VIEWS FROM PARTIES AND NON-PARTY STAKEHOLDERS
ON THE ELEMENTS FOR THE CONSIDERATION OF OUTPUTS COMPONENT TAKING INTO ACCOUNT THE INFORMAL NOTE
BY THE CO-CHAIRS: A SUBMISSION FROM THE LOSS AND DAMAGE COLLABORATION

The Loss and Damage Collaboration (L&DC) is a group of nearly 200 climate policy and art and cultural practitioners, researchers, academics, legal experts, activists and decision makers from both the global North and South working together to ensure that developing countries, and the vulnerable people and communities within them, have the support they need to address climate-related loss and damage.

This submission is in response to the call for submissions on the consideration of outputs for Parties and non-Party stakeholders to submit views on elements of outputs for the Global Stocktake (GST) taking in consideration the informal note developed by the co-chairs contained in paragraph 37(a) of the report of the Subsidiary Body for Implementation (SBI) and paragraph 64(a) of the report of the Subsidiary Body for Technological and Scientific Advice (SBSTA) from their fifty eight sessions (SB 58), which took place in Bonn, Germany from 5th to 15th, June, 2023.

BACKGROUND

The aim of the GST as inscribed in Article 14 of the Paris Agreement is to take stock of its implementation and to assess progress towards achieving both the purpose and the long-term goals set out in the Agreement. The outcome of the first GST is critical for setting the direction of travel over the next five years and in doing so, to inform a new round of ambitious nationally determined contributions (NDCs) with developed countries taking the lead to limit global average warming to 1.5°C to avert future loss and damage to the extent possible given locked in levels of warming expected from greenhouse gases already emitted. Achieving this goal is
still within reach, but requires ambitious and urgent action - because as we all know, the door for doing so is rapidly closing.

The outcome of the GST must also provide a roadmap for scaling up adaptation to minimise loss and damage through enhancing adaptive capacity, strengthening resilience and reducing vulnerability to achieve the **global goal on adaptation** (GGA) established in Article 7.1 of the Paris Agreement. This will require much more than doubling finance for adaptation, which developed countries have been urged to do. It will require support, including finance, capacity and technology development and transfer, to be mobilised at the scale of the needs in developing countries to ensure that households and communities are equipped and enabled to adapt to the impacts of climate change to the fullest extent possible. The GST must also provide both political and technical signals on Loss and Damage and a roadmap for addressing loss and damage. This must include acknowledgment of the finance gap on Loss and Damage and a plan for how to close it. We expect the **Loss and Damage fund** to be operationalised at COP 28 but it will need to be filled. Developed countries must step forward with commitments to provide support for efforts to address loss and damage at the scale of the needs.

Article 14.1 which established the GST provides that it must be comprehensive. The outcome must therefore assess progress and catalyse action on all fronts - mitigation, adaptation and Loss and Damage. All three pillars of climate action must be scaled up. They must not be pitted against one another or traded off but rather elevated as a package to avert, minimise and address loss and damage. Scaling up climate action will require mobilising finance at the scale of the needs for mitigation, adaptation and Loss and Damage. Research has demonstrated this is possible and the **Sixth Assessment Report** of the **Intergovernmental Panel on Climate Change** (IPCC) has provided us with a warning that if we do not act urgently on all fronts, things will only worsen.

The GST must also take into account the best available science which reflects the escalating impacts of climate change manifesting in increasing loss and damage – as included in the Sixth Assessment Report of the **Intergovernmental Panel on Climate Change** (IPCC) and recognised by traditional and Indigenous knowledges.
OUR VIEWS ON THE OUTCOME OF THE GST

The informal note prepared by the co-chairs at the conclusion of SB 58 proposes an indicative structure for the outcome of the first GST of the Paris Agreement in the decision at CMA 5. We have used this indicative structure as a framework for providing our inputs into the outcome of the GST with a focus on Loss and Damage.

A: Preamble

In Article 14.1 of the Paris Agreement Parties agreed to:

“... periodically take stock of the implementation of this Agreement to assess the collective progress towards achieving the purpose of this Agreement and its long-term goals (referred to as the "global stocktake"). It shall do so in a comprehensive and facilitative manner, considering mitigation, adaptation and the means of implementation and support, and in the light of equity and the best available science.”

Thus, the preamble must reflect the urgency of scaling up climate action to avert (through mitigation), minimise (through adaptation) and address loss and damage. We would therefore suggest that the following must be included in the preamble in addition to recognising the principles outlined in the United Nations Framework Convention on Climate Change (UNFCCC - hereafter referred to as the Convention) and reiterated in the preamble of its Paris Agreement.

Recognising the findings of the Sixth Assessment Report of the Intergovernmental Panel on Climate Change.

Article 14.1 of the Paris Agreement provides that the GST must be both comprehensive and action and support in light of both equity and the best available science. The IPCC represents a compilation of the best science available at the time of writing and its synthesis report has been approved by all countries in an intergovernmental process. Therefore, its findings must
Recognizing that climate change impacts are increasing in magnitude and frequency, resulting in escalating loss and damage worldwide, which have the greatest impact on developing countries.

The scale of loss and damage experienced worldwide has escalated significantly since the Paris Agreement was established nearly seven years ago as outlined by the Sixth Assessment Report. The outcome of the GST must acknowledge this on the ground reality and the injustice of climate change in that the most affected are simultaneously the least responsible for climate change.

Acknowledging that climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to a clean, healthy and sustainable environment, the right to health, the rights of Indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity.

This important language in the preamble of the Paris Agreement and decision 1/CP.27 which included the recently universally recognized (in resolution A/RES/76/300) right to a clean, healthy and sustainable environment must be reiterated in the preamble of the decision articulating the outcome of the GST.

Acknowledging the historical responsibility of developed countries and agrees that they must take the lead in scaling up mitigation action and providing finance for mitigation, adaptation and efforts to address loss and damage.

The historical responsibility of developed countries is acknowledged in the Convention and given that the Convention is the foundational treaty under which its Paris Agreement sits, this extends to the Paris Agreement. The cost of delayed action by developed countries has led to escalating loss and damage which could have been avoided. In addition, the overarching objective of the Convention was to avoid loss and damage entirely and those least responsible for climate change are most affected by it.
Recognising that urgent and significantly scaled up mitigation action is needed to reduce greenhouse gas emissions at the level needed to limit global average warming to below 1.5°C.

The long-term temperature goal inscribed in the Paris Agreement of limiting global average warming to 1.5°C must be acknowledged. In the outcome of the GST Parties must agree to take the action necessary to meet this goal with developed countries taking the lead, their obligations to do so having been established with the Convention in 1992.

**Acknowledging the urgency of scaling up adaptation including through the provision of means of implementation and support.**

**Noting the importance of enhancing adaptive capacity, strengthening resilience and reducing vulnerability to achieve the global goal on adaptation.**

Adaptation is essential to minimise loss and damage and the GGA is critical to provide a roadmap for scaling up adaptation through enhanced adaptive capacity to build resilience and reduce vulnerability to climate change - with a focus on supporting these efforts in developing countries. In order to scale up adaptation to minimise loss and damage to the extent possible, finance will need to be mobilised at the scale of the needs.

**Recognising that the means of implementation and support must be scaled up to achieve the purpose and the long-term global goals of the Paris Agreement.**

The preamble must acknowledge that monumental and widening gap between the provision of support and what is needed for mitigation, adaptation and to address loss and damage. The outcome must include a roadmap for meeting the needs on all fronts with developed countries taking the lead, both on escalating mitigation action and on providing finance to enable climate action in developing countries.

**B: Context and cross-cutting considerations**

**Equity and the best available science**
In paragraph 2 of decision 19/CMA.1 Parties decided that:

“equity and the best available science will be considered in a Party-driven and cross cutting manner, throughout the global stocktake.”

Thus, the outcome of the GST must reflect the principles of equity inscribed in the Convention, the foundational treaty which guides the implementation of both the Kyoto Protocol and the Paris Agreement. This includes common but differentiated responsibilities (CBDR) and respective capabilities (RC). The outcome of the GST must therefore call on developed countries to take the lead in scaling up mitigation ambition and providing finance for mitigation, adaptation and addressing loss and damage.

Human rights

In the Paris Agreement, Parties agreed that climate action should take into account their obligations with respect to the promotion of human rights, the right to health, the rights of Indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity. At COP 27, the recently universally recognized right to a clean, healthy and sustainable environment was added to this important paragraph. These should all be cross-cutting considerations integrated throughout the outcome of the GST and the roadmap on the way forward to get back on track towards achieving the purpose and long-term goals of the Paris Agreement.

Gender

Loss and damage affects women, girls and non-binary people in different ways than it does men and boys. The outcome of the GST must identify gaps and provide for policies, plans and actions to be gender responsive at a minimum and gender transformative where possible. It must also include language that recognises the significant contribution that women, girls and non-binary people make to scaling up climate action including addressing loss and damage.

Indigenous and traditional knowledge
The outcome of the GST, the roadmap and way forward should also include the critical role of Indigenous Peoples and Indigenous and traditional knowledge in scaling up climate action.

Just transition

Climate action itself can also result in loss and damage, particularly for the most disadvantaged and marginalised people, communities and countries, and that must be acknowledged and addressed in the outcome of the GST.

C: Collective progress towards achieving the purpose and long-term goals of the Paris Agreement

The original mandate of the GST is established in paragraph 1 of Article 14 of the Paris Agreement in which Parties agreed that the:

“Conference of the Parties serving as the meeting of the Parties to this Agreement (CMA) shall periodically take stock of the implementation of this Agreement to assess the collective progress towards achieving the purpose of this Agreement and its long-term goals considering mitigation, adaptation the the means of implementation and support, in light of equity and the best available science.”

Since the Paris Agreement was established, Parties have made further decisions relevant to the content, inputs, process and outputs of the GST. A compilation of mandates relevant to the GST can be found in an informal paper on the compilation of mandates and provisions relevant to the GST. This includes paragraph 6 of decision 19/CMA.1 in which Parties decided that the GST may take into account efforts to:

(i) Address the social and economic consequences and impacts of response measures; and

(ii) Avert, minimise and address loss and damage associated with the adverse effects of climate change.

In paragraph 9 of decision 19/CMA.1 Parties decided that the GST:
“will be conducted in a comprehensive, facilitative, effective and efficient manner, avoiding duplication of work and taking into account the results of relevant work conducted under the Paris Agreement, the Convention and the Kyoto Protocol.”

Thus, Loss and Damage, the policy agenda to address loss and damage must be reflected in the headings of the outcome decision alongside mitigation, adaptation and means of implementation and support. We note that in the synthesis report of the technical dialogue of the first GST, response measures is included in the heading with mitigation and Loss and Damage is included with adaptation. The GST is meant to assess progress towards achieving the goals of the Paris Agreement and grouping and conflating thematic issues which are separate and distinct is not aligned with the integrity of the Paris Agreement. Adaptation and Loss and Damage are separate articles in the Paris Agreement and thus must be separate sections in the decision articulating the outcome of the GST to assess progress towards implementing the Agreement and achieving its goals.

We also note the confusing use of “averting, minimising and addressing loss and damage” alongside adaptation in the report. We understand that this is the language of decision 19/CMA.1 but believe that Parties should now have a collective understanding of the fact that minimising loss and damage is adaptation and that averting loss and damage is the role of mitigation. Thus the focus for the outcome of the GST must be on addressing loss and damage.

We also note with concern that the synthesis report focuses much more on adaptation than it does on Loss and Damage. While adaptation is essential to minimising adaptation and it is critically important to scale up adaptation, addressing loss and damage is increasing with alarming magnitude and frequency and this urgency must be reflected in the outcome of the GST. We urge Parties to ensure that all elements of climate action - mitigation, adaptation, Loss and Damage and means of implementation and support - are addressed in a balanced way in the outcome of the GST. We envision an outcome which elevates and reflects the urgency of scaling up action and support for mitigation and adaptation alongside Loss and Damage. We expect an outcome which includes a roadmap for scaling up climate action on all fronts.

In paragraph 34 of decision 19/CMA1, Parties decided that the outputs of the GST should:
(a) Identify opportunities for and challenges in enhancing action and support for collective progress in relation to the thematic areas of the global stocktake . . . as well as possible measures and good practices and international cooperation related to good practices; and

(b) Summarise key political messages, including recommendations arising from the events referred [the high-level events considering the outcome of the technical assessment] for strengthening action and support.

Thus, each of the thematic issues must include both an identification of opportunities and challenges for enhancing action and support as well as key political messages. We have highlighted some elements to be included below but these are by no means exhaustive. We suggest the following headings and subheadings:

1. **Mitigation**

   This section must include an assessment of the emissions gap, what is needed to close it, including a timeline for doing so to limit warming to 1.5°C - in line with the purpose of the Paris Agreement in Article 2 and the commitment from Parties to reach a peak in global emissions as soon as possible as outlined in Article 4.1. The urgency of scaling up mitigation action must be recognised and the outcome must include a roadmap for doing so, including a commitment to a full and equitable phase out of all fossil fuels - with developed countries committing to taking the lead and translating that commitment into the action needed to do so. We expect developed countries to take the lead in scaling up mitigation action in the next round of ambitious NDCs. Recognition of mitigation and its role in averting future loss and damage must also be included in the high-level political messages. This section must also include recognition of relevant findings of the IPCC’s Sixth Assessment Report, particularly its finding of the level of impacts which would be expected at 2°C - which reinforce the importance of limiting warming to below 1.5°C.

2. **Adaptation**
This section must include an assessment of the adaptation gap as well as a roadmap for achieving the GGA to enhance adaptive capacity, strengthen resilience and reduce vulnerability - with a focus on what is needed in developing countries. This includes a commitment to strengthen equitable, inclusive and rights-based approaches, as the IPCC recognizes that this enhances adaptation outcomes. We expect the provision of adaptation finance in order to do so. This will require meeting and exceeding the commitment to double adaptation finance. This section must also recognise the importance of adaptation to minimise future loss and damage. High-level political messages include the adaptation finance gap, the urgency of closing it and the importance of achieving the GGA as quickly as possible (including through the provision of finance for adaptation). This section should also include reference to the IPCC’s Sixth Assessment Report in the context of the urgency of scaling up adaptation.

3. **Loss and Damage**

Loss and Damage must be featured alongside mitigation and adaptation as a key pillar of climate action under the Convention and its Paris Agreement. This section must identify opportunities and challenges for scaling up efforts to address loss and damage in developing countries, including the provision of finance to achieve the goals set out in Article 8. It must recognise the gap between the level of support needed and that which has been mobilised and provide a roadmap for mobilising support at the scale of the needs including through the [Loss and Damage fund](#) and the funding arrangements on Loss and Damage. This should also include recognising the need to establish a subgoal on Loss and Damage under the [New Collective Qualitative Goal on Climate Finance](#) (NCQG). We are also concerned with the on-going discussions on broadening the contributor base on Loss and Damage finance. Developed countries must take the lead in providing climate finance.

This section must also recognise that the limits to adaptation have already been breached on several fronts and that this is leading to widespread human rights harms and ecological destruction, and that six of the nine planetary boundaries have been
crossed according to a recent mapping by a group of scientists. The high-level political messages on Loss and Damage must include the urgency of mobilising finance to address loss and damage at the scale of the needs and call for the full and rights-based operationalisation of the Loss and Damage fund and funding arrangements and the Santiago Network on Loss and Damage as well as a sub-goal on Loss and Damage under the NCQG.

4. **Response measures**

This section must acknowledge the importance of a just transition and of limiting loss and damage from climate action, especially for the most marginalised and disadvantaged people, populations and countries.

5. **Means of implementation and support**

We recommend differentiating the elements of means of implementation and support to unpack what is needed to address the gaps on finance, capacity and technology as follows:

a. **Finance**

To scale up climate action worldwide at the level needed to address climate change impacts - both that which are currently being experienced and that which are expected given locked in warming from past emissions - 4 trillion USD is needed annually by 2030. The GST must acknowledge this, particularly in the high-level political messages, but also in the assessment of the gaps and identification of opportunities and challenges for meeting this target. The finance working group of the Independent Global Stocktake (iGST) has provided insights on the challenges and how the challenges could be addressed in a submission made earlier this year. Research has found that the economic costs of Loss and Damage will be between 290 billion and 580 billion USD by 2030. This does not include the untold cost of non-economic loss and damage (NELD) which has profound implications. Moreover this research was conducted before the onset of the COVID-19 pandemic and is likely now an underestimate of the costs of loss and damage. There is no shortage
of research on how the needs on the ground could be met but political will is needed to capitalise on them.

The **quality of climate finance** is just as important as the quality. Finance for climate action must be human rights-based and gender-responsive, not put additional debt burdens on countries, communities or households and it must meet the needs and priorities of the most marginalised populations. We would like to see debt cancellation to free up fiscal space for developing countries to address loss and damage, adapt to the impacts of climate change while ensuring sustainable development in the face of global challenges like the continued [recovery from the COVID-19 pandemic](https:).

The high-level political messages must include a roadmap for meeting the finance needs on all fronts - mitigation, adaptation and Loss and Damage and agree that developed countries will take the lead. They must also include recognition of the importance of [reforming the global finance architecture](https) - with developed countries committing to take the lead. The iGST has suggested some ways in which the approach to financing climate action could be reformed to be more equitable and effective.

On Loss and Damage finance, we need to see an assessment of the needs with a focus on developing countries and a roadmap for how to address them. We expect commitments from countries contributing international public finance for climate action to introduce new equitably designed financial mechanisms to make high polluting sectors pay towards the cost of adaptation, mitigation/just transition and addressing loss and damage in developing countries – including the fossil fuel industry. New financial mechanisms should include taxes on windfall profits of the fossil fuel industry and a tax on fossil fuel extraction (also known as a Climate Damages Tax).

b. **Capacity**

As with finance this section must recognise the gaps and what is needed to close them to ensure the capacity exists to scale up climate action on all fronts (providing support is provided). This should also include addressing capacity...
gaps for marginalised people and populations. The high-level political messages must include the capacity needs and how they will be met.

c. Technology

This section must address the technology gaps for enhancing action on mitigation, adaptation and Loss and Damage and provide a roadmap for closing them. The needs for scaling up technology development and transfer must be reflected in the high-level messages.

D. Enhancing international cooperation for climate action

The GST must set the direction of travel to achieve the purpose and long-term goals set out in the Paris Agreement, including limiting warming to 1.5°C, increasing the capacity to adapt to the impacts of climate change and fostering both resilience and low carbon development. The GST must inscribe obligations for developed countries to enhance their commitments on mitigation to ensure they are aligned with achieving the long-term mitigation goal to avert future loss and damage to the extent possible. It must also inscribe obligations for developed countries to provide finance for adaptation to minimise loss and damage in developing countries. Finance for adaptation must be aligned with the needs on the ground. This will require going far beyond the doubling adaptation finance that decision 1/CMA.3 urged developed countries to do. In addition we expect the GGA to be fully operationalised through a roadmap charted by the Glasgow-Sharm-el-Sheikh work programme.

E: Guidance and way forward

The GST is a critical opportunity to assess where we are and what we need to do in order to get to where we need to be to limit global warming to below 1.5°C through ambitious mitigation action with developed countries taking the lead; enhance adaptive capacity, strengthen resilience and reduce vulnerability (the global goal on adaptation) to minimise loss and damage and to mobilise finance at the scale of the needs to address loss and damage. As
such, the outcome of the GST must include a roadmap for ratcheting up ambition on all fronts in the next round of NDCs to avert (through mitigation), minimise (through adaptation) and address loss and damage.

In short, we must see Loss and Damage reflected at the same level and given the same weight and importance as mitigation, adaptation and means of implementation and support in the outcome of the GST. We need to see both political and technical signals arising from the GST that catalyses climate action and mobilises finance on all fronts to create the world we all agreed to work towards when the Paris Agreement was established.