

A large, stylized graphic of a globe is centered in the background. It features a grid of latitude and longitude lines. The globe is rendered in various shades of green, with the lines being a slightly darker shade than the background. The overall effect is a subtle, textured background element.

CLOSING ^{THE} GAPS

Declaration and Executive Summary

Commission on Climate Change and Development

The independent Commission on Climate Change and Development was launched in late 2007 by the Swedish government. Chaired by Swedish Minister for International Development Cooperation Gunilla Carlsson, the Commission has 13 members from countries in all regions. They represent international and regional organizations as well as science, civil society, and the private sector. The full report of the Commission is available at www.ccdcommission.org

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Climate for Change

The Declaration of the Commission on Climate Change and Development

Sustainable development is possible but at risk. The planet's crises – rapid climate change, degraded ecosystems, scarcities of food, water, and energy – will outlast the serious economic downturn that now absorbs the attention of global leaders and affects people worldwide. Some crises can be reversed, but the damage to climate and ecosystems that contain and support all life may be beyond repair and contribute negatively to economic prosperity. It is imperative that all countries adapt to this reality. We are all in this together.

The way that nations respond to the global recession can provide the basis for a new path of development that begins to ease the planet's interlocked emergencies.

The international community seems less concerned about the failing climate system than about failing financial institutions. It hesitates to speak of millions for adaptation to climate change, but mobilizes billions for the financial crisis. Faced with a global crisis, nations risk turning inward, focusing on narrow concerns, which would be a historic mistake.

Yet the climate upon which human civilization is based is changing faster than imagined 20 years ago – or even 2 years ago. The change is accelerating and will affect future economic growth and deepen the economic gaps.

We must respond by mitigation – decreasing greenhouse gas emissions, creating low-carbon paths of development for every nation, paths of development that are both a right and a necessity.

But past emissions are already causing rapid change; so we must adapt to climate change – for present and future generations. Adaptation actions can spur development and the achievement of the Millennium Development Goals. The crises affect all, but they hit the poorest and most vulnerable hardest. The climate crisis is already claiming its victims.

Climate change also presents humankind with a historic opportunity to make development more sustainable, encompassing a low-carbon economy and ad-

addressing the risks posed by climate change. It offers an opportunity to create trust and cooperation to better manage all crises, to fashion a market built on ecological truths as well as economic data, to redefine the way we measure growth and prosperity. It provides an opportunity for developing renewable energy for growth, providing the vulnerable with resources for adaptive capacity, and reducing the risk of disaster. The responses to climate change provide an opportunity to address the inherent inequity in the climate process and to create equity within nations, among nations, and between generations.

This Commission has focused primarily on adaptation as an important element of human development. We recognized the capacity of many peoples and families to use their knowledge and deep experience to adapt effectively, given appropriate signals and support. Our focus is on empowering the poorest people and countries to improve their ability to cope with an uncertain future – to reduce the negative effects and exploit the positive ones. Adaptation is also crucial because millions of lives and livelihoods are at stake and because countries and regions that fail to adapt will contribute to global insecurity through, for example, the spread of disease, conflicts over resources, and a degradation of the economic system.

Seventeen years ago the world agreed on the necessity for the rich to aid the poor in adapting and made it a treaty obligation in the UN Framework Convention on Climate Change (UNFCCC). The evidence today is stronger, the moral case unequivocal, and the political importance compelling. There can be no global agreement without adaptation assistance, and because of the nature of climate impacts, there will be much less global security without it. The world will be a worse place for all if we do not meet this treaty obligation.

Adaptation is about forms of development in which the capacity to manage risk determines progress. Thus adaptation is much more than climate-proofing development efforts and official development assistance (ODA). It requires action, additional funding, and deep cooperation between rich and poor nations and between rich and poor people within nations. It requires sustainable development: meeting the needs of the present in ways that do not compromise the ability of future generations to meet their needs.

RESPONSIBILITIES, COMMITMENTS, AND LEADERSHIP

A trust gap has opened between industrial and developing countries, stalling essential common action. It is rooted in a failure to fully acknowledge the polluter pays principle in climate negotiations and political dialogue. It results both from decades of unfulfilled commitments in development and trade and from fears that developing countries with rapidly increasing emissions are not doing enough to curb them. The trust gap can be bridged when commitments by industrial countries are met. Developing nations, for their part, need to ensure transparent management of funds and the empowerment of their communities.

The causes and effects of climate change lie thousands of miles and centuries apart. Science has spoken: we now need the political will to act. In particular, strong and capable leadership is needed to overcome the current trust impasse and help us all live up to our responsibilities to current and future generations. This leadership will require an acknowledgement of urgency, a willingness to accept scientific truth, a long-term perspective, and collective actions.

SUSTAINABLE DEVELOPMENT

Ultimately, we need sustainable development, including a rapid move toward a low-carbon global economy. New green growth investment opportunities are necessary to respond to the urgent and growing needs for climate change adaptation.

Development that can be sustained in a world changed by climate must be enabled by building the adaptive capacity of people and defining appropriate technical adaptive measures. Adaptive capacity results from reduced poverty and human development. Adaptive measures require the institutional infrastructure that development brings. Action must be fast, scaled, focused, and integrated across sectoral divides:

- **Speed:** Wasting no time – climate change is happening faster than science predicted.
- **Scale:** With growing numbers of people in danger, responses must match the scale of change.
- **Focus:** Managing risks, building the resilience of the poorest, and enhancing the ecosystem functions upon which they depend.

- **Integration:** Uniting environment, development, and climate change, and managing synergies between mitigation and adaptation.

GOVERNANCE

The creation of adaptive capacity requires that international funds move efficiently to address impacts that are local. Participatory democracy, functioning institutions, and transparency are needed at all levels for effective adaptation. People at risk need democratic and political space so that they can inform themselves and articulate their views and concerns. They need markets that work for them so that they can trade and build their assets. This means that accountable and responsible government is more important than ever.

Adaptation is best managed through policy coherence and through coordination and cooperation among governments, civil society, and the private sector. The principle of subsidiarity should apply when dealing with adaptation. Impacts are local and contextual. The bulk of responsibility will fall on local and national governments, supported by international actions for appropriate capacities and resources.

Social protection – particularly the direct and predictable transfers of resources to the poor – must become a standard feature when building the adaptive capacity of the most vulnerable households and individuals. It will include effective disaster risk reduction for the most vulnerable.

Women and men have traditionally played different roles in economic activity and natural resources management. Women and men should have equal rights, making full use of their different capacities; where they are affected differently, attention must be given to the needs of the most vulnerable.

INSTITUTIONS

The adaptive capacity of people and communities is mediated through institutions. Disseminating information, building knowledge, articulating needs, ensuring accountability, exchanging goods and services, and transferring resources: all these are needed for adaptation and all are guided by and happen through institutions. In an uncertain world, adaptation cannot be effective without effective and accountable organizations and institutions.

Families, neighborhoods, and communities and their local institutions must have effective links with national, regional, and international institutions, which help set the frameworks and provide many of the means in which and by which they adapt.

Twenty-first century challenges require twenty-first century institutions. Today's organizations must be able to manage public goods, bringing in the private sector. They must be stakeholder-driven, efficiently moving resources from global to local levels. They must be problem solvers, valuing ecosystems in dealing with climate change.

In the short term, we can use existing institutions for the deployment of financial resources and modify these institutions to better manage knowledge and services. In the longer term, as funding increases and agendas expand, new institutions might be needed. Application of the subsidiarity principle, mentioned above, will help distinguish among local, national, regional, and international responsibilities.

Local level

Local institutions know their communities and should have the main responsibility for identifying the poor and vulnerable and supporting them in building safe rural and urban settlements. These institutions should ensure that dissemination of climate information reaches the poorest and most vulnerable through appropriate extension services.

National level

Adaptation requires mechanisms cutting across governments' sectoral forms of organization. National policy coordination for adaptation, disaster risk reduction, poverty alleviation, and human development should be led from the highest political and organizational level. Climate change is far too big a challenge for any single ministry because it requires coordination among multiple sectors. Our report offers encouraging examples. All national sectors must be involved in climate actions.

All governments have a responsibility to protect their poorest and most vulnerable citizens. Climate consequences will affect growing numbers of vulnerable people. Therefore governments need to be ready with the appropriate social safety nets. In developing countries, external technical support is needed to strength-

en institutions responsible for such systems, and national and international organizations should cooperate in this effort.

Communities in fragile states present challenges. International organizations and bilateral donors have a special responsibility to support and channel resources to them via traditional and informal organizations.

In terms of climate change, national governments have to deal with multiple assistance agencies, all of which are trying to prove to their constituencies that they are taking effective action. Responding to climate change makes the principles embedded in the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action – ownership, alignment, use of country systems, division of labor – therefore even more relevant.

Governments should provide an enabling policy framework covering management, planning, and service delivery functions for adaptation that facilitate and support local governments and other actors' efforts. They should ensure that devolved administrative responsibilities are matched by resources and technical capacity.

Governments need to invest more in climate and meteorological information, biophysical monitoring, and early warning, integrating such data in their planning.

Regional level

In many cases, regional coordination will provide the best opportunities for dealing with these issues. Regional organizations should identify added value, analyze lessons learned, and ensure the provision of information on experiences and ongoing activities.

There is a need to address climate change at the level of river basins and agro-ecological zones, making regional agencies more important. These should become more innovative in helping countries produce regional climate information and knowledge, design common early warning systems for extreme weather conditions, manage shared water resources, control regional infectious diseases, and develop and create various agricultural and ecosystem management systems.

International level

The international arena provides great opportunities for major actions such as carbon markets and technology transfer. Yet given that adaptation is based

mainly on local actions, international organizations must become more adept at reaching the local level directly and through national governments and regional organizations.

Adaptation and mitigation both require an improved knowledge network, with much greater investment in generating, disseminating, and exchanging knowledge. It is particularly important to build scientific knowledge and capacity for climate change research in low-income countries. The Intergovernmental Panel on Climate Change (IPCC) should continue its four-yearly reports but should focus also on the rapid turnaround and dissemination of peer-reviewed research findings, especially to low-income countries. The World Meteorological Organization should be equipped to service these new requests of the IPCC.

The IPCC should engage more actively with other existing institutions (such as the UN Environment Programme, the World Bank, UN specialized agencies, academia, civil society, and think tanks) to ensure that climate change knowledge and information reach users in a timely way, particularly in low-income countries.

The UNFCCC secretariat should focus on intergovernmental debate and policy setting, not on regulatory, financial, or operational functions. Regulatory services, the scaling up of carbon trading, and the provision of global corporate guidance (as distinct from political guidance) could be entrusted to a new regulatory institution that would also effectively provide the least developed countries with access to the carbon markets.

The knowledge gap for adaptation is vast, but a growing knowledge network is being developed. The UN should provide a focal point for UN-related climate change knowledge, “delivering as one” within developing countries, providing advice on issues from water and crop management to insurance and disaster risk reduction.

The United Nations, international organizations (including civil society), and governments should work together to quickly and drastically scale up national, regional, and international systems for disaster response and preparedness. The new system should have a standby financial mechanism that would be triggered automatically by a major event, assuring rapid response. It should facilitate recovery through a focus on vulnerability reduction; promote risk transfer, including social transfers and insurance products; and invest in staff with the

creativity and capacity to handle surprises. It should strengthen national and regional capacities.

UN agencies are not effectively coordinating their responses to climate change. Governments should support the efforts of the UN Secretary-General (SG) to strengthen coordination among UN agencies, funds, and programs. We urge the SG to continue to keep climate change issues at the top of government and governance agendas, encouraging and maintaining political will. The SG should bring in stakeholders and set priorities throughout the UN system.

The Commission recognizes the leadership of the SG and urges the SG to convene, in cooperation with international financial institutions, an independent high-level task force to articulate a vision for development that achieves the multiple goals of mitigation, adaptation, and meeting human needs. High on its agenda should be the connections between the different global crises and the adequacy of global public policy and global governance in dealing with them simultaneously.

FINANCE

Resources are essential, but getting adaptation right is not only about money. Adopting a new approach to development and fixing our institutions will provide the kind of incentives needed for more adaptive actions. The transition to a low-carbon green economy can support the global recovery by creating new jobs across a wide range of industries, but it will also secure ecosystem services on which the world depends, especially the adaptive capacity of the poorest. In this context, Reducing Emissions from Deforestation and Degradation offers a promising mechanism for simultaneously delivering mitigation, adaptation, and economic benefits while sustaining vital ecosystem services.

Money is needed now, and more will be needed in the future to help developing countries adapt. The estimated price tag for this is probably higher than what is currently spent on ODA, but that is still uncertain. Hence we need a step-by-step approach that will allow us to invest as our knowledge and understanding of climate change impacts and adaptation needs improve.

Three main issues must be managed to get adaptation financing right: mobilization of resources, management of resources, and allocation of resources.

First, mobilization of resources. The Commission urges donors to honor their ODA commitments. This would improve the adaptive capacity of countries. ODA should be used now for urgent needs and to kick-start other forms of finance. In the long run, resources for adaptation will be a blend of ODA and non-ODA resources. The latter should meet the following criteria: additionality, adequacy, predictability, and political feasibility.

By additional, we mean additional to the commitment of paying 0.7% of gross national income as ODA. The concept of additionality applies to the raising of funds but does not prescribe how the extra funds must be spent. The Commission emphasizes the importance of transparency in funding and therefore urges the Development Assistance Committee of the Organisation for Economic Co-operation and Development to suggest an appropriate marker for adaptation finance that donors will use when reporting their financial contributions. This will allow the tracking of additional resources for adaptation.

Second, management of resources. The Commission finds the proliferation of funds for adaptation problematic; it creates a coherence problem and puts pressure on the management capacity of developing countries. No further vertical funds should be created for adaptation.

Existing funding mechanisms should be effective, efficient, well coordinated, and accessible for actors at different levels. They should meet the following criteria: transparent and balanced governance; accountability of industrial and developing countries; demand-driven, with involvement of recipients during identification, definition, and implementation of programs; management devolved to the lowest level of effective governance; and independent evaluation and oversight.

Third, allocation of resources. This should take into account climate change vulnerability and in the early stage should make use of existing channels to implement high-priority items in National Adaptation Programs of Action, as identified by countries. The aim should be to integrate adaptation activities into the normal planning and budgeting processes of countries.

A TWO-STEP APPROACH

Because the creation of new mechanisms might delay essential action, we recommend a two-step approach to mobilizing “new and additional” funds for

adaptation in developing countries. This stepwise approach aims to narrow the trust gap between industrial and developing countries. It provides immediate help to the poorest people as progress is made toward a long-term approach to adaptation funding within the context of a new agreement on climate change.

As a first step, we urge donor countries to mobilize \$1–2 billion (although not at the expense of current ODA-financed programs) to assist the vulnerable, low-income countries (especially in Africa) and selected small island states (below a certain gross domestic product), which are already suffering from climate impacts. The second step is an effective mechanism for funding adaptation that would be created through climate negotiations.

ODA and other public funds are unlikely to provide the full resources required to finance adaptation efforts of all developing countries in the long term. There is a wide range of estimates of the needs.

The main messages of our report are that adaptation will be possible and cost-effective, that costs will rise for decades or centuries, and that costs will accelerate with continuing failure to mitigate.

Although more work is required to better estimate these needs, there are promising options proposed to raise funds. Some could bring between \$5 billion and \$15 billion additional funds a year – which is in the lower range of estimated needs.

We urge governments to adopt the mechanisms that provide additional and predictable resources and are politically feasible, equitable in terms of all donors and recipients, and respectful of the principle of common but differentiated responsibility.

A BETTER CHANCE

During the course of its work, the Commission on Climate Change and Development has met governments and citizens struggling with the effects of climate change in Bolivia, Cambodia, and Mali. We offer this declaration and its recommendations as a contribution to the sustainable development path that climate change requires. We offer it for the consideration of political leaders at the Copenhagen climate meeting and beyond.

All governments have responsibilities toward their most vulnerable citizens. All resources mobilized to mitigate and adapt to climate change must ensure their rights, their voice, their security.

In 20 years the next generation will not judge us by the precise arrangements we make to reduce the emissions that cause global warming and help the victims of climate change, but rather by whether these arrangements proved effective. If we fail, their lives will be worse and will be more limited. If we succeed, we will have provided them at least a better chance.

Closing the Gaps: Disaster Risk Reduction and Adaptation to Climate Change in Developing Countries

Executive Summary of the Report of the Commission on Climate Change and Development

The international Commission on Climate Change and Development was launched in late 2007 by the Swedish government. Chaired by Swedish Minister for International Development Cooperation Gunilla Carlsson, the Commission has 13 members from countries in all regions. They represent international and regional organizations as well as science, civil society, and the private sector.

The Commission examined adaptation to climate change and its links with development and disaster risk reduction and was asked to issue policy recommendations on how the resilience of vulnerable communities and countries can be strengthened through official development assistance (ODA), on appropriate institutional and financial architecture, and on the mobilization of new financial resources.

In Chapter 1 we argue that the only solution to climate change is a rapid move toward a low-carbon global economy. This must be done urgently, efficiently, and with great determination, so that adaptation remains possible.

The poor are overwhelmingly the present and future victims of climate change. Its impacts are mixed with and overlap the impacts of other syndromes such as rising food prices, the financial crisis, energy shortages, ecosystem degradation due to other human causes, and demographic changes. These must be managed in a highly coordinated manner.

The poor need adaptive capacity, which consists mainly of assets, health, education, and governance. Thus in poor countries adaptation is inseparable from development, where the capacity to manage risk determines progress. Adaptation is much more than climate-proofing development efforts and ODA. It requires action, additional funding, and deep cooperation between rich and poor nations and between rich and poor people within nations. It requires sus-

tainable development: meeting the needs of the present in ways that do not compromise the ability of future generations to meet their needs.

Development must quickly reach rapidly growing numbers of people, focus on reducing vulnerability, and integrate adaptation, mitigation, and human development goals.

Chapter 2 examines the ethics of climate change, mitigation, and adaptation, including the trust gap between industrial and developing nations. In the UN Framework Convention on Climate Change of 1992, wealthy nations pledged to help poorer nations adapt to climate hardships created for them by others. Unless this pledge is honored, the poorer countries will not agree to a post-2012 global framework on climate change. Yet climate ethics are complex, as causes and effects are separated by thousands of miles and by generations. The issue of basic fairness developed in this chapter informs much of the rest of this report.

Chapter 3 focuses on the human dimension of climate change. While the effects of climate change may be vast, their brunt will be borne locally by individuals, families, villages, and neighborhoods. Discussions of climate change must be turned upside down, switching from a global to a local focus. National governments must set frameworks to ensure that adaptation measures and disaster risk reduction reach all, including the most vulnerable. Historically, bad governance and a failure to respond to local needs have hindered development efforts. Those problems will frustrate adaptation if not managed. Moving toward participatory democracy is essential.

Adaptation discussions tend to focus on big weather-related catastrophes. Yet adaptation to smaller, unreported events is at least as important. First, the increase in smaller floods, landslides, and so on is increasing poverty through the accumulated effects. Second, households and societies that are more resilient to small shocks are less vulnerable to big ones.

Adaptation strategies must increase the adaptive capacities of people, businesses, and ecosystems. Some development agencies and national governments are successfully using social transfers – regular and predictable grants to poor households – as a way to improve access to services and address the underlying causes of inequalities in well-being. They need to be expanded and scaled up as vulnerability increases.

Adaptation is shaped by institutions at the local, national, and international levels; adaptive capacity at the local scale depends on developing capacity for adaptation at wider scales. The private sector is a key resource in adaptation. Three main institutional ingredients are necessary to improve people's adaptive capacity: targeted capacity development, inclusive governance, and ownership.

Chapter 4 addresses the governance gap. It shows that despite the strong interdependence between economy, environment, and development, governments continue to try to manage issues in silos as if they were separate one from another. Climate change, one of the greatest threats to human civilization, has been placed in what is often the weakest governance silo: environment.

Local institutions know their communities and should have the main responsibility for identifying the poor and vulnerable and supporting them in building safe rural and urban settlements. These institutions should ensure that dissemination of climate information reaches the poorest and most vulnerable through appropriate extension services.

National policy coordination for adaptation, disaster risk reduction, poverty alleviation, and human development should be led from the highest political and organizational level. Climate consequences will affect growing numbers of vulnerable people. Therefore governments need to be ready with the appropriate social safety nets.

The need to address climate change at the level of river basins and agro-ecological zones makes regional agencies more important. These should become more innovative in helping countries produce regional climate information and knowledge, design common early warning systems for extreme weather conditions, manage shared water resources, control regional infectious diseases, and develop and create various agricultural and ecosystem management systems.

The international arena provides great opportunities for major actions such as carbon markets and technology transfer. Yet given that adaptation is based mainly on local actions, international organizations must become more adept at reaching the local level directly and through national governments and regional organizations. The commission offers a number of ways that they can do so.

Chapter 5 deals with the mechanisms for financing adaptation. Acknowledging the difficulties of counting the costs of adaptation at any given time, it argues that costs will only increase as society continues to delay serious efforts

on mitigation. The report calls for new and additional resources for financing adaptation. It calls for greater coordination of financing mechanisms and monitoring of resources at the global and national levels.

Mobilization of resources is key. Honoring ODA commitments improves the adaptive capacity of countries and would provide funds to help kick-start urgent adaptation measures. In the long run, resources for adaptation will be a blend of ODA and non-ODA resources. The latter should meet the following criteria: additionality, adequacy, predictability, and political feasibility.

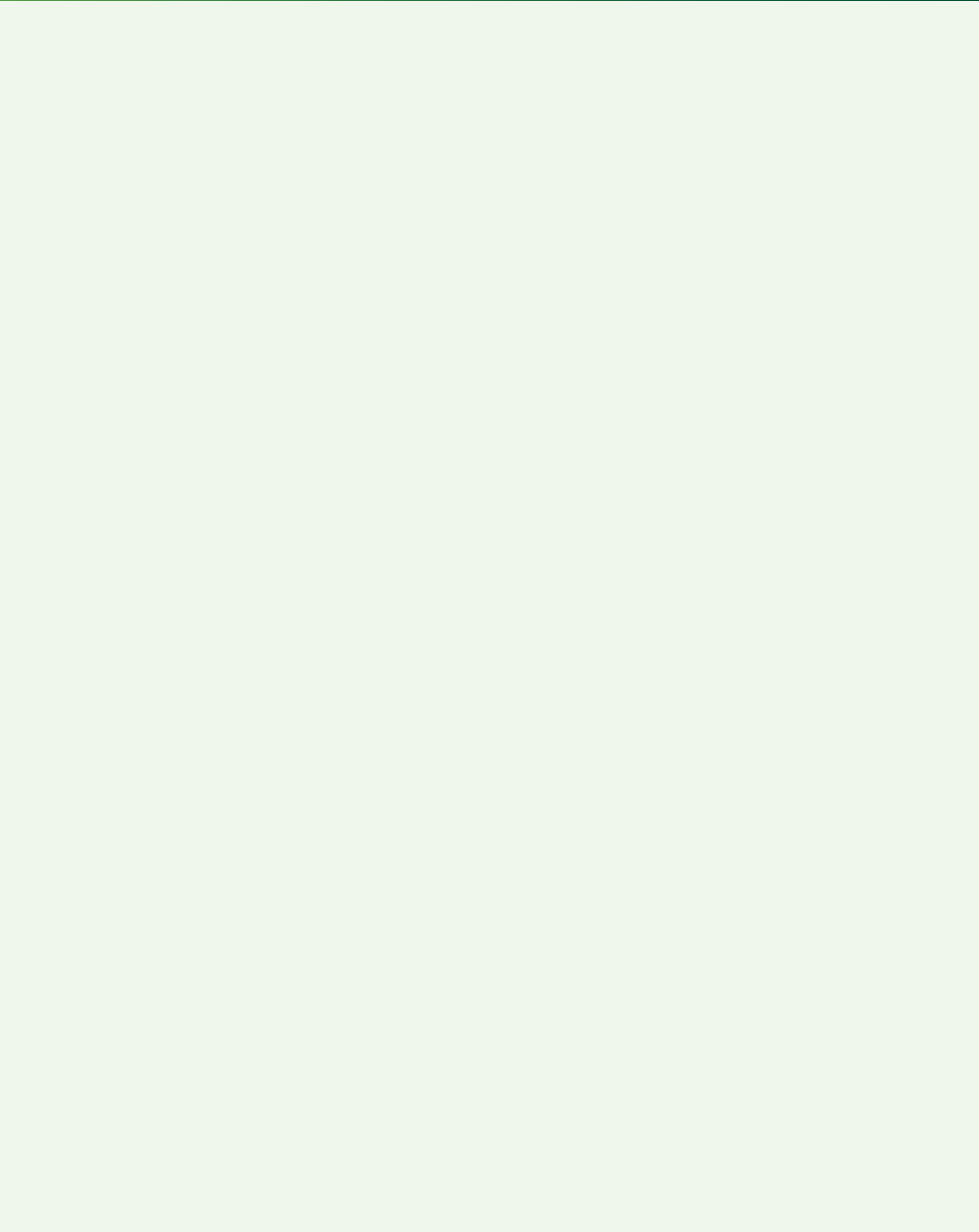
The proliferation of funds for adaptation is problematic; it creates a coherence problem and puts pressure on the management capacity of developing countries. No further vertical funds should be created for adaptation. Existing funding mechanisms should be effective, efficient, well coordinated, and accessible for actors at different levels. A step-wise approach for mobilizing financial resources is envisaged.

Allocation should take into account climate change vulnerability and in the early stage should make use of existing channels to implement high-priority items in National Adaptation Programs of Action, as identified by countries. The aim should be to integrate adaptation activities into the normal planning and budgeting processes of countries.

Nine appendixes cover the issues of food security; water; natural resources, forests, and trees; health; energy access, climate, and development; risk and insurance; migration; cities and: disaster risk reduction;

- ▶ Food security depends on more than how much food is grown; it depends on people's access to markets (including for labor), the stability of supply, and quality. All are affected by climate change and must be managed.
- ▶ Water is mainly an issue of political power, especially for the poor. Efficient management is also crucial, particularly for the use of rainwater.
- ▶ Natural resources management depends on land tenure and user rights. Good management, especially of forests, can have both mitigation and adaptation results.
- ▶ Energy is necessary for development, and energy access issues must be part of mitigation and adaptation strategies.

- ▶ Health will be affected by changing disease patterns, requiring more emphasis on prevention and improved sanitation.
- ▶ Insurance approaches must evolve toward new forms of transferring and sharing risks more effectively targeting the poor and based on climate change models.
- ▶ Cities, especially the mega-cities of poor nations, require problem-solving partnerships between local governments and residents of informal communities for innovative urban land use.
- ▶ Migration should be recognized as an adaptive strategy, to be managed and facilitated rather than restricted.
- ▶ Disaster risk reduction strategies should focus on underlying risk rather than response and on the safety of human settlements.





Commission on Climate Change and Development

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