



ADAPTATION FUND

AFB/B.41-42/1
10 November 2023

Adaptation Fund Board

**ENDORSEMENT OF
COP28 DECLARATION ON CLIMATE, RELIEF, RECOVERY
AND PEACE**

Background

1. The 28th session of the Conference of the Parties to the United Nations Framework Convention on Climate Change (COP28) will be held in Dubai, United Arab Emirates from 30 November - 12 December 2023.
2. As part of its ambition of unlocking new pathways and removing existing barriers to climate action and finance in some of the world's most vulnerable communities, the COP28 Presidency will be featuring a 'Relief, Recovery, and Peace' Day on 3 December 2023, the first of its kind at a COP, with the purpose of boosting the political commitment needed to close this severe action and resourcing gap.
3. As outlined by the Sixth Assessment Report of the Intergovernmental Panel on Climate Change and the COP28 thematic area of "Recovery and Peace", many of the communities facing the adverse impact of climate change are located in highly vulnerable countries and communities, particularly those threatened or affected by fragility or conflict, or facing severe humanitarian needs. Yet, they receive disproportionately low levels of investment, despite the potential for high returns in terms of human development and stability.
4. To further engage all partners in achieving the ambition to unlock climate finance for those countries, the incoming COP28 UAE presidency has developed a "Declaration on Climate, Relief, Recovery and Peace", through a year-long consultation process. The Declaration aims to address the severe barriers to climate finance and action in settings threatened or affected by fragility or conflict, or facing high humanitarian needs and insecurity, reflecting inputs from governments, financial institutions, civil society groups, and partners from the humanitarian, development, climate, and peace communities.
5. The draft declaration was developed through a set of consultations which the Adaptation Fund (the Fund) was invited to attend. An initial consultation in the form of an expert roundtable was organized jointly by the World Bank and COP28 Presidency on April 14th, 2023, on "COP28 priorities for climate and fragile, conflict and violence affected countries (FCV)", followed by a technical workshop organized by the COP28 Presidency in Geneva on June 21 and 22 on "Accelerating climate action and finance for communities affected by conflict and fragility by COP28".
6. Considering the Fund's extensive experience on delivering adaptation finance to vulnerable countries including building resilience in FCV countries, the Adaptation Fund Board Secretariat (the secretariat) has been invited to join the initial consultations listed above. In addition, the COP28 Presidency has engaged with the secretariat during the preparation of the draft declaration listed in Annex 1.
7. The draft Declaration is also underpinned by an initial "package of solutions", including finance, policy, practice, and knowledge efforts that address the climate finance and action gap in settings affected by fragility, high humanitarian needs, insecurity, or conflict. In parallel to endorsing the draft declaration, the Presidency invites countries, finance providers and agencies to indicate their contributions to the "package" by outlining new or existing actions they will take to operationalize the declaration.

8. In this regard and considering the importance of the Fund's portfolio in highly vulnerable countries and communities, particularly those threatened or affected by fragility or conflict, or facing severe humanitarian needs, the COP28 Presidency has approached the Adaptation Fund Board (the Board) through its secretariat with an invitation to endorse the "COP28 declaration on climate, relief, recovery and peace" (attached in Annex 1).

9. The official launch of the declaration is scheduled at the UNFCCC COP28 in Dubai, UAE, with a signing ceremony during the "Relief, Recovery and Peace Day" on 3 December 2023.

Secretariat's review of the invitation

10. Following a review of the draft Declaration and further discussion with COP28 Presidency team, the secretariat finds that the "COP28 declaration on climate, relief, recovery and peace" fits well with the Fund's mandate to promote resilience and help communities to further access climate finance for adaptation for all eligible countries including in fragile and conflict setting environments. The Fund's portfolio includes several projects which are fully aligned with the objectives of this declaration, including those implemented in countries with highly vulnerable communities, particularly those threatened or affected by fragility or conflict, or facing severe humanitarian needs.

11. The secretariat further believes that the Fund would gain visibility and could advance its work on this matter by joining this declaration.

12. Finally, the secretariat acknowledges that, as structured, the declaration does not seek any funding or other financial commitment from the Fund nor require additional funding from its members for its secretariat budget at this stage of its implementation.

13. The Declaration is rather a political engagement from all partners as stated in the document: *"We commit to pursue, in line with our respective mandates, in partnership with international, regional, national, and local actors, and in alignment with existing instruments, particularly national adaptation plans or other adaptation strategies, the following objectives in the context of climate change in situations of fragility, conflict, or severe humanitarian needs".*

14. Having reviewed the draft declaration as presented by the COP28 Presidency, the secretariat has concluded that endorsing the "COP28 declaration on climate, relief, recovery and peace" would yield benefits to the Fund and its Implementing Entities, while not requiring financial investment or involving political risks.

15. However, in light of the rules of procedure of the Board and the operational policies and guidelines, the secretariat has observed that the Fund does not have a specific policy governing the signature of such cooperative arrangements. Given the high-level nature of the request related to political commitment and following consultation with the Chair and Vice-Chair of the Board, the secretariat is conveying the matter to the Board for its consideration.

Recommendation

16. The Adaptation Fund Board (the Board) may consider and decide to:
- a) Endorse the “COP28 declaration on climate, relief, recovery and peace”, as contained in Annex 1 of document AFB/B.41-42/1; and
 - b) Authorize the Chair of the Board, supported by the secretariat, to communicate, on behalf of the Board, the endorsement of “COP28 declaration on climate, relief, recovery and peace” to the COP28 Presidency.

Annex

1. Draft “COP28 declaration on climate, relief, recovery and peace”
2. COP28 Climate, Relief, Recovery and Peace - Contributions to the Package of Solutions



**COP²⁸
UAE**

**COP28 DECLARATION ON
CLIMATE, RELIEF,
RECOVERY AND PEACE**



COP28 UAE

COP28 DECLARATION ON CLIMATE, RELIEF, RECOVERY AND PEACE

We, governments, international and regional organizations, international and regional financial institutions, philanthropic and private sector entities, and organizations from the climate, environment, development, humanitarian, and peace sectors, as identified below.

On the occasion of the 28th UN Climate Change Conference, the first Global Stocktake under the Paris Agreement, as well as the first Relief, Recovery and Peace Day at a COP, call for bolder collective action to build climate resilience at the scale and speed required in highly vulnerable countries and communities, particularly those threatened or affected by fragility or conflict, or facing severe humanitarian needs, many of which are Least Developed Countries and Small Island Developing States.

We stress that an ambitious, immediate scale up of enhanced support is urgently needed in such situations, including financial resources; technical and institutional capacities; local, national, regional partnerships; and data and information, recognizing the importance of complementarity and predictability.

Recalling the United Nations Framework Convention on Climate Change and the Paris Agreement, and the promise of leaving no one behind in the 2030 Agenda for Sustainable Development, and cognizant of the suffering created by the effects of climate change, environmental degradation and biodiversity loss and the importance of averting, minimizing, and addressing loss and damage associated with the adverse effects of climate change,

Recognizing that many of the people, communities, and countries threatened or affected by fragility or conflict, or facing severe humanitarian needs, are on the frontlines of the climate crisis, and are among the least resourced to cope with and adapt to associated shocks and stressors,

Acknowledging that fragility and conflict increase people's vulnerability and exposure to climate hazards and impede coping capacity and adaptation options, and that, at the same time, climate change adversely affects lives, livelihoods, infrastructure, water, human capital, food, health, cultural identity, education, and human settlements, among other spheres, exacerbating humanitarian needs and constituting a significant and growing challenge to stability,

Alarmed by the disproportionate and intersecting effects of climate change, conflict, fragility and/or humanitarian crises on women and girls, children and young people, indigenous peoples and local communities, people with disabilities, older persons, and on refugees, other displaced persons, and their hosting communities, among other populations,

Deeply concerned that global efforts to build climate resilience remain insufficiently tailored or targeted to the specific needs and challenges of people, communities and countries threatened or affected by fragility or conflict, or facing severe humanitarian needs, including due to real and perceived risks and barriers associated with working in such settings,



COP28 UAE

Emphasizing that climate action in these settings is possible and if managed properly, can offer avenues for sustainable development, conflict prevention and inclusive peace building,

Taking note of and supporting critically important efforts to evolve the international financial architecture, and building on efforts and initiatives such as the COP26 Taskforce on Access to Climate Finance, the COP27 Presidency's Climate Responses for Sustaining Peace (CRSP), the UN Climate Security Mechanism, the Climate for Peace Initiative, and the Early Warnings for All Initiative,

We commit to pursue, in line with our respective mandates, in partnership with international, regional, national, and local actors, and in alignment with existing instruments, particularly national adaptation plans or other adaptation strategies, the following objectives in the context of climate change in situations of fragility, conflict, or severe humanitarian needs:

Enhanced financial support for climate adaptation and resilience by:

1. Continuing to substantially scale-up financial resources for climate adaptation and resilience building in such situations, emphasizing the need for public and grant-based resources, as well as mobilizing a variety of financing sources, while recognizing the importance of environmental and social safeguards,
2. Improving access to all relevant financial resources, including by enhancing predictability, flexibility, disbursement, speed, and simplicity, and working to reducing transaction costs, including by streamlining application, accreditation, procurement, and monitoring and evaluation procedures,
3. Strengthening the technical and institutional capacity of national governments and local actors, to absorb, account for, report on, allocate, and leverage climate finance effectively,
4. Prioritizing local ownership, impact, and results where possible, including through channeling finance at the local level to respond to local needs and priorities and working with affected communities and both local government and non-government partners,
5. Leveraging financial and technical support from the private sector and adopting tailored financial instruments to mobilize new sources of finance in support of national and local responses,
6. In line with existing reporting requirements for our respective organizations, continue to monitor commitment and disbursement of climate finance to countries affected by fragility or conflict, or facing severe humanitarian needs, to help identify gaps.



COP28 UAE

Understand and improve good practice and programming by:

7. Investing in the design, piloting, delivery and scaling up of climate adaptation programming that is informed by the most vulnerable and hard to reach populations and communities, including through preparedness and prevention, early warning and anticipatory and early action, and disaster risk finance mechanisms; ecosystem restoration, protection, and sustainable use; sustainable agriculture; building climate-smart infrastructure and resilient food, water, and energy systems; and strengthening shock-responsive and inclusive social protection systems,
8. Contributing to strengthening the evidence base on the effective delivery of climate action in countries or communities affected by fragility or conflict, leveraging the experiences and knowledge generated by humanitarian, peace, disaster risk management, and development actors, as well as researchers and academics, and building on community and indigenous knowledge,
9. Enabling greater adaptability in implementation and delivery of programs, to enhance disbursement rates and enable anticipatory action and rapid and effective responses by a wider range of delivery partners to changing conditions,
10. Considering how to best incorporate conflict-sensitive approaches across the project cycle, to help ensure climate action avoids aggravating new or existing grievances, respects the human rights of all people affected, reinforces social cohesion, supports human development and peace, and promotes environmental peace building,
11. Enhancing granular and integrated, gender-responsive risk and vulnerability mapping at the transboundary, national, subnational and community level, including through monitoring and forecasting, as appropriate, to identify shocks and longer-term trends impacting people and communities,
12. Promoting the leadership and empowerment of affected groups, including civil society, women, indigenous peoples, youth, people with disabilities, refugees, displaced populations, and their hosting communities, as well as other affected groups, to actively participate in policy making, programming design, implementation, and monitoring and evaluation, supported by education and training, to enhance ownership, impact, and sustainability of climate action.



COP28 UAE

Strengthen coordination, collaboration, and partnerships by:

13. Optimizing complementarity of mandates and expertise across climate, development, humanitarian, disaster risk management, and peace actors to further the efficiency, sustainability, and effectiveness of short- and long-term investments, including by providing earlier and more timely support, with the aim to yield cumulative increases in the adaptive capacity, recovery, and resilience of people and communities,
14. Strengthening operational partnerships and synergies across governments, international and regional organizations, financial institutions and mechanisms, civil society, local communities, the private sector, and other actors to tailor climate action to context and needs, and to deliver coordinated, inclusive programs and sustainable solutions for greater impact,
15. Enhancing the exchange of information between countries and regions, institutions, and sectors, and sharing data and evidence, including early warning and analysis of climate-related risks, strengthening accuracy, reliability, and open accessibility of data.

We commit to contribute to the operationalization of this declaration, in line with our mandates and governance structures. We will continue to raise the objectives of the declaration, including in relevant international fora, and will reconvene at the 29th UN Climate Change Conference to review progress and initiate potential additional action.





COP28 UAE

FREQUENTLY ASKED QUESTIONS

What is the objective of the COP28 Declaration on Climate, Relief, Recovery and Peace?

During the incoming COP28 Presidency's yearlong series of consultations, countries and other stakeholders have repeatedly raised the need to align leaders on the urgency and options to ensure that climate action and finance reaches those who are highly vulnerable to climate change and threatened or affected by fragility, conflict, or severe humanitarian needs. In response to this call, COP28 is introducing the first Relief, Recovery and Peace Day in the COP process, taking place on 3 December, supported by the COP28 Declaration on Climate, Relief, Recovery and Peace.

The declaration is a non-binding call to action outside the formal UNFCCC negotiations that reflects the concerns, common positions and solutions of countries and institutions from humanitarian, development, climate, and peace communities to urgently foster climate resilience in the most vulnerable and operationally challenging settings. The declaration recognizes that climate action is possible and effective in these settings, and that inaction comes with high cost to human development and stability. Endorsement of the declaration is intended to rally support and action around enhancement of technical and institutional capacities, financial resources, and data and information to build climate resilience and leave no one behind.

How was this declaration developed?

The declaration was developed by the incoming COP28 Presidency, in close partnership with an informal 'core group' of countries and an advisory group of key institutions with experience working in climate-vulnerable settings, and with countries and communities affected by fragility or conflict or severe humanitarian needs. The COP28 Presidency has held a series of workshops and consultations with the core group countries, with the advisory group institutions and with as many other countries and organizations to develop the zero-draft of the declaration. The COP28 Presidency has aimed to be as consultative as possible in the development of this declaration, in order for it to adequately reflect the priorities and needs of countries and key actors.

The COP28 Presidency also built on and coordinated with other initiatives, including but not limited to the COP27 Presidency Initiative Climate Responses for Sustaining Peace (CRSP), that seek to ensure that integrated climate responses contribute to sustainable peace and development in line with national ownership and context specificity.

The draft declaration was shared with parties through diplomatic channels, including permanent missions to the United Nations in New York, on 9 October for comments. After incorporating feedback, the COP28 Declaration on Climate, Relief, Recovery and Peace was made available for endorsement from 6 November.

What is the legal status of this document?

The declaration is not legally binding. It sits outside the UNFCCC negotiations and is a voluntary, non-binding political declaration meant to galvanize support for accelerated climate action and resourcing in countries experiencing multifaceted crises and high climate vulnerability.



COP28 UAE

What are the main areas covered in the declaration?

The declaration calls for increasing climate action and access to finance for communities and countries threatened or affected by fragility or conflict or facing severe humanitarian needs; to strengthen knowledge and programmatic solutions for climate action in such settings; and to foster collaboration at multiple levels and across regions and humanitarian, development, climate, and peace actors to address the multi-dimensional challenges of climate change.

Who should endorse the declaration?

We welcome endorsements from governments, international and regional organizations, international financial institutions, philanthropic and private sector entities, and organizations from the climate, environment, development, humanitarian, and peace sectors. The list of countries and institutions that have endorsed the declaration will be added in an annex to the declaration.

How should endorsements be made?

Endorsements should be transmitted via a note verbale or letter to climate.reliefrecoverypeace@cop28.com, with the name and email address of a focal point who can serve as a liaison for communications and preparations for the launch event on 3 December 2023.

What is the deadline for endorsement?

Countries and institutions are encouraged to endorse the declaration in advance of 30 November 2023. The list of endorsing countries and institutions will be announced during the launch event of the declaration on 3 December 2023.

Are countries and institutions requested to make commitments after endorsing the Declaration?

The Declaration will be underpinned by an initial "Package of Solutions", capturing voluntary commitments and contributions from governments and institutions to support the operationalization of the declaration.

Based on the Presidency's consultations, such actions could include but are not limited to:

- Support for project and program preparation to enable access to global climate funding mechanisms and other funding opportunities,
- Financial investments in climate adaptation and resilience programmes, contributing to priorities identified by affected countries in national or regional climate adaptation strategies. Including but not limited to programmes to deliver early warning and anticipatory and early action; restoring soil, water, forest, and other natural ecosystems; building resilient food, water and energy systems; increasing global climate risk insurance coverage; and strengthening shock responsive social protection,
- Policies, frameworks, guidance, and other process considerations to ease funding application procedures for affected countries, for example through harmonizing and standardizing application procedures for various finance providers,

- Dedicated capacity-building programmes for affected governments and communities to access, absorb and utilize funds,
- Conflict-sensitivity frameworks, from project conception to completion, and enhanced flexibility to adjust projects and operational protocols to changing situations in the project location,
- New and tailored financial instruments to improve affected countries' enabling environment and reduce perceived risks and improve affected countries' fiscal space to act and respond prior, during and after extreme events,
- Supporting regional organizations in developing and implementing climate-sensitive peace and development strategies,
- Granular and integrated risk assessments and risk mapping across sectors, ensuring availability of data,
- Knowledge on good practices of risk mitigation, management and lessons learned on working more effectively in crisis settings, building on the ample evidence of successful operations and projects led by or in partnership with local communities.

Countries and institutions are welcome to share a description of such contributions to climate.reliefrecoverypeace@cop28.com by 30 November. The COP28 Presidency will aim to showcase these commitments and announcements throughout the Relief, Recovery and Peace Day program.

What is the schedule like on the Relief, Recovery and Peace Day?

There will be a variety of thematic and geographically focused events taking place. In addition to the main event where the Declaration will be launched on 3 December at 1200-1330 in Al Waha Theatre, a series of high-level events will take place across both Blue and Green Zones, including^[1]:

Event name	Time	Location
Taking Early Action to Scale: A Charter for the Future	09:30-10:30	Al Saih Roundtable, Blue Zone
Supporting Renewable Energy in Fragile Settings: Leveraging energy transitions of humanitarian and peacekeeping missions to deliver a positive legacy	10:00-11:30	Women's Pavilion, Green Zone

^[1] Event timings and locations may be subject to change.



COP28 UAE

Event name	Time	Location
Delivering Early Warnings for All	10:30-12:00	Connect conference, multipurpose hall, Green Zone
Accelerating Climate Action and Finance to Countries and Communities Facing Multifaceted Crises - Launch of the Climate, Relief, Recovery and Peace Declaration	12:00-13:30	Al Waha theatre, Blue Zone
Climate, Peace, and Security in the Horn of Africa	13:30-15:00	Al Saih Roundtable, Blue Zone
OECD-DAC High-Level Roundtable on Climate Action and Finance in Fragile and Conflict-Affected Contexts (closed door for OECD DAC ministers and senior officials)	14:00-15:30	UNFCCC Action Lab 1, Al Shaheen, Blue Zone
From Relief to Climate-Resilient Development: Scaling up integrated resilience actions to protect and planet, and reduce future humanitarian needs	16:00-17:00	Al Saih Roundtable, Blue Zone
Addressing Climate Risks: Cooperation on transboundary climate adaptation in the MENA region	16:00-17:30	Connect Conference, Green Zone
Together for Inclusive solutions: Human Mobility on the Climate Frontlines	17:00 - 18:30	Al Waha theatre, Blue Zone



COP28 Climate, Relief, Recovery and Peace Contributions to the Package of Solutions

To facilitate operationalization of the objectives outlined in the COP28 Declaration on Climate, Relief, Recovery and Peace, governments and agencies are encouraged to contribute to an initial ‘Package of Solutions’. More information on the types of contributions can be found in the “Frequently Asked Questions” document included in the Declaration.

Please kindly complete the table below to document your proposed contribution and share it with the COP28 UAE Presidency team via climate.reliefrecoverypeace@cop28.com before 29 November to ensure sufficient time for compilation. There will be opportunities for public announcement of a range of highlighted contributions throughout the COP28's Relief, Recovery and Peace Day on 3 December.

Please provide a description of the proposed contribution to the package of solutions

Kindly provide a brief description of the contribution, indicating how it will support one or more of the objectives of the Declaration, as well as any other relevant information available at this stage

Please indicate if you are interested in having your contribution featured in public communications or events at COP28