” by contributors (see US\$100bn goal from Copenhagen, still unfulfilled), with fair share mandatory contributions.

- More funding is required for anticipatory action and the systems needed for it to function. Early warning systems and early action have some of the highest cost-benefit ratios but is less than 1% humanitarian funding right now.
- Adaptation cannot happen without just and inclusive management of water systems and agro-ecological landscapes. Transboundary actions must be financed.
- Concerns that loss and damage finance will be very difficult to achieve in the next COP, and probably at all, since the decision part of the Paris Agreement made it difficult for compensation/liability as a result of loss and damage.
- We need more than climate finance, we need all public and private finance to invest so we have a 1.5 degree resilient world. This must go to trillions not billions.
- What do we want the Glasgow Agreement to say? How much for adaptation and mitigation (US\$100bn+)? What split between adaptation and mitigation (50:50)? How much for loss and damage (US\$70bn)?
- Developed countries should develop a clear roadmap and effort sharing agreement outlining each countries' fair share of the \$100bn financial pledge, including how to achieve a 50/50 balance between adaptation and mitigation.
- The damage is already done and adaptation and mitigation intervention should be implemented in complementary ways and in countries where natural resources are severely degraded.
- All sectors need to contribute to adaptation to ensure cost-effective sustainability e.g. school development plans should include climate resilience indicators.
- The UK should support getting an agreement in principle at COP26 to establish a new global public finance goal specifically for adaptation as a component of the new collective finance goal starting in 2025.
- The UK government should amplify calls for a scale-up of early warning and early action investments by committing to pre-arranged financing as the primary way to fund climate crises, allowing funding to get where it is needed faster and with greater impact.
- The climate finance provided by developed countries should be new and additional to their commitments of official development assistance (ODA).
- Enhanced direct access (EDA) has to be built up from a "pilot approach" to a main access modality, coupled with simplified access procedures especially for the set-up of sub-national small grant facilities; funds should also set aside directly accessible grant funding for local groups that do not have to get country endorsements.
- Households are the biggest spenders on adaptation.
- COP26 should provide clear guidance to operating entities to improve their policies and procedures to better address the special needs and circumstances of Small Island Developing States including through programmatic approach, improved and simplified approval procedure, improved enhanced direct access, and clear guidelines for supporting responses to loss and damage.
- Climate finance cannot be a source of further indebtedness for climate vulnerable countries. Adaptation finance must be grants-based.
- Each developed country should redouble their efforts to plan their future climate support to ensure both predictability and that the most vulnerable countries and people are prioritised.
- The Green Climate Fund must allocate its adaptation finance according to climate vulnerability. This will help close the gap in adaptation finance directed to climate-vulnerable countries and fragile states.

- The UK should commit to all UK climate finance being gender-responsive and drive progress with other climate finance providers, in particular Multilateral Development Banks and climate funds that currently do not screen for the Rio gender equality mark.
- Improve access to finance at local level (local communities, resource users and NGOs) through a patient, predictable and programmatic approach focused on grants tailored to local needs.
- The role of Multilateral Development Banks needs to be more scrutinised. They evade guidance from and accountability to the COP, but are a big driver of adaptation finance provision in the form of concessional loans as development institutions. The consequence has to be the call for developed countries to channel funding, especially for adaptation through the multilateral funds under the UNFCCC, especially the Green Climate Fund, Adaptation Fund, Global Environment Facility/Least Developed Countries Fund and the Special Climate Change Fund.

Spotlights

The Dialogue then split into two Spotlight groups.

Spotlight A: Food Security, Adaptation and the Race to Resilience

Masudio Margaret Eberu, a smallholder farmer from Adjumani district, West Nile region, Northern Uganda, and the Chair of the Eastern and Southern Africa Small Scale Farmers' Forum in Uganda, said climate change is intensifying food insecurity. She said the situation has deteriorated due to COVID-19, with this worsening other injustices and vulnerabilities for rural small-scale farming communities, particularly women, people with disabilities, young people and the elderly. She stressed that time is running out for action. Masudio talked about the loss of biodiversity, the impact on yields, and the efforts that small-holder farmers, especially women, are making to protect and revive water sources and to boost the use of farming techniques that can help them withstand drought conditions. She described how women farmers are conducting seed/plant restoration activities for neglected and under-utilised species to help fight hunger. Masudio recommended inclusive and innovative climate finance to support adaptation efforts at the grassroots and making farmers an integral part of adaptation planning and innovation towards an agro-ecological approach to resilience. She emphasised that “eco-friendly agriculture is not something that only small-holder farmers must do, it’s a solution for everyone”.

Enamul Mazid Khan Siddique, Head of Climate Justice and Natural Resource Rights, Oxfam in Bangladesh shared examples of climate vulnerable women in Bangladesh who are fighting climate impacts but with inadequate support. He talked about an agricultural labourer who was compensated for her lost wages during a period of flooding through an Oxfam-run flood insurance project in 2020. Enamul explained that she cannot afford to continue to access this insurance unless it is subsidised. He went on to explain that a woman who runs a ‘food bank’ project, which saves food during normal times for use during floods and other disasters, is unable to save enough due to the frequency of floods. Finally, Enamul described the challenges faced by a fisherwoman who has very few ‘legal fishing days’ as cyclones are so frequent. To cope, she continues to fish during fishing bans

despite risking punitive measures. Enamul stressed the need to boost investment to scale-up adaptation support, with ‘funds’ and non-monetary resources distributed in a decentralised way so they directly reach communities. Without this, he says the burden of adaptation placed on farmers, fishers and others from climate vulnerable communities will not be ‘just’. Importantly, Enamul stressed that because these communities are primary food producers, a failure to cater to their needs will eventually impact upon the food and nutrition security for all.

The Spotlight then heard from **David Howlett, Senior Adviser on Resilience to the UN High Level Climate Action Champions**, about the need to focus on actions. He said it’s not just about voices being listened to, but them being heard and then actions being taken. David said that platforms like the ‘Race to Resilience’ are trying to do this to make a difference to the lives of four billion people. He said he has met lots of farmers, including from the Global North, and stressed that this is a global crisis and that people from all around the world are impacted, or will be impacted in various ways depending on their context. David said he hoped that businesses and investors, and farmers themselves, will come together to commit to make two billion people more resilient by 2030. He said that while a lot of discussion is focused on climate finance, the debate needs to be broadened as this is not enough. David emphasised that all finance that has an impact on people’s lives needs to be brought together to tackle this crisis be it in North Yorkshire, Uganda or Bangladesh.

Key recommendations (via discussions and comments, as well as in the Digital Boards and Chat Box):

- Agro-ecological solutions must be mainstreamed and not left out as a marginal practice of small-holder farmers. However, small-holder farmers, especially women, must be supported and included as champions of knowledge, research, testing and scale-up actions.
- Natural sources of food – including fisheries and forests (including transboundary ecosystems) – must be managed in an inclusive way through indigenous and local communities who depend on nature. Management of these ecosystems must not exclude vulnerable communities from these food sources and not impose a ‘burden’ of regulations. Protection of ecosystems must be participatory and arbitrary take over for exploitation by companies and states must be stopped.
- Landscape level adaptation planning and management needs to happen gradually to restore agro-ecosystems to produce safe and nutritious food in a resilient way. This needs to include transboundary ecosystems and waters and must be able to deal with transboundary climate risks in relevant contexts. Current dependence on intensive agriculture is acknowledged and sudden and radical changes may be drastic (learning from the Sri-Lankan crisis in 2020–21), but transformation towards eco-friendly agriculture and food systems needs to happen for long term resilience. There are already good cases of landscape level agro-ecological practices (for example in Ethiopia and Uganda) which can be replicated and strengthened.
- Grassroots climate champions must be heard, included in the decision making process in a gender responsive manner and with a rights based approach. Women and vulnerable communities must be integral part of decisions and knowledge development for innovation in technology, processes for restoration of agroecological systems as well as climate adaptation for food and nutrition security. Funds and other support (like land rights, water rights, access to finance, equitable markets etc) needs

to be decentralised yet integrated and easy to access for grassroots stakeholders to support adaptation and food security.

- More funding for anticipatory action and the systems needed for it to function. Early warning systems and early action have some of the highest cost-benefit ratios but is less than 1% humanitarian funding right now.
- All finances should be transformed into Climate Finance to ensure that investments are climate inclusive and contribute to building the resilience of at least two billion people by 2030.

Other comments submitted by attendees via the online Boards, included:

- Is COP26 delivering? We need positive action from Glasgow that the Green Climate Fund can deliver.
- Food security and adaptation is one of the sectors/areas where gender-transformative actions and gender-responsive finance provision are especially important, given women's role in local food production (often without access to finance or extension services) in most developing countries, especially the poorest.
- There is a higher need for a longer-term investment horizon at the local level to ensure predictable financial flows and local institutions are built over time, and that local mechanisms can become self-sustaining.
- Human-rights centred approach, highlighting the right to food, are core for this sector. Basic needs need to be addressed before, for example, export-oriented agriculture. Related issues are preventing land-grabs, false solutions such as large-scale biofuels or Bioenergy with carbon capture and storage (net-zero approaches).

Spotlight B: Locally-led Adaptation

Tamara Coger, Senior Associate, Climate Resilience Practice, World Resources Institute, talked about the importance of ensuring local actors have agency over decisions that directly affect their ability to build resilience to climate change and that they have the resources to do so: accessible climate finance, importantly, but also other resources such as climate information and institutional capabilities. She stressed that locally-led adaptation (LLA) can be more effective and result in greater uptake because people, communities and organisations at the frontlines have first-hand knowledge of these impacts and how to cope, and can inform adaptation solutions most appropriate to their context.¹ While she said households and communities are already the biggest spenders on adaptation, these local actors rarely have a voice in the actions that most affect them, and insufficient finance for adaptation is reaching them. The quality of finance is also not conducive to LLA due to factors such as complex application processes which make it difficult for smaller organisations to access funding. Local groups may not be able to meet funders' fiduciary standards or auditing and reporting requirements, making investments

¹ Paris Agreement, Article 7, Para 5: "Parties to UNFCCC acknowledge that adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems, and should be based on and guided by the best available science and, as appropriate, traditional knowledge, knowledge of indigenous peoples and local knowledge systems, with a view to integrating adaptation into relevant socioeconomic and environmental policies and actions, where appropriate."

in their organisations seem risky to funders. Most finance flows through large intermediary organisations, which can delay or slow funding at the local level.

Tamara outlined the eight [LLA Principles](#): devolving decision making to the lowest appropriate level; addressing structural inequalities faced by women, youth, disabled, displaced, Indigenous Peoples and marginalised ethnic groups; providing patient and predictable funding that can be accessed more easily; investing in local capabilities to leave an institutional legacy; building a robust understanding of climate risk and uncertainty; flexible programming and learning; ensuring transparency and accountability; and collaborative action and investment. More than 55 organisations have endorsed the Principles, with growing political commitment to them. The COP26 Presidency is already placing LLA at the heart of adaptation & resilience priorities. Tamara called on COP26 to build on this positive momentum by:

- Increasing the number of governments and organisations, and especially funders, endorsing the Principles for LLA and making meaningful commitments to support LLA through changes to policies and practices in their own countries or within their own institutions, or by supporting governments, civil society and other partners to implement LLA;
- Introducing changes in the sources of finance for adaptation to facilitate a scaling up of LLA, including through improved access to finance for LLA.

Dr Ainka Granderson, Senior Technical Officer and Resilience Lead of the Caribbean Natural Resources Institute (CANARI) about working with communities on the participatory development and delivery of adaptation plans. She says communities are not only eager to participate, but contribute: local and traditional knowledge and practices which help us to better understand the local changes and impacts being experienced and what has worked in the past; in-depth understanding of the local context and culture to tailor solutions; and their ability to mobilise resources to implement on-the-ground. CANARI supported, for example, the participatory development of the National Climate Change Policy and Strategy for the Government of St. Vincent and the Grenadines in 2018–2019, using a gender sensitive and socially inclusive approach. A number of non-governmental organisations then secured grants from national and regional funds and are undertaking adaptation actions, for example, to train and support local communities to restore local mangroves in the Grenadines. Dr Granderson stressed the importance of a ‘whole of society’ approach as governments and the private sector cannot do it alone and civil society, including community-based organisations and NGOs, are key partners if we want to do effective adaptation on the ground and reach the most vulnerable. She called on COP26 to:

- Scale-up financing for NGOs and community-based organisations to expand LLA, ensuring finance is channeled in appropriate amounts to community level via a programmatic, grant-based approach not one-off projects.
- Strengthen local capacities as we need strong local organisations to implement effective adaptation over the long-term and this again requires a patient, programmatic approach to ensure effective capacity building.
- Encourage devolved and participatory decision-making and monitoring and evaluation of adaptation outcomes and setting up appropriate mechanisms to support this as part of national adaptation plans and processes, with a focus on empowering communities and taking into account the needs of the most vulnerable

and the structural inequities that cause vulnerability, including related to gender, disability, ethnicity, race and poverty to truly promote climate justice.

A Spotlight attendee said the role of global and national intermediaries should be as facilitators of dialogues and sharers of technology and knowledge, so that more finance reaches the local level. Within the Chat Room, the attendee said that a key role for intermediaries should be holding their governments to account because the majority of finance (adaptation, but also development) will flow through budgetary systems. We need to enable and strengthen those systems to deliver finance locally, without first tying it to sectors or projects or conditionalities. This was reinforced by Tamara and Ainka, with the latter stressing the role of 'home-grown' intermediaries. An attendee from Uganda stressed the need to harness indigenous knowledge. Finally, an attendee identified a gap in knowledge of these issues amongst those making decisions at COP25; they need to see the urgency of implementing LLA and the opportunity for it to increase the effectiveness of adaptation.

Comments submitted by attendees via the online boards, included:

- Adaptation needs to be embedded across all society so that entire populations are aware of what can and should be done and know how to contribute e.g. schools should promote resilience to climate change in their school development plans so that schools, and their communities a) are aware of what is required to adapt to climate challenges and b) can make their school resilient to deal with any climatic conditions.
- Locally- led Adaptation should be supported largely because communities know what works for them, using simple tools and methods. But we need to include gender support programmes as these are hit hard by climate change. The decline of the Climate Change Adaptation fund.
- One issue is to increase the "risk appetite" and willingness of climate funds to take risk with local finance provisions (less stringent reporting requirements, foregoing de facto requirements for co-financing, "climate rationale" and data issues that prevent access). Climate funds need to be compelled to do so through COP/CMA guidance.
- There are two levels of obstacles to getting climate finance to the local level: global and national. Global funds never reach the local level because they don't have the right kind of access modalities in place; and because global actors fear for accountability. The suggestions to increase the risk appetite of global climate funds can help address that, but global funds also need to do a lot more to design modalities that can reach the local level, and to make the work. At the second level, national governments in developing countries also have an important role to play in facilitating that access. Out of habit or lack of trust, they also continue to favour "big bang" national level projects.
- We need to turn accountability on its head in the adaptation context and make it about whether climate finance is reaching its intended targets at the local level – not only about accountability of communities to donors and governments. It is ridiculous to use ODA/ charity methodologies and mindsets in this context, where the local communities are clearly victims of the actions of others, who are aware of the damage they are causing.
- Access to local climate finance needs to go along with better understanding of climate risk and uncertainty by local actors along with technical support and innovation for what could be good adaptation actions and solutions.
- Improve data collection tools, which should give clear indicators for locally-led adaptation measures. Women and most vulnerable communities are doing more but

the spotlight is not on them but else. We need to put a spotlight on local adaptation successful stories.

- I strongly believe a goal would be crucial, as it would also mean improving tracking, reporting and accountability on locally-led adaptation finance provision.
- Do we see an advantage in calling for a hard figure for locally-led adaptation finance? For example, in the LDC Vision 2050, LDCs stated that flows of climate finance to the local level should amount to at least 70% of total finance. Is this something we would champion in our advocacy?
- In your own life, what adaptation actions have you taken so far? We need more awareness of simple actions and the bigger solutions to advocate (and vote) for with local Govt.
- Locally-led adaptation is critical to a whole of society approach to address climate change. LLA needs adequate support, capacity building, and financing. There is also a need to ensure strong iterative stakeholder engagement.
- Intermediaries should reflect on their role they can play in addressing and transferring power – aiming less to be funders and more to be allies/facilitators: network builders, sharing research and key learnings, learning, convening, communicating up and down the chain.
- Participatory Impact Monitoring & Evaluation of adaptation action is a critical solution to the challenges facing the UNFCCC in taking its global stocktake. Let communities define what successful adaptation looks like.
- We need to promote the local knowledge for intermediaries through local groups, cultural leaders, tribal leaders who have a voice to mobilise communities; we need an inclusive adaptation approach.

Towards a Communiqué – Reflections

In plenary session, the Chair introduced **Jamie Williams from Islamic Relief Worldwide Senior Policy Adviser for Poverty Reduction, Islamic Relief Worldwide** to reflect on the Dialogue and the digital boards.

Asked what he believes are the biggest priorities for COP26 on adaptation and resilience for impacted communities in the Global South, Jamie highlighted the unfairness of the climate crisis increasing indebtedness. He stressed the need for climate finance to be “facilitative” so that developing countries are helped to plan adaptation activities. He suggested that finance for resilience would include helping people to anticipate, absorb, adapt and then transform. Jamie highlighted the importance of not separating disaster risk reduction or pursuit of the Sustainable Development Goals (SDGs) from adaptation action as these are interconnected. He also identified the importance of adaptation to slow on-set events (drought, desertification, sea level rise, salination etc), not just the storms, floods and fires that get the headlines. Jamie said the Green Climate Fund and other mechanisms should finance according to climate vulnerability and that we might be better talking about a ‘Race to Zero Vulnerability’ as progress would be easier to measure than resilience. He repeated that increasing the volume of finance through grants, not driving indebtedness, must be ‘at the top of list’ for COP26. He emphasised that finance for loss and damage must be entirely additional to finance for adaptation. Jamie believes COP26 will make some progress on these priorities, including on boosting gender relevance and locally-led adaptation, but not enough.

Close and Next Steps

The Chair closed the session by thanking the Speakers and attendees, while outlining the next steps in the production of the Event Report and the key messages flowing from the session. The Co-Facilitators will produce the draft Event Report, including the key messages, and will share these with attendees by email for any subsequent feedback. The outputs will then be finalised, and then verified by the Taskforce overseeing delivery of the Glasgow Climate Dialogues. The key messages flowing from this Dialogue will be integrated within the Communiqué encompassing inputs from all four sessions within the Glasgow Climate Dialogues, and then launched in late September 2021.

The Chair invited attendees to register for this event:

<https://www.eventbrite.co.uk/e/glasgow-climate-dialogues-launch-tickets-169613343075>.

Chat Room

During the session, a chat room was in operation with attendees asking questions and making remarks:

- Whether a carbon tax on multinational companies e.g. oil companies could help boost climate finance.
- The importance of recognising that the scale of the climate crisis has already created significant damage, and climate finance is therefore essential to build capacity for local adaptation measures.
- Concerns that too little climate finance reaches the local level and that requires more devolution alongside the need to empower governments through better financial management skills.
- The role of risk transfer and reinsurance markets in relation to disaster risk financing for adverse climatic events and concerns that few governments have a register of contingent liabilities to cost the likely response in advance.
- Climate vulnerability is being factored in by credit agencies to assess countries and this increases the costs of borrowing to developing countries that don't have sovereign currency capacity. As a result, the more vulnerable countries face rising climate risks and rising costs of credit to address it.
- The importance of meeting the \$100bn goal, but also recognition that it is far from sufficient and the need to do more outside of the formal negotiations, including action by non-state actors.
- The need to "catch Up" with mitigation.
- How to ensure that discussions at COP26 on the Risk-informed Early Action Partnership includes discussions of how we can invest in these systems without deepening the debt crises of countries on the frontline.
- The need to incorporate Indigenous Traditional Knowledge in adaptation mechanisms.
- The need to see adaptation as good sustainable development that considers future risk created by climate change and concern that too many new investments by governments and the private sector are not climate smart.
- The need to ensure the Dialogue's key messages are communicated to COP26 those who make decisions about future direction, including funding, are better informed by those trying to implement solutions. Let's close this gap!

Additional Input

After the Dialogue, Stop Climate Chaos Scotland contacted participants and invited them to answer a few key questions using an online form which would then be reflected within the drafting of the key messages for the Communiqué. A total of 10 attendees responded, with their feedback included anonymously within Appendix 1. These additional messages have been cross-checked against the key messages outlined below which will flow into the Glasgow Climate Dialogues' Communiqué featuring content from across all four Dialogues.

Interpreting Conclusions

The following process was followed to draw out the key messages and themes from the session, and for verification of conclusions:

- Watched the full video recording of the Dialogue, including plenary and Spotlights, noting key themes and recommendations made during the Dialogue;
- Reviewed Speaker presentation material, Chat Room content and Digital Board content;
- Read through entries submitted via post-event online form (see Appendix 1) circulated to those who registered for the Dialogue;
- Produced draft Event Report;
- Sent draft Event Report to speakers for initial feedback;
- Revised draft Event Report and shared with everyone who registered for the Dialogue
- Finalised Event Report and submitted it to Glasgow Climate Dialogue Taskforce for validation.

Key messages for COP26 and beyond

The key messages below seek to reflect the discussion held during the Dialogue, as well as inputs to the Digital Boards and Chat Rooms, and the post-event survey. It is hoped they provide a fair and accurate overview of participants' views but no attendee is bound by the contents of these key messages, or the Communiqué in which they will be incorporated.

- 1. Developed countries must fully meet their existing \$100bn annual climate finance promise and, recognising this is insufficient to meet need, use COP26 to significantly increase climate finance for adaptation up to and beyond 2025, including agreement of a dedicated global adaptation finance goal.**
 - Developed countries should agree a verifiable plan for achieving and exceeding the promised \$100bn per year in climate finance up to 2025, with 50% for adaptation and through grants rather than loans which increase debt.
 - Developed countries should use COP26 to substantially advance discussions towards a significantly scaled-up climate finance commitment for post-2025, ensuring this fully reflects spiraling climate impacts, with at least 50% allocated for

adaptation and delivered through concessional grants based on a robust fair share approach.

- Agree to establish, in principle, a stretching new global public finance goal for post-2025 focused on adaptation within the new collective finance goal, ensuring this is new and additional to Official Development Assistance (ODA).
- Reach agreement on climate finance accounting, with grant equivalent captured in a separate column, and more robust accounting of climate relevance within projects which encompass broader objectives.
- Enhance scrutiny of the role performed by Multilateral Development Banks in relation to adaptation finance, while boosting the volume of finance channeled through the UNFCCC's multilateral funding streams.
- Recognising the deep climate impacts on agriculture, including food insecurity for small-holder farmers, significantly accelerate investment in activities to boost resilience, including agro-ecology and the protection of ecosystems.
- Establish a new and additional financial facility to address loss and damage beyond the limits of adaptation and ensure that new finance under this facility is additional to finance commitments for mitigation and adaptation.

2. Significantly enhance access to climate finance for the Least Developed Countries and Small Island Developing States, while ramping up mechanisms to target adaptation and resilience building activities to prevent and/or mitigate a disaster and/or to prepare for effective and rapid response.

- Dramatically increase the proportion of climate finance that reaches impacted and vulnerable communities, particularly LDCs and SIDS, including by better targeting investment decision-making.
- Facilitate the necessary increase in climate finance reaching people in the most vulnerable situations by urgently simplifying application procedures while overcoming capacity barriers faced by impacted communities.
- Significantly boost investment in mechanisms to increase preparedness, early warning, and early action to prevent extreme weather events leading to disasters, including anticipatory action at global, regional and country levels.
- Secure ambitious commitments towards the Risk-informed Early Action Partnership (REAP) which aims to make one billion people safer from disaster by 2025.

3. Substantially increase and track the proportion of climate finance reaching local communities while significantly scaling-up local ownership over planning and delivery, including formally adopting the Principles for Locally-led Adaptation into the UNFCCC, embedding them within its systems and processes.

- Embed systems and processes which ensure more climate finance reaches local communities using a programmatic, grants-based approach not one-off projects, while ensuring human rights are protected in delivery.
- Encourage and incentivise governments and organisations, especially funders, to implement the Principles for Locally-Led Adaptation while strengthening local structures, processes, and institutions to support their delivery.
- Ensure UNFCCC climate funds proactively facilitate an increase in the volume of climate finance allocated at the local level and through local actors, including through: simplified application processes; proportionate application of fiduciary

standards, as well as auditing and reporting requirements; and by foregoing co-financing requirements.

- Improve data collection on climate finance reaching local communities across all funding streams, while reducing the transaction costs and conditions on grants so that communities are empowered to deliver adaptation projects at the local level through patient, predictable and tailored climate finance which meets local needs.
- Consider the creation of a progressively increasing new global goal for the proportion of climate finance reaching local actors as part of the new collective finance goal post-2025 and then transparently track progress over time.
- Encourage global and national intermediaries to act as facilitators of dialogues and sharers of technology and knowledge, while harnessing indigenous knowledge to improve the effectiveness of adaptation activities.
- Within the Global Stocktake, encourage devolved and participatory decision-making, and monitoring and evaluation of adaptation outcomes to empower local communities to define success within their local contexts.

4. Take decisive action to overcome structural barriers to a fully gender transformative and inclusive approach within climate finance, while simultaneously implementing measures to boost women’s climate leadership in the delivery and implementation of adaptation as well as across all UNFCCC activities and mechanisms.

- Ensure climate finance is inclusive, accessible and responsive to the needs and rights of women, children and young people, Indigenous Peoples, people with disabilities, and other marginalised groups.
- Boost transparency and accountability over the gender responsiveness of climate finance by improving the tracking and reporting on gender-related aspects of climate finance, including enhancing the monitoring of countries’ implementation of gender-responsive adaptation.
- Increase full-cost grant financing and direct access via national and sub-national small grant facilities.
- While ensuring climate finance is additional to Official Development Assistance and implementing more robust accounting of climate relevance within projects, end artificial dividing lines between development and adaptation at the implementation level, while ensuring that adaptation finance is available for “social protection programmes” and cash transfer models, not just for infrastructure projects;
- Increase Enhanced Direct Access opportunities, in particular through nationally and sub-nationally implemented small grants facilities, with women’s participation within steering committees and via simplified access procedures.
- Enhance women’s leadership in the UNFCCC negotiations and gender expertise in the delivery of climate finance at all levels, including across all funding channels and within the delivery of adaptation nationally and locally.

5. Support systems – like rights to land, water and natural resources – must be fully protected and enhanced for the most marginalised climate vulnerable communities, especially women, to ensure that investments for climate adaptation can achieve sustainable and equitable impacts at scale.

- The UNFCCC must synchronise with the UN Water Courses Convention, the UN Water Convention, the Sendai Framework for Disaster Risk Reduction and the Convention on Biological Diversity to ensure the necessary investments and rights are delivered through an inclusive decision-making process in the planning of adaptation for landscapes, ecosystems and water systems which are at risk, whether at grassroots or global levels.
- Natural sources of food – including fisheries and forests (including transboundary ecosystems) – must be managed in an inclusive way through indigenous and climate vulnerable local communities who depend on nature. Management of these ecosystems must not exclude vulnerable communities from these food sources nor impose the ‘burden’ of regulations upon them. Protection of ecosystems must be participatory and the arbitrary take-over and exploitation of them by companies and states must be stopped.
- Landscape level adaptation planning and management needs to happen gradually to restore agro-ecosystems to produce safe and nutritious food in a resilient way. This needs to include transboundary ecosystems and waters and must be able to deal with transboundary climate risks in relevant contexts.
- Agro-ecological solutions must be mainstreamed and not left out as a marginal practice undertaken by small-holder farmers. At the same time, small-holder farmers, especially women, must be supported and included as champions of knowledge, research and testing as well as to support the scale-up of their delivery.

Appendix 1

After the Dialogue, Stop Climate Chaos Scotland invited attendees to answer a few key questions using an online form. A total of 10 attendees responded, with their feedback included anonymously, but comprehensively, below:

What should be delivered by COP26 to boost adaptation support to communities in the Global South who are already impacted by the climate crisis?

- To allow for these countries to fully participate and for their voices to be heard and then actioned.
- Commitments to adaptation finance.
- Increased funding to adaptation initiatives in the Global South.
- Increased financing to assist with addressing climate impacts, for locally-led adaptation, and for future loss and damage. Of course, fundamental to this is global committed action in keeping temperature increases below 1.5 degrees so that vulnerable countries are not unjustly forced into a position of having to face catastrophic impacts, for which they are not responsible, or prepared.
- Adaptation support needs to be broader than just looking at the environmental, agriculture, business sectors. Adaptation and resilience needs to be embedded across all sectors so that everyone knows their role and can share their experience leading to more sustainable outcomes. For example, education plays a crucial role – not just in learning about resilient farming techniques or using indigenous knowledge; but also engaging school communities in increasing resilience to climate challenges. This should be done via education systems that already exist. School Development Plans are completed annually in order for schools to receive their government grant and national indicators are used to measure school performance. These indicators should be strengthened to build in school resilience to climate change, to look at what the school community can do to ensure their school can weather any climate challenges so that education can continue. Reviewing these indicators and training school leaders in how to measure against them is a cost effective way of building local resilience.
- The COP26 – for example through guidance to the core adaptation related climate funds that are accountable to the COP/CMA, namely the GCF, the GEF/SCCF/LDCF – should require reporting and accountability on the amount of adaptation climate finance made accessible and in direct support to local communities in the fund's yearly reports to the COP, including by setting a progressively increasing target (for example 30% to be increased to 50% over 10 years) against which those funds would have to report progress. It would be extremely helpful, if in this guidance delivery vehicles such as small grant vehicles and an increase of the Enhanced Direct Access (EDA) modality would be mentioned.
- Loss and damage should be funded additionally without cutting or shifting funding from climate change adaptation or disaster risk reduction. We call on Governments at COP26 to deliver a high-level political commitment to operationalise the Santiago Network. In particular, we hope that Governments can identify new and additional sources of funding that will complement existing humanitarian and development funding to meet this growing need and collectively build resilience.
- We call on Governments to meet their commitment to allocate US\$100bn per year in climate finance, to allocate at least 50% of this for adaptation to close the adaptation gap, and target this funding to the most climate vulnerable countries. Adaptation

finance should be in the form of grants and not loans. We recommend that governments and climate funds like the Green Climate Fund (GCF), Global Environment Facility and Adaptation Fund are given a clear mandate to dramatically increase investments in community resilience and local response capacities. In particular, the GCF must allocate its adaptation finance according to climate vulnerability. This will close the gap in adaptation finance directed to climate-vulnerable countries and fragile states.

- We need commitment from the Global North to walk the talk. They are pushing Global South communities into deeper poverty.
- Need to support the implementation of comprehensive Natural Resources Development (as an entry point in areas/regions where natural resources are severely degraded) to create a conducive environment for the integration of Livelihoods alternatives and development.
- Climate risks affect different countries and segments of communities disproportionately. Hence advocating for climate justice in developing countries and most vulnerable communities such as women, children, elderly, persons with disability is crucial.

What are the key steps that COP26 can take to increase the volume, accessibility and quality of adaptation finance and support?

- For the finance to be accessed at grassroot (local) level, rather than by Governments.
- Reliable medium-term budgeting, better transaction classification, update the Government Finance Statistics Manual to ensure climate and gender properly represented. Reduce fiduciary risk by improving asset management. Integrate with local development plans more fully. Risk transfer with insurance products – get the private sector to step up in the reinsurance market.
- Look at financing modalities so that funds can be more easily accessed by local organisations who have the local level knowledge to ensure that adaptation approaches are in line with local communities' needs.
- Development of a mechanism or framework to support local communities, and to assist them to obtain access to funding for local and national needs. Having attended COP25 as an observer, I was witness to measures taken at local levels by community members (especially by women and indigenous communities) in applying local solutions to environmental challenges that demonstrated much ingenuity, resilience and resourcefulness in applying local knowledge, and the ability to mobilise rapidly and sustainably, often with very few financial resources. They were hampered however by an inability to access funding, or by class/gender barriers or by the application process or other bureaucratic structures. My one take-away was that the voting delegates at COP need to be informed by what is happening at local levels, and in their decisions-making, consider that more investment of financing at this level is much more effective and money well spent.
- Embed support within systems that already exist to increase their sustainability.
- The COP26 must highlight that additional steps and commitments are necessary to move to a balanced allocation between mitigation and adaptation (in nominal terms, not grant equivalent terms as is currently done under the GCF) and that the volume of adaptation finance (in nominal terms) needs to significantly increase. It should also commit to increasing grant financing, especially also maintaining and expanding the ability to provide full cost grant financing to fund those activities most relevant to local

communities (and where a separation/dividing line between development and adaptation is impractical and counterproductive). The current practice of increasingly funding only the "incremental cost" of adaptation is hurting communities, and specifically women. Given the fact that most adaptation finance channeled through Multilateral Development Banks is delivered as concessional loans, the COP26 should reiterate the primacy of adaptation funds under the UNFCCC and commit that the majority of adaptation funding should be delivered through those funds, and in the form of grants (including increasing the share of full-cost grants). There also should be a commitment to 100% gender-responsive adaptation financing provided, given gender-differentiated impacts and capabilities and need for resilience building in all adaptation-relevant sectors, in particular food security/food sovereignty, water management, disaster risk management and response and health. Likewise, and reinforced during the COVID-19 pandemic, the importance of financing and maintaining/or building up social support systems for adaptation-relevant actions should be formally acknowledged and highlighted.

- Support getting an agreement in principle at COP26 to establish a new global public finance goal specifically for adaptation as a component of the new collective finance goal starting in 2025, when the US\$100bn commitment will be succeeded. The all-encompassing US\$100bn goal has failed to address the historic neglect of adaptation. As a sign of intent, as the post-2025 finance negotiations start, reaching an in principle agreement at COP26 on a standalone public adaptation finance goal from 2025 will build confidence that adaptation finance will increase and become more predictable in the medium term.
- Inclusive approaches that listen to the grassroots communities more, decisions are made without consideration of the most vulnerable communities' input. Accessibility and quality of adaptation finance should look at inclusive approaches.
- Adaptation finance and support should be geared towards grassroots community capacity building and local interventions to have quick responses needed whenever required.
- Access to adaptation finance should be made easier for those affected the most.
- No single system is perfect for adapting to climate change (holistic, but not piecemeal, approach is important). Therefore, in my opinion, COP26 should consider the following innovate ways for adapting climate change impacts and create resilient communities: need-based capacity building; landscape as a planning and implementation unit; integration of complementary interventions; clustering of livelihoods with Sustainable Land Management (SLM) interventions; diversification of livelihood alternatives; empowering communities (particularly women) through Village Saving and Loan Associations/Groups (VSLAs/VSLGs).
- The integration and collaboration of 3 governance systems is of paramount importance: the Economic (including the major role played by the private sector), the Social (the role of the civil society to heighten awareness on constitutional rights, improvement of services and promotion of transparency and accountability); and the Political (the role of government/State to issue pro poor policies, strategies and establish regulatory frameworks for political participation, creating an enabling environment for expanding choices and increasing capabilities). Currently, implementation capacity is inadequate. Government bodies should design resource sharing mechanisms to engage non-state actor with limited funds to assist in delivery and donors and UN agencies should have decentralised funding mechanisms for

community based organisations (CBOs), the private sector and national NGOs to promote locally-led adaptation,

What are the key measures needed at COP26 to ensure climate finance is gender transformative and reaches local communities in ways that boost local leadership and addresses food insecurity?

- For the finance to be accessible at grassroots (local) level rather than for it to filter down through to the people who most need it.
- Budget tracking. Fair share of national resources for municipalities. Fiscal commissions. Smarter use of continual and matching grants to Local governments.
- A key element is looking at the participants and ensuring that the voice of women and indigenous communities is articulated and heard.
- Restructure financing criteria to ensure more financing for locally-led adaptation from the present 2.5% to minimum 10%. Change funding and application criteria to ensure that it is based on vulnerability, and community needs vs. national economic priorities. Must demonstrate impacts of community and who is being most heavily impacted and must include women in the planning of solutions and application of resources.
- Enhanced direct access (EDA) approaches focus on sub-national and local access of finance, such as small grant facilities/financing provision; all adaptation finance actions need to be grounded in human rights-based and gender equality focused approaches, not just addressing immediate needs, but underlying root causes of exclusion and marginalisation.
[For more information, read this paper by Liane Schalatek on Gender and Climate Finance.](#)
- Address the gender gaps at key decision making levels, we need Climate Finance to focus more on recruitment to local leaders who know and reach out to communities. In Africa, it is women and youth who pick up the mantle with little support. Let us have a more inclusive approach and give support where it is needed most.
- Gender-based capacity building and empower communities (particularly women) through Village Saving and Loan Associations/Groups (VSLAs/VSLGs) that will help to exercise leadership and resources management.
- In the context of climate justice and advancing gender equality, resources to advocate for gender equality and climate justice, and engaging media in awareness building, is essential.

Do you have any additional comments you wish to be considered as the Co-facilitators finalise the Event Report and the key messages for inclusion within the Communiqué of the Glasgow Climate Dialogues?

- Small scale/local projects must be able to access these initiatives for the benefits to be realised by the people who need it most.
- Stop using the term 'local level'... it's patronising. It's local government or municipal government.
- It is important to stress the power of local knowledge in addressing climate change. Science is important, but it needs to be linked with local knowledge.
- Applying indigenous knowledge for local nature-based solutions is also a critical component of successful adaptation as they have an intimate understanding of the needs of their environment, understanding that this still may not be enough to counter

massive human-induced climatic changes, but will be invaluable in finding appropriate solutions.

- The world has to adapt and I fully accept that the poor in the south did not cause the problem and should be helped. Everyone needs money and of course the poor should be able to access the \$100bn fund to solve their own problems. However, why was there no discussion on what carbon-free future development might look like in Africa; much of Africa has no need to decarbonise, surely they need to leapfrog the north with green development - why was no one arguing for this (more positive message?) to be included in the communiqué?
- The visa restrictions during these COPs UNFCCC are a hindrance to most, who otherwise would have given an added voice to effect change. Most grassroots communities should have opportunities to attend and also share their practical experiences.
- When designing projects intended for adapting climate change impacts and creating resilient communities should consider the integration of Sustainable Land Management (SLM) with complementary Diversified Livelihoods Alternatives.
- Changing trends which increase vulnerabilities should be regularly tested and upstream policy/advocacy and down-stream capacity development to cope with emerging climate change induced risks and disasters is of paramount importance.

Appendix 2: Pre-Event Provocation

The paper below was shared in advance with those people who registered for the event.

In Brief

- Rising global temperatures are increasing the frequency and severity of extreme weather like intense rainfall and dangerous heatwaves. Combined with slower-onset impacts such as rising sea-levels and exacerbated droughts in already dry regions, food crops, sources of clean water and livelihoods are being destroyed, pushing more people into poverty, fuelling hunger and forcing people from their homes.
- Adaptation refers to actions taken by communities in response to climate impacts. While no-one and no place will be spared from climate impacts, there is a particular need to ramp up adaptation within communities which are most impacted and which often have contributed the least to temperature rises, yet are least able to cope.
- While adaptation support is a key pillar of the Paris Agreement, there is a significant global gap on climate finance and we are yet to reach the minimum yearly \$100bn climate finance that was promised by 2020, and there is a need to increase this further with a new agreement required for post-2025.
- The UK COP26 Presidency has identified adaptation (including public climate finance) as a COP26 priority with the global finance gap highlighted by the Climate and Development Ministerial in April. This set a pathway for delivering progress pre-Glasgow on: 1) Access to Climate Finance; 2) Responding to Climate Impacts; 3) Quantity, Quality & Composition of Climate Finance; 4) Fiscal Space & Debt Sustainability.
- The need for increased adaptation activities was strongly reinforced by the IPCC's Sixth Assessment Report, from Working Group 1 on The Physical Science Basis released

in August 2021. Current policies are set to put us on track for 2.9 to 3.1 degrees heating by the end of this century, and we will likely reach the 1.5 degree limit set out in the Paris Agreement within a decade.

Overview

A failure to invest in adaptation at scale will have devastating human, environmental and economic consequences. Given this, adaptation is one of three key pillars of the Paris Agreement, alongside mitigation and loss and damage. Wealthy historical polluters have obligations to support global mitigation and adaptation, with both requiring substantial financial contributions. International climate finance is a cornerstone of global cooperation on climate change – rooted in a recognition that climate change is deadly, costly, and that those least responsible for causing it are being hardest hit and have the least resources to cope. Over a decade ago, developed countries committed to mobilise \$100bn per year by 2020, split 50:50 between supporting countries to adapt to climate impacts and to reduce their emissions. The commitment provides a critical underpinning to the Paris Agreement. How the \$100bn goal is met is as important as whether it is met, and to date the focus of global climate action has been on mitigation with too little focus on existing impacts and grants for adaptation. There is pressure for COP26 to urgently address this.

What is Adaptation?

The UN describes adaptation as referring to “adjustments in ecological, social, or economic systems in response to actual or expected climatic stimuli and their effects or impacts”. The term covers a multitude of activities, including those related to **food and agriculture** (rising demand, falling yields, adapting seeds and farming); **infrastructure** (climate proofing of roads, power, sewers, ports, communications etc); **cities** (home to +50% of global population, a key locus for adaptation e.g. coastal cities); **water resilience** (efficiency of water use and responding to floods and droughts); **nature based solutions** (large-scale protection and restoration of nature, replanting trees and re-building mangroves). Adaptation also tends to be used in discussions on **anticipatory action and Disaster Risk Reduction (DRR)**, including the prevention of climate impacts, protection from climate impacts (early warning systems) and recovering from climate impacts. People-centred adaptation measures – sometimes known as ‘soft’ adaptation – include policy, legal, social, management, financial and public health measures that build the capacity and resilience of individuals and communities, and reduce their vulnerability to climate breakdown. These may include people altering their behaviour and increasing their awareness, but also changing their livelihood and increasing their participation in decision-making.

The Global Goal on Adaptation

The Paris Agreement defines a Global Goal on Adaptation (GGA), which the UN describes as “a pivotal component of the Paris Agreement”, pointing the world toward enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change – all within the context of limiting global temperature rise to as close as possible to 1.5 degrees Celsius above pre-industrial levels. All signatories are required to plan and

implement adaptation measures through national adaptation plans, studies, monitoring of climate change effects and investment in a green future. However, sufficient action is not materialising. The UNEP Adaptation Gap Report 2020 found that nations have advanced in planning and implementation, but that huge gaps remain, particularly in finance for developing countries and bringing adaptation projects to the stage where they result in real reductions in climate risks.

A review process to assess progress against the GGA is underway and aims to “capture a snapshot of collective on-the-ground adaptation efforts to pinpoint the status of localised and universal progress made in achieving the GGA.” The review is being led by The Adaptation Committee – established at COP 16 (2010) to promote the implementation of enhanced action on adaptation through technical support and guidance and sharing information, knowledge, experience and good practices – as part of the first Global Stocktake in 2022–2023 on implementation of the Paris Agreement. The Stocktake is required every five years and it is hoped it will help track progress against delivering the global goal and inform increased action in a “nationally determined manner”. However, the International Institute for Environment and Development says there has been “little progress on establishing guidelines for operationalising the GGA” with “no clear roadmap... despite the fact that the stocktake is starting this year”.

Climate Finance and the Paris Agreement

In line with the principle of “common but differentiated responsibility and respective capabilities”, Article 9 of the Paris Agreement says that developed country Parties shall provide financial resources to assist developing country Parties on mitigation and adaptation. It states that scaled-up financial resources should aim to achieve a balance between adaptation and mitigation, while taking country-driven strategies into account. This includes the priorities and needs of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change and those that have significant capacity constraints, such as the Least Developed Countries and Small Island Developing States, considering the need for public and grant-based resources for adaptation. At COP21, it was decided that developed countries intended to continue their existing collective mobilisation goal through 2025, and that prior to 2025 the COP will set a new collective quantified goal from a floor of \$100bn per year. Climate funds that serve the Paris Agreement include the Green Climate Fund, Global Environment Facility and Adaptation Fund – and other multilateral climate vehicles, including the Climate Investment Funds and the Global Infrastructure Facility. The UK COP26 Presidency has highlighted that “Processes are often complex, differ from provider to provider, can take too long, and demand resources not present in the poorest and most vulnerable countries”.

The Climate Finance Gap

While the climate crisis will impact everywhere and everyone, it is already hitting those who have contributed the least to its causes. Globally, between 1990 and 2015, the richest 1% accounted for 15% of emissions – more than twice that of the poorest half of humanity (7%). Yet, even before the impact of COVID-19 is fully accounted for, Oxfam analysis shows rich countries are breaking their promises to support impacted communities, undermining confidence in the Paris Agreement at a time when it is critical to enhance global climate

action. Finance levels are too low, too conditional, and too often out of reach for those who need it most. Analysis of donor numbers shows that the need to increase grant-based support for adaptation to low-income, climate vulnerable countries and communities is urgent. In 2017–18, only an estimated 25% of total public climate finance went to adaptation. The share of public climate finance going to Least Developed Countries (LDCs) was only 21% and Small Island Developing States (SIDS) only 3%. Grant-based support is only 21% of public climate finance. Instead of helping countries respond, climate finance is contributing to rising – and in many countries, unsustainable – debt. Leaving those who are not responsible for the climate crisis to bear the costs is a violation of the principles of equity and “common but differentiated responsibilities and respective capabilities” within the Paris Agreement.

The UN warns climate change is increasing inequality across and within countries. The UN Special Rapporteur on extreme poverty and human rights warns of a “climate apartheid” in which the “wealthy pay to escape overheating, hunger, and conflict while the rest of the world is left to suffer”. Climate change acts as a risk multiplier for any potential crisis; be it hunger, disease, conflict or other. Not only are low-income countries exposed to some of the most severe impacts, they also have the least financial capacity to adapt. Climate impacts are devastating agriculture globally, increasingly impacting on food security. The UN reports that 155 million people faced extreme levels of food insecurity in 2020 – 20 million more than the previous year. Conflict is the key driver, but the economic shock of Covid-19 and the ongoing climate crisis are driving hunger too.

Locally-led Adaptation and Gender Responsiveness

The UNFCCC notes that parties to Paris Agreement “acknowledge that adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach, considering vulnerable groups, communities and ecosystems, and should be based on and guided by the best available science and, as appropriate, traditional knowledge, knowledge of indigenous peoples and local knowledge systems, with a view to integrating adaptation into relevant socioeconomic and environmental policies and actions”. However, responses to climate impacts are primarily reactive, with too little focus on building resilience and too little meaningful local participation and ownership. Significant work has been done via the Global Commission on Adaptation to identify some key principles for locally-led adaptation. This refers to measures which are driven by and connect with local priorities and the knowledge of local communities by ensuring that they have voice, ownership, and power over resources to build resilience to climate change, recognising their knowledge and expertise.

Gendered power structures interact with other characteristics – such as age, disability, race and poverty – to make women, and particularly poor women of colour in the Global South, most vulnerable: from having to walk further to collect water to being last to eat during food shortages. Without more women from the Global South at the table, and a gendered, intersectional and transformative response to adaptation, it will be less effective. Women play significant roles in agriculture, food security, household livelihoods, labour productivity and managing natural resources and therefore bring specific knowledge, skills and agency to adaptation activities. While women and girls in the Global South are excluded, they will continue to pay for climate change with their lives, livelihoods and wellbeing. The UK COP26 Presidency has identified improving the gender-responsiveness of climate finance as a priority for action.

The Path to COP26 on Adaptation

In January 2021, the COP26 Presidency released its Priorities for Public Climate Finance in the Year Ahead and the Adaptation Action Coalition was also formed, to build upon the 2019 UN Climate Action Summit's (UNCAS) 'Call for Action on Adaptation and Resilience'. Alongside urgently increased efforts to reduce emissions, the Call to Action committed to "equal and increased urgency to adapt to climate impacts and build resilience for the future". The Coalition was launched by the UK in partnership with Egypt, Bangladesh, Malawi, the Netherlands, Saint Lucia and the United Nations. The coalition is open to all UN member states (plus the European Union) who have signed the Call for Action and aims to "accelerate global action on adaptation to achieve a climate resilient world by 2030". Its workstreams will: "demonstrate real world action that is being taken to respond to climate risks; build the evidence base on good adaptation; support the integration of climate risk into sectoral and national plans; ensure work is driven in partnership with others, including the Race to Resilience to bring together state and non-state actors; integrate inclusion and the locally-led principles."

In March 2021, the UK COP26 Presidency convened a Climate and Development Ministerial. Alongside stressing the importance of keeping 1.5 degrees in reach, the Presidency emphasised greater action on adaptation and mobilising finance for climate action. The incoming COP26 President stressed that the mobilisation of finance is essential for implementation of the Paris agreement, and the need for this issue to be "intertwined" with pandemic recovery. There was agreement of a Climate and Development Pathway towards COP26. At the G7 in June 2021, Canada and Germany announced increased climate finance and all members reaffirmed their commitment to "jointly mobilise \$100bn per year from public and private sources, through to 2025". However, detail was lacking on the level of funding which will be committed, as well as on the finance instruments involved and the balance between adaptation and mitigation. Between May and July 2021, three Regional Climate Weeks were also held – in Latin America and the Caribbean, Asia Pacific and the Middle East and North Africa – to build momentum towards COP26, including discussions on National Adaptation Plans (NAPs). The Africa Climate Week 2021 is scheduled for 27–29 September.

On July 9, 2021, the UK and Chile, held a joint informal workshop on the Global Goal on Adaptation focused on what needs to be agreed at COP26 and how progress on the GGA might be assessed at the Global Stocktake to be presented in 2023. This included data collection and reporting, as well as the need for context specific indicators capturing progress at the local and national level alongside qualitative and quantitative metrics for global aggregation. A key concern was ensuring that assessing overall progress catalyses more action and support for climate vulnerable countries. Other areas discussed included increasing awareness of best practices and lessons learned; capacity building and knowledge exchange both internationally and sub-nationally; and the opportunity to highlight local voices, the empowerment of women, youth, the disabled, and leveraging indigenous knowledge systems. Participants said the focus should be on practical support, including: reporting on adaptation; developing national adaptation metrics; identifying needs and priorities; national and local level education to enable the integration of adaptation into planning; and to ensure that finance reaches the local level. Many participants spoke of the importance of improving access to adaptation and climate finance and the need for a better balance between adaptation and mitigation finance.

In July, the Italian-led, first ever joint G20 Climate and Energy Ministers meeting was held in Naples. All G20 countries agreed to submit both 2030 and long-term targets by COP26. G20 countries also recognised climate impacts at 1.5C will be less severe than at 2C above pre-industrial levels and pledged to roll out long-term strategies to slash global emissions by mid-century, but there was a lack of agreement on the phase out of coal. There was agreement to endeavour to allocate 'an ambitious share' of COVID recovery plans to support climate action, but there was no new progress on climate finance. G7 nations have committed to resolve this by the UN General Assembly on 14–30 September, with a plan to meet the \$100bn target. Further talks are also expected in the October G20 Finance Ministers' meeting and IMF / World Bank sessions and at the G20 summit in Rome at the end of October.

The Twentieth meeting of the Adaptation Committee - set up to promote implementation of enhanced action on adaptation under the UNFCCC is on 7–10 September 2021. In addition, in September and October, IIED (in partnership with the UN COP26 Presidency, Race to Resilience and the Adaptation Action Coalition, among others) is hosting six peer-to-peer regional dialogues across Africa, the Asia-Pacific region, and the Caribbean and Latin America which will aim to facilitate partnerships and help identify financial support for state and non-state locally-led adaptation delivery.

COP26 will then see negotiations begin on a new post-2025 finance goal(s) to replace the \$100bn commitment. With existing climate finance commitments only covering the period up to 2020/21, this year will also be a vital one for securing new climate finance commitments up to 2025. There are also likely to be further discussions on loss and damage. Following the agreement to set up the Santiago Network on Loss and Damage at COP25, many developing country Parties are hoping provisions for this will be agreed at COP26. While finance for loss and damage is not on the formal negotiating agenda, COP19 established the Warsaw International Mechanism to address the losses and damages associated with impacts of climate change in developing countries that are particularly vulnerable to the adverse effects. The Climate Vulnerable Forum (CVF) and others are stressing that the loss and damage from human induced climate change is different from adaptation to climate change. Amid calls for developed countries to provide funding to developing countries facing loss and damage, COP25 agreed to ask the Green Climate Fund to consider the matter and referred the issue to the UNFCCC's Finance Committee. COP26 needs to ensure progress is simultaneously achieved on climate finance and loss and damage. In addition, the Subsidiary Bodies (SBs) will report on progress and outcomes of the Koronivia Joint Workplan on Agriculture (KJWA) – established at COP23 in Fiji in 2017 to advance discussions on the role of agriculture to respond to the climate crisis. A decision may be reached on future work.

The COP26 Adaptation, Loss and Damage (ALD) day will take place on 8 November 2021 and aims to raise the profile of ALD, demonstrate the universality of the adaptation gap but the locality of solutions, accelerate adaptation action through new commitments, and broaden the coalition of adaptation partners. As well as the goal on adaptation, the UK Presidency goals on finance and collaboration will be integral to the Adaptation, Loss and Damage Day.

The IPCC is currently preparing its Sixth Assessment Report (AR6). The Working Group II report, which assesses climate change impacts, adaptation and vulnerability, will be released on 21 February 2022 and this will be reflected in the AR6 Synthesis Report which is due for release on 3 October 2022.

Additional Reading

- Delivering an Adaptation Action Agenda, produced by the Climate Adaptation Summit in January 2021.
- The Summit Communiqué from the Climate Vulnerable Forum's Virtual Summit in 2018.
- Adapt Now: Global Call for Leadership on Climate Resilience, by the Global Commission on Adaptation (2019).
- Principles for Locally Led Adaptation, the Global Commission on Adaptation.
- Oxfam's Climate Finance Shadow report 2020 (2020) and Confronting Carbon Inequality (2020).
- Tracking and Reporting Finance for Locally Led Adaptation to Climate Change, World Resources Institute (2021).
- Money Where It Matters, a project led by the International Institute for Environment and Development.
- IIED (2021) Progressing the Global Goal on Adaptation.
- Stop Climate Chaos Scotland: Delivering Climate Justice at COP26 in Glasgow (July 2021) and Financing Climate Justice: Scotland at COP26 (October 2020).