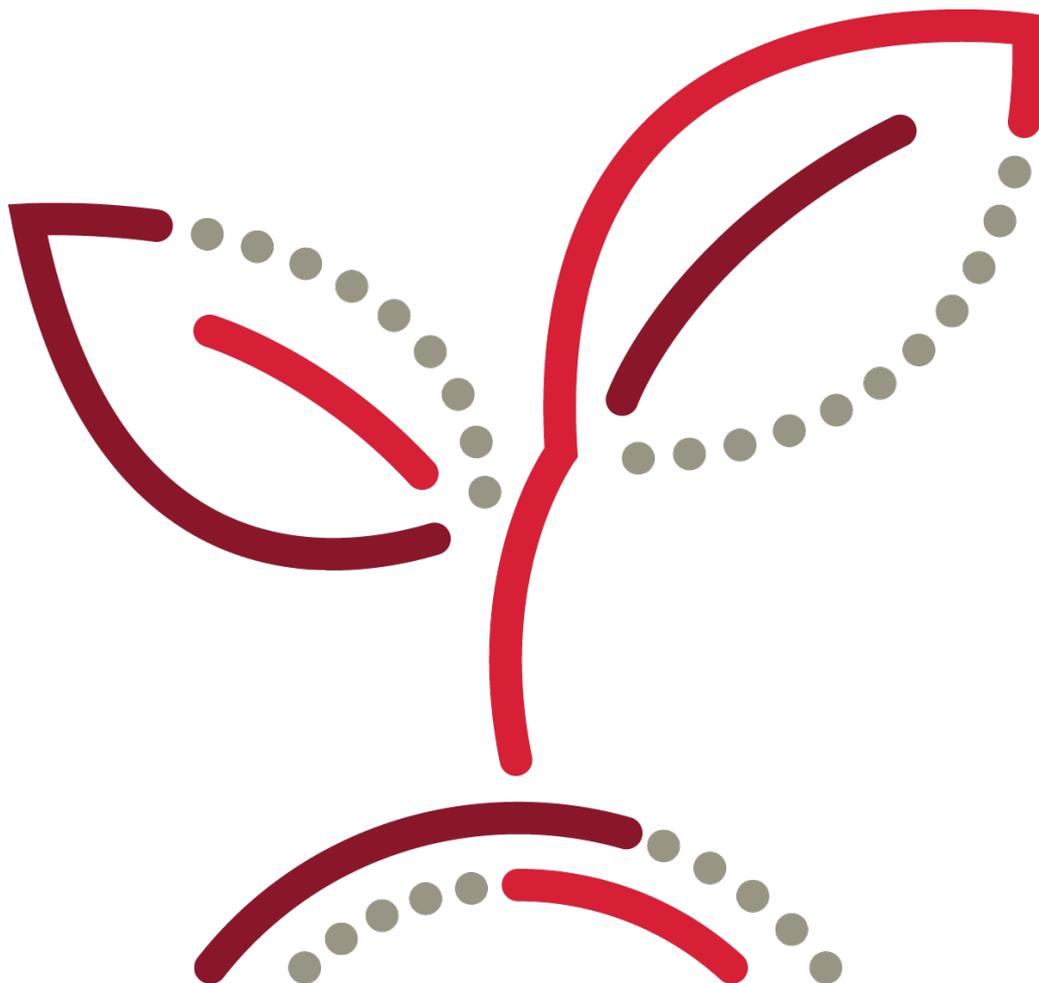




2022 Impacts, Adaptation and Vulnerability – a policy response

CAN-UK policy response to the Intergovernmental Panel on Climate Change (IPCC) Working Group II contribution to the sixth assessment report¹



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About CAN-UK

Climate Action Network UK (CAN-UK) is the UK node of CAN, a global network of more than 1,500 civil society organisations in over 130 countries driving collective and sustainable action to fight the climate crisis and to achieve social and racial justice. CAN-UK brings together international development and environment organisations in the UK working on the poverty-nature-climate agenda to advocate for climate justice and sustainable development for all. climatenetwork.org

About Bond

Bond is the civil society network for global change. We bring people together to make the international development sector more effective. bond.org.uk

Acknowledgements

This report was written by CAN-UK's Adaptation Working Group on behalf of CAN-UK and Bond. Coordinated by Sophie Rigg, Senior Climate and Resilience Advisor at ActionAid UK and CAN-UK Adaptation Working Group chair.

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“An atlas of human suffering and a damning indictment of failed climate leadership.”

UN Secretary General António Guterres on the IPCC sixth assessment report on Impacts, Adaptation and Vulnerability, 2022

Climate change impacts, adaptation, and vulnerability

The IPCC sixth assessment report on climate impacts, adaptation, and vulnerability is a stark warning to humankind and a wake-up call to global leaders. It lays bare how human-induced climate change has already pushed our natural and human systems beyond our ability to adapt and led to irreversible impacts for people and planet.ⁱⁱ These impacts and losses and damages are happening sooner, faster and are more severe than previously thought, and they are increasing with every fraction of a degree of warming. We are bearing witness to the rapid deterioration of our ecosystems and the sustainability of our planet and way of life.

The report also provides unequivocal evidence of the injustice of climate change. Inequity and marginalisation linked to gender, ethnicity and low incomes are causing those with the least resources, and that have done the least to cause this existential reckoning, to face climate change’s worst impacts. This injustice and the disparity in the distribution of climate vulnerabilities and impacts are driven by “historical and ongoing patterns of inequity” such as colonialism, governance systems that dominate from the local to the global level, and unsustainable development patterns.ⁱⁱⁱ

“The cumulative scientific evidence is unequivocal: Climate change is a threat to human well-being and planetary health. Any further delay in concerted global action on adaptation and mitigation will miss a brief and rapidly closing window of opportunity to secure a liveable and sustainable future for all”^{iv}

Policy implications and needs

Political actions and inactions, now and over the next decade, determine our ability to manage the impacts of climate change and will shape our collective future.

While the 2022 IPCC report on impacts, adaptation, and vulnerability makes for distressing and bleak reading, it also provides evidence on how governments can and must adapt to climate change and address losses and damages. It stresses the urgent need for governments and political leaders to set us on a path of climate resilient and sustainable development by integrating adaptation and mitigation actions and advancing sustainable development for all. It highlights the need for climate action to be transformational - challenging unequal power dynamics and helping to reconfigure our global systems. This is enabled when development choices *“prioritise risk reduction, equity and justice, and when decision-making processes, finances and actions are integrated across governance levels, sectors and timeframes.”^v*

Political leaders have to date ignored the calls from impacted communities, civil society, and concerned citizens to urgently address the climate emergency. As a result our available range of liveable futures is now limited, and we continue on a pathway of global heating and increased climate change impacts. The window to secure a world in which everyone can thrive is rapidly closing. **The IPCC has made it crystal clear: large scale investment in our collective future is needed and we must act with urgency. Governments must deliver transformational, risk-informed and rights-based action to address climate change now.**

CAN-UK calls on the UK to deliver on the following in 2022:

1. Increase the quality and quantity of climate finance for adaptation
2. Broker an agreement on loss & damage finance by COP27
3. Drive forward the Global Goal on Adaptation with concrete actions
4. Embed locally-led, inclusive and rights-based adaptation into climate action
5. Increase investment in high quality ecosystems-based adaptation
6. Integrate and promote early warning and early action
7. Transform agricultural investment to support sustainable practices

The UK government

The UK has a significant historic responsibility for climate change, as the country that led and financially benefited from the industrial revolution and the continued carbon-based economy. The UK also played a leading role in forming the inequitable global governance systems that continue to drive the causes of climate change today. The UK has a historic responsibility and the financial capacity to do a significant portion - the UK's "fair share" - of the work to address the climate emergency, both at home and abroad. While progress has been made, the UK has not yet gone far enough to deliver its fair share of mitigation action at home and abroad, or of the finance needed for adaptation. Nor has the UK provided finance to address the loss and damage caused by climate change impacts that fall disproportionately on low-income countries and already marginalised communities.

The IPCC report leaves no room for ambiguity and makes clear the urgency. The UK has a unique role to play this year in responding to this stark evidence, both as the UNFCCC COP President with responsibility for delivery of COP26 outcomes, and as a country with the responsibility and capacity to do more.

CAN-UK calls on the UK to deliver on the following in 2022:

Increase the quality and quantity of climate finance for adaptation

“Enhanced mobilization of and access to financial resources are essential for implementation of adaptation and to reduce adaptation gaps.”^{vi}

The global climate finance commitment of US\$100bn a year by 2020 has not been delivered, nor has the agreed balance of finance between adaptation and mitigation. Adaptation funding is falling far short of the US\$50bn a year expected, increasing vulnerability and risk. However, these outstanding commitments are only a drop in the ocean compared to the financing that is needed to meet the scale of the climate emergency, as evidenced so clearly by the IPCC report. Adaptation remains woefully underfunded, and this must urgently change in 2022.

As COP26 President, the UK sought to address this historic neglect of adaptation finance in two ways, first through a US\$100bn Delivery Plan^{vii} to show when and how the delayed commitment will finally be met, and secondly by brokering a commitment at COP26 to double adaptation finance, though this still falls short of US\$50bn a year. Delivering on these commitments made under the UNFCCC process remains crucial to restore trust with climate vulnerable countries, while collectively working towards the scale of financing needed. The UK must use the continued presidency role this year to work with countries to ensure these commitments are delivered, with demonstrable increases in adaptation finance flows by COP27 and concrete implementation plans.

The IPCC report findings are timely as the process begins this year to agree a new collective quantifiable climate finance goal to replace US\$100bn in 2025. It is vital those discussions are anchored in the realities and urgency laid bare by the IPCC. The UK presidency should be at the forefront of reframing climate finance discussions away from top-down donor-led negotiations, to instead be needs-, science-,

and justice-based undertaken under recognition of solidarity and responsibility. The IPCC report must be formally recognised in the proceedings and serve as a basis for those discussions, with specific subgoals for mitigation, adaptation, and loss and damage to ensure the new goal delivers on the priorities of the most climate vulnerable.

The urgent need for new and additional sources of climate finance is more pressing than ever in the context of rising levels of hunger globally, escalating loss and damage from climate change impacts, the ongoing pandemic, and cuts to the UK ODA budget. The UK has called on other countries to increase adaptation finance, yet has both cut the ODA budget and cut adaptation spending - a double blow for communities working hard to escape poverty only to be hit by a global pandemic and a climate emergency not of their making. These cuts must urgently be reversed, restoring UK ODA to 0.7% GNI and providing new and additional sources of grant-based finance to rebuild the UK's adaptation support overseas and credibility in this space. It is clear that ODA budgets alone will not be sufficient to meet rising climate finance costs alongside other critical development and humanitarian needs. New and additional sources of finance must also be part of UK and international commitments on adaptation and loss and damage finance.

Broker an agreement on loss & damage finance by COP27

“With increasing global warming, losses and damages will increase and additional human and natural systems will reach adaptation limits.”^{viii}

The IPCC report evidences how global political inertia on climate change mitigation and adaptation has meant that we have reached ‘soft’ and ‘hard’ limits to our ability to adapt to climate change, leading to losses and damages. While soft limits could be overcome with increased financing, political will and climate resilient policies, hard limits can no longer be reversed. We are witnessing hard limits with the destruction of coral reefs and deterioration of the rainforests, polar regions, and mountains. Cases of soft and hard limits being reached are increasing in frequency with every year and every partial degree of warming.

The IPCC attests to and describes how the resulting losses and damages are already significant and are unequally distributed. Those that are marginalised in society, have the least resources, and live in climate-vulnerable regions, are being hit the hardest. These losses and damages are both economic, such as loss of livelihoods and infrastructure, and non-economic, such as loss of life, health, and culture.

The Paris Agreement enshrines that parties should enhance action and support to address loss and damage^{ix}, yet little has been delivered. At COP26 the majority-world (led by the G77 and China) called for a financing facility to be established with support to address the impacts that the IPCC highlight in their report. This facility was not agreed at COP26. Instead, a dialogue concluding in June 2024 was agreed, but the IPCC report is clear there is no time to waste and communities on the frontline are already paying too high a price for climate inaction. A global future that is resilient to climate change relies on loss and damage being the third and equal pillar of climate action alongside mitigation and adaptation.

Continuing in the COP Presidency role in 2022, the UK must prioritise brokering a deal by COP27 to provide a new, and well resourced, finance facility for loss and damage, and as a negotiating party at COP27 stand in solidarity with the needs of the most marginalised and provide new and additional finance for loss and damage.

Drive forward the Global Goal on Adaptation with concrete actions

“Enabling conditions are key for implementing, accelerating and sustaining adaptation in human systems and ecosystems. These include political commitment and follow-through, institutional

frameworks, policies and instruments with clear goals and priorities, enhanced knowledge on impacts and solutions, mobilization of and access to adequate financial resources, monitoring and evaluation, and inclusive governance processes.”^x

The IPCC report highlights how adaptation policies and programmes are currently fragmented and unequally distributed across regions, with the lowest income population groups experiencing the largest gaps. To address these gaps and increase the effectiveness of adaptation, the IPCC report stresses the need for co-produced processes to deepen climate change knowledge and the understanding of adaptation needs. It also demonstrates the importance of improving monitoring and evaluating systems, and processes to increase the effectiveness of adaptation.

The Global Goal on Adaptation (GGA), established through the Paris Agreement, is a key tool for addressing these gaps and challenges. At COP26, the Glasgow–Sharm el-Sheikh Work Programme was established to develop guidelines and a framework for operationalising the GGA by COP28, with progress to be reported at COP27. Whilst this Work Programme focuses on processes to operationalise the GGA, it is also highly political: *“The framework of the GGA will strongly influence what type of adaptation action will be prioritised — in other words, what will count in the eyes of the international community”*,^{xi} and therefore what will be eligible for financing.^{xii}

The UK must use its remaining time as COP President to ensure that the GGA is guided by the promises made in Glasgow. The Work Programme needs to make demonstrable progress in 2022 towards a goal that is clearly defined and that leaves no room for ambiguity over the adaptation ambition that is needed. Clear milestones for progress in 2022 and 2023 need to be defined that will lead to concrete actions for scaled-up adaptation. The Work Programme must also be inclusive and include equitable geographical representation.^{xiii} It must also be guided by Article 7, paragraph 5 of the Paris Agreement, following *“a country-driven, gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems, [and] based on and guided by the best available science and, as appropriate, traditional knowledge, knowledge of indigenous peoples and local knowledge systems.”*^{xiv}

The UK Presidency must work to ensure that adaptation and the GGA are central to securing a sustainable future and overcoming poverty and are priorities for COP27. The urgency for scaled-up, effective, and transformative adaptation, as laid out so clearly in the IPCC report, must be reflected within the GGA.

Embed locally-led, inclusive and rights-based adaptation into climate action

“Integrated and inclusive system-oriented solutions based on equity and social and climate justice reduce risks and enable climate resilient development.”^{xv}

The IPCC report recognises the central role of community-led adaptation in designing and delivering effective, sustainable, and just adaptation policies and programmes. It highlights the central role of marginalised groups, and local and indigenous knowledge. Local people - including women, youth, Indigenous Peoples, people with disabilities, and other marginalised people - are the most knowledgeable of their adaptation needs and are best able to develop creative, bottom-up, and transformative solutions for their particular geography and community to tackle the underlying drivers of inequality, poverty, climate change, and the degradation of nature. The IPCC report also provides evidence of how adaptation that does not involve inclusive planning can lead to maladaptation, increasing the negative consequences of climate change and exacerbating inequity.

At COP26, little attention was paid to locally-led, inclusive, and rights-based adaptation that advances climate justice. The UK Presidency must do more this year to champion and embed these fundamentals for effective, inclusive, and just adaptation in all fora, especially in the GGA, the delivery of the \$100bn,

and the doubling of adaptation finance. This requires increased funding reaching the community level and being accessible to marginalised groups including women, Indigenous Peoples, and people with disabilities.^{xvi}

The UK can lead by example and prioritise inclusive and locally-led adaptation in UK International Climate Finance (ICF), and increase transparency on how ICF is spent and how much reaches local levels and marginalised groups. Complexity in accessing climate finance remains a huge barrier to scaling up locally-led adaptation, and work led by the UK Presidency under the Taskforce on Access to Climate Finance should be strengthened this year and move beyond pilot projects to systematic institutional change in practices across bilateral and multilateral climate finance sources and institutions to improve direct access for local level women's rights organisations, Indigenous Peoples, marginalised groups, and community action. Again, the UK can show leadership in this area through increasing ICF flows to the local level.

The Principles for Locally Led Adaptation endorsed by FCDO^{xvii} contain succinct guidance relevant to all scales for the delivery of equitable, inclusive, and effective local adaptation. This guidance should now be embedded into the funding and delivery of UK ICF and promoted by the UK COP Presidency with other parties to also endorse and implement.

The IPCC highlights how policies and interventions that address gender inequities can reduce climate change vulnerabilities and risks. This year there will be an intermediate review of the progress on the Lima Work Programme on Gender and its Gender Action Plan during the meeting of the Subsidiary Bodies in June and at COP27. In advance of this, the UK Presidency should encourage Parties to take stock of and map national progress in advancing gender equity and the Gender Action Plan. Working closely with the Egyptian Presidency and other parties, the UK must work towards clear actions and outcomes at COP27 to address gaps in progress on the Gender Action Plan and the development of gender-responsive climate change policies and action.

Increase investment in high quality ecosystems-based adaptation

“Effective Ecosystem-based Adaptation reduces a range of climate change risks to people, biodiversity and ecosystem services with multiple co-benefits.”^{xviii}

The IPCC highlights the risks of climate change to both people and ecosystems, as well as the value of ecosystem-based adaptation as an effective approach to reduce the impacts of climate change while delivering additional benefits for people and biodiversity. It underlines that conservation, protection, and restoration of all ecosystems, together with targeted management to adapt to unavoidable impacts of climate change, reduces the vulnerability of biodiversity to climate change, including the many species and habitats on which marginalised communities depend.

Ecosystem-based adaptation measures included in the IPCC report include urban greening for cooling, the use of natural river and forest systems to reduce flood risk, and re-establishing coastal wetlands to prevent coastal erosion. These nature-based solutions, among others, can play a critical role in adaptation in the face of sea level rise, floods, droughts, heatwaves, and changing seasonal patterns, and are a crucial and highly beneficial part of adaptation planning and action. However, currently only a small fraction of international adaptation finance for low-income countries supports nature,^{xix} missing out on significant opportunities to maximise financial support to achieve co-benefits for local livelihoods, ecosystems, and climate action.^{xx}

The report also highlights that ‘maladaptation’ must be avoided. For example, afforestation of naturally unforested land, or poorly implemented bioenergy and BECCS (bioenergy with carbon capture and storage) schemes, can compound climate-related risks to biodiversity, water and food security, and livelihoods, especially if implemented at large scales or in regions with insecure land tenure.

As COP President, the UK has a crucial role to play in supporting countries to implement COP26 outcomes on nature, and raise the profile of the win-win-win opportunities of investing in high quality nature-based solutions for climate action. This can be achieved through the setting of high integrity standards for people and nature for nature-based solutions, and the integration of nature into National Adaptation Plans and Adaptation Communications, and other national and sectoral plans and policies with robust targets, indicators, and defined metrics. The UK can lead by example by enhancing the role of nature in the UK Nationally Determined Contribution (NDC) and Adaptation Communication this year, and by ensuring finance that works for people, nature, and climate is central to UK ICF spending as well as climate finance discussions and delivery in the lead up to COP27.

Integrate and promote early warning and early action

“There are a range of adaptation options, such as disaster risk management, early warning systems, climate services and risk spreading and sharing that have broad applicability across sectors and provide greater benefits to other adaptation options when combined”^{xxi}

The IPCC report makes clear the importance of integrating action on climate change adaptation with risk-informed development and the reduction of disaster risk. It evidences the feasibility and effectiveness of early warning systems and early action to reduce the impacts of climate change. Early warning systems, such as hazard monitoring, forecasting, preparedness activities, and alert systems help to prevent the loss of life and are applicable across multiple geographies, sectors, and climate risks. However, multi-hazard early warning systems that deliver impact forecasts to enable effective early action are still geographically uneven, and for certain climate risks, such as drought, inadequate.

The IPCC report identified the need for a transformation in humanitarian and development practice, with forecast-based early action becoming ubiquitous, enabling the worst consequences of climate change impacts to be averted and triggering proactive planning and implementation of emergency response and recovery activities. Forecast-based early action must also be enabled at community-level especially for those most marginalised and facing the greatest risks, by ensuring information is shared widely and in a timely and accessible way, and by providing investment for locally-led preparedness activities based on local and indigenous knowledge. As with all effective adaptation activities, planning must be inclusive and avoid maladaptation, so as not to inadvertently exacerbate existing harm and marginalisation.

The UK can lead by example by acting on the evidence in the IPCC report to integrate climate change adaptation effectively and fully into all development and humanitarian programming, with predictable and long-term finance attached. The Global Platform for Disaster Risk Reduction in May 2022 is an opportunity for the UK to promote an integrated and long-term approach with partner countries and international financial institutions.

Transform agricultural investment to support sustainable practices

“Agroecological principles and practices (...) support food security, nutrition, health and well-being, livelihoods and biodiversity, sustainability and ecosystem services”^{xxii}

The IPCC report exposes the vulnerability of the global food system, and failures to date to build resilience, avert productivity declines, provide balanced and nutritious diets for all, and halt land and biodiversity loss and degradation. It highlights how unsustainable agricultural expansion has created vulnerability to climate change and drives climate change through significant greenhouse gas emissions and the destruction of vital carbon sinks.

By contrast, the IPCC report evidences the effectiveness of agroecological principles and practices for creating healthy and productive food systems that are resilient and sustainable in a changed and

changing climate, and that contribute to mitigation and adaptation. Agroecology enables adaptation and mitigation co-benefits by reducing greenhouse gas emissions and increasing the absorption of carbon dioxide by crop and grazing land, while being low cost, sustainable, and delivering long-term productivity gains. Yet this approach is still consistently overlooked at the political and investment level.

Globally, an urgent transformation of the food system is needed away from high emission, ecosystem-degrading, chemical agriculture, to agroecology, agroforestry, and other sustainable food production systems. This is needed with the same urgency as the transition from fossil fuels to renewable energy. The Just Rural Transition's Policy Action Agenda, endorsed by the UK government, finds that agriculture has *"failed to address growing challenges linked to climate change, environmental degradation of soils and water, biodiversity loss, food and nutrition security and pandemic risks"* and that *"time is running out to address these challenges. Urgent transition is needed towards sustainable agriculture"*.^{xxiii} The system of USD \$700 billion annual agricultural subsidies that currently sustains the unsustainable global food system must be overhauled and the money reprogrammed to that which helps rather than harms.

The UK COP Presidency is uniquely placed to explore opportunities this year to advance a just transformation in agriculture, such as through partnership models like the South Africa energy partnership, but for agriculture, and by strengthening the role of nature and agriculture in the UK NDC through a more holistic food systems approach. With the future of the Koronivia Joint Work on Agriculture to be agreed at COP27, the UK should work with parties to ensure the relevance of the IPCC report findings are highlighted in its outcomes and to champion agroecology as a substantial part of that workstream. The UK government should also use the fora and channels identified within the Just Rural Transition Policy Action Agenda to ensure on-going collaboration on agriculture and a redirection of policies to support sustainable agriculture.

The findings of the IPCC report should also be reflected in the FCDO's agriculture strategy and programming to direct support to sustainable approaches such as agroecology that enable small-scale farmers to access land, water, and seeds, and create and sustain flourishing ecosystems, while also addressing existing gender inequalities and marginalisation in agriculture.

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- ⁱ IPCC (2022) Climate Change 2022, Impacts, Adaptation and Vulnerability, Working Group II contribution to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change. Available at: <https://www.ipcc.ch/report/sixth-assessment-report-working-group-ii/>
- ⁱⁱ IPCC (2022) Climate Change 2022, Impacts, Adaptation and Vulnerability, Summary for Policymakers (p.7-8).
- ⁱⁱⁱ Ibid (p.11).
- ^{iv} Ibid (p.35).
- ^v Ibid (p.32).
- ^{vi} Ibid (p.29).
- ^{vii} Available at: <https://ukcop26.org/wp-content/uploads/2021/10/Climate-Finance-Delivery-Plan-1.pdf>
- ^{viii} Ibid (p.25).
- ^{ix} Article 8.3 of the Paris Agreement states: “Parties should enhance understanding, action and support (...) on a cooperative and facilitative basis with respect to loss and damage associated with the adverse effects of climate change.”
- ^x IPCC (2022) Climate Change 2022, Impacts, Adaptation and Vulnerability, Summary for Policymakers (p.29).
- ^{xi} Beauchamp, E., et al. (2021) Progressing the Global Goal on Adaptation — key issues. The International Institute for Environment and Development (IIED). London, UK. Available at: <https://pubs.iied.org/sites/default/files/pdfs/2021-01/17773IIED.pdf>
- ^{xii} Climate Analytics (2021) What next for the Global Goal on Adaptation, Available at: https://climateanalytics.org/media/what_next_for_the_global_goal_on_adaptation_2.pdf
- ^{xiii} Glasgow–Sharm el-Sheikh Work Programme on the Global Goal on Adaptation, Decision -/CMA.3, UNFCCC (2021) available at: https://unfccc.int/sites/default/files/resource/cma3_auv_4ac_Global_Goal.pdf
- ^{xiv} Paris Agreement, 2015 and recalled in the Glasgow–Sharm el-Sheikh Work Programme, 2021.
- ^{xv} IPCC (2022) Climate Change 2022, Impacts, Adaptation and Vulnerability, Summary for Policymakers (p.31).
- ^{xvi} For more information on disability inclusion in climate action, please read our CAN-UK and Bond 2021 report available at: https://www.bond.org.uk/sites/default/files/resource-documents/ddg_climate_brief-formatted-141021-final_-_20_oct_2021.pdf
- ^{xvii} https://files.wri.org/s3fs-public/uploads/Locally_Led_Adaptation_Principles_-_Endorsement_Version.pdf
- ^{xviii} IPCC (2022) Climate Change 2022, Impacts, Adaptation and Vulnerability, Summary for Policymakers (p.24).
- ^{xix} Blog by Nora Nisi and Ebony Holland at IIED (2022), available at: <https://www.iied.org/only-fraction-international-climate-adaptation-finance-for-least-developed-countries-found-also>
- ^{xx} For more information on addressing poverty-nature-climate issues in an integrated way, please read our previous reports “Addressing the triple emergency, poverty, climate change and environmental degradation” (2020) available at: <https://www.bond.org.uk/resources/addressing-the-triple-emergency-poverty-climate-change-and-environmental-degradation> and “Nature-based solutions in action: Lessons from the frontline” (2021) available at: <https://www.bond.org.uk/resources/nature-based-solutions-in-action-lessons-from-the-frontline>
- ^{xxi} IPCC (2022) Climate Change 2022, Impacts, Adaptation and Vulnerability, Summary for Policymakers (p.26).
- ^{xxii} Ibid (p.24).
- ^{xxiii} Just Rural Transition (2021). Policy Action Agenda for Transition to Sustainable Food and Agriculture, through repurposing public policies and support & scaling innovation. Available at: <https://justuraltransition.org/policy-action-agenda/>