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AFRICAN REGIONAL DIALOGUE ON LOSS AND DAMAGE

Bingu International Conference Centre, Lilongwe, Malawi, March 20 –22, 2024

*Positioning African countries to play instrumental role in the governance of the Loss and
Damage Fund, secure enhanced action at the frontline and optimize on benefit from the
Fund*



Concept Note

January, 2024



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#L&DConf2024

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#FinanceLossAndDamage

1. INTRODUCTION

1.1. Background

According to the Intergovernmental Panel on Climate Change's (IPCC) Sixth Assessment Report (AR6), climate change has caused substantial damages, and increasingly irreversible losses, in terrestrial, freshwater, cryosphere and coastal and open ocean ecosystems. Moreover, a report commissioned by the World Bank found increasing evidence that even with very ambitious mitigation measures, the Earth's atmospheric system may already be committed to warming of approximately 1.5° C above pre-industrial levels by 2050 (World Bank, 2014). While mitigation continues to be of paramount importance to limit loss and damage, the extent and magnitude of climate change impacts will certainly increase in the future. Decision makers will need to be prepared to implement both adaptation and risk reduction measures to avoid loss and damage; and a suite of other approaches within comprehensive risk management frameworks to address losses and damages that are not averted.

The plight of Africa and most countries in the Global South in relation to climate justice and their limited adaptive capacity¹ to climate change is well documented and understood. Some estimates point out that a failure to mitigate climate change will lead to Africa and other developing countries to bear approximately four-fifths of the costs caused by a 2°C increase in average global temperatures.² Consequently, communities in developing countries are anticipated to bear the heaviest burdens from climate change regardless of them having contributed the least to global greenhouse gas emissions that contribute to global warming, with Africa being the continent that has contributed the least to global greenhouse gas emissions yet being the continent that will likely be the most adversely affected by climate change impacts.³

1.2. Defining Loss and Damage

The concept of loss and damage associated with adverse impacts of climate change has been received, understood and treated differently by the developed and developing countries. While the former categorises it as falling under adaptation, the latter frame the concept as concerning adverse climate impacts beyond the limits of adaptation.⁴ While there is no internationally agreed definition of loss and damage, several definitions have been provided, most of which relate to situations where adaptation, mitigation or other mechanisms have failed to address the risk (limits to adaptation). Loss and damage was considered in article 8 of the Paris Agreement. Article 8(1) of the Paris Agreement asserts the need to consider loss and damage as one of the responses to

¹ Adaptive capacities are seen as long-term measures which enable a society to change and transform current structures in order to live with environmental and societal changes in the long run without facing major harm, loss and/or damage. Components of adaptive capacities are linked to, for example, education and research capacities, gender equity, environmental status and ecosystem protection and investments.

² Campillo, G., Mullan, M. and Vallejo, L. (2017). Climate change adaptation and financial protection: synthesis of key findings from Colombia and Senegal. OECD Environment Working, OECD Publishing, Paris, France.

³ Forcella, D., Rafael, M. and Gonzalez, L. (2016). Rural microfinance and climate change: geographical credits allocation and vulnerability: An analysis of agroamigoin Brazil's Northeastern States. Universite Libre de Bruxelles, Bruxelles, Belgium.

⁴ UN Doc (seen 4) (preambular para 4).



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climate change: Parties recognize the importance of averting, minimizing and addressing loss and damage associated with the adverse effects of climate change, including extreme weather events and slow onset events, and the role of sustainable development in reducing the risk of loss and damage. Avert is associated with mitigation, minimizing is linked to adaptation while addressing is about dealing with loss and damage that cannot or has not been averted or minimized through mitigation, adaptation and other approaches such as disaster risk reduction (Stiftung et al., 2021). Both developed and developing countries have responsibility of achieving the stipulations of Article 8 of the Paris Agreement more particularly cooperation and facilitation to enhance understanding and action on SOEs; non-economic losses; and resilience of communities, livelihoods and ecosystems.

1.3. Financing for Loss and Damage

Climate finance including loss and damage finance landscape of Africa is considerably wavering. According to the Africa Development Bank and the United Nations Framework Convention on Climate Change (UNFCCC), for the continent, adaptation to the adverse impacts of climate change is urgent and of priority. However, a closer look at the nationally determined contributions for nations of the continent depicts otherwise. While others have argued that mitigation in the continent has always been done within the framework of adaptation needs, the action counts – and the statement is so loud; that adaptation finance in the continent has continued to suffer at the expense of mitigation. In fact, there is overwhelming evidence of no progress in increasing the share of adaptation finance in overall climate finance, despite the objective enshrined in the Paris Agreement to reach a balance between mitigation and adaptation financing. Amongst the green finance instruments, mechanisms and institutions established to help finance climate action globally and at the African continent level include the Green Climate Fund (GCF), weather and climate insurance, the Global Environment Facility (GEF), Adaptation Fund, Green Bonds, Climate Investment Fund, Sustainable Energy Fund for Africa, Africa NDC hub, Africa Financial Alliance for Climate Change etc.

The majority of existing funding mechanisms that are being promoted in Africa and most of the developing countries are humanitarian in nature. Funding mechanisms that restore damaged assets and compensate those suffering from climate-induced loss and damage are not available or limited. Under the UNFCCC, developed country parties are obliged to provide ‘new and additional financial resources’ to help developing countries meet the costs of climate action. At the end of the COP27, the UN climate summit agreed to set up a “loss and damage fund” to support vulnerable countries to avert, minimize and address the adverse impacts of climate change, overcoming decades of resistance from rich nations who contribute the bulk of the world's greenhouse gas emissions. However, the complexities of the mechanism for calculating losses by developing nations, and paying out of damages by wealthy nations, has also never been worked out. In line with this, the Civil Society Network on Climate Change in collaboration with PACJA, Germanwatch and Care International, conducted the first African Regional regional conference on loss and damage and climate finance to consolidate a joint position on amongst others; Green Climate Fund, InsuResilience, financing of loss and damage and irreducible minimums for COP27. The conference resulted into the development of a common understanding of the African CSOs



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on climate finance including GCF, Adaptation finance, InsuResilience amongst other green finances; establishment of mechanisms for advancing engendered climate financing through existing and potential financing mechanisms; development of an African Civil Society Organizations position on climate finance as guided by the conference’s dialogue; and establishment of an “African Climate Finance Community of Practice” to engage at key national, regional and international advocacy platforms like GCF watch platform and board, CoPs, UNEA among others.

1.4. Data and Evidence on Loss and Damage

In general terms, some sectors in Africa, such as the Insurance and Disaster Risk Management sectors have made progress in developing methodologies that can be judiciously referenced for quantifying economic loss and damage attributed to climate change impacts. However, there is little progress or limited data on how to undertake assessments for Non-Economic Loss and Damage (NELD). It must be noted that the quantification of NELD is vital for African countries to be able to make meaningful contributions on Loss and Damage at UNFCCC processes including the Glasgow Dialogue on Loss and Damage and that the quantification of NELD can improve the scope of climate change policies and programmes. For example, in an analysis by Chiba et al. (2019)⁵ it was iterated that in instances where there is low attention given to NELD there is a high probability that national accounts and reports will show significant underestimation of actual disaster losses, leading to insufficient and suboptimal investments in recovery, suboptimal Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) decision-making, and a decrease in community resilience to climatic disasters.

1.5. Progress on Loss and Damage under the United Nations Framework Convention on Climate Change

Loss and Damage has emerged as a third key pillar of climate policy, alongside mitigation and adaptation to address ever-increasing climate impacts in developing countries that are particularly vulnerable to the adverse effect of climate change. With slow progress in reducing greenhouse gas emissions and adapting to the impacts of climate change, addressing unavoidable impacts of climate change is paramount.

The 27th Conference of Parties (COP) to the United Nations Framework Convention on Climate Change (UNFCCC) established a Loss and Damage Fund, as a response mechanism to the existing financial gaps for addressing losses and damages being experienced by developing countries. Notably, COP28 witnessed countries adopting the recommendations of the Transitional Committee and agreeing to operationalize the Loss and Damage Fund despite some recommendations yet to be met. Following the operationalization of the fund, a board was constituted to ensure that the funds policies are fit for purpose and responsive to needs. Nevertheless, whether the fund is fit for purpose largely depends on how the newly established board operates. It will require a finance model that delivers adequate, grant-based funding quickly when needed. That way it can support the recovery, reconstruction and rehabilitation of communities following extreme climate events, as well as address ongoing loss and damage from the slow-onset effects of climate change.

⁵ Chiba, Y., Venkata, S., Prabhakar, R. and Islam, M.A. (2019). Addressing non-economic loss and damage associated with climatic events: Cases of Japan and Bangladesh. APN Science Bulletin 9(1), 67–72.



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Countries also endorsed the United Nations Office for Disaster Risk Reduction (UNDRR) and United Nations Office for Project Services (UNOPS) as a host for the Santiago Network on Loss and Damage (SNLD) secretariat. The SNLD will provide technical support to developing countries in establishing proper governance and institutional arrangements for addressing Loss and Damage.

Although the Global Stock take decision included loss and damage, it was not properly recognized as the third pillar of climate action, alongside mitigation and adaptation. This is a significant oversight for vulnerable communities and developing countries, who face the brunt of climate change's escalating impacts. Furthermore, many uncertainties remain on the financial needs to address loss and damage.

2. AFRICA REGIONAL DIALOGUE ON LOSS AND DAMAGE

This is the third (3rd) regional convening, at Pan African level on loss and damage in Malawi. The first convening (2022) focused on framing and politically heightening the Loss and Damage agenda and prompting its adoption in COP7. The second regional convening strengthened the capacity of members to engage with the Transitional Committee on Loss and Damage and provided comprehensive inputs to this UNFCCC committee. These convening were organised by partnerships comprising CISONNECC, Pan-African Climate Justice Alliance (PACJA), the Scottish Catholic International Aid Fund (SCIAF), Catholic Relief Services (CRS), Concern Worldwide, Trócaire and Christian Aid and Government of Malawi. Both convenings produced a comprehensive report on key African asks to the Transitional Committee on Loss and Damage and a communique detailing African stakeholders' recommendations on Loss and Damage. Recommendations from the symposium also fed into discussions at the 58th session of UNFCCC Subsidiary Bodies in June 2023 and at COP28 in December 2023.

The global narrative on Loss and Damage has begun to shift, with increased levels of debate on what kinds of practical action can and should be taken to address Loss and Damage in the most vulnerable countries and how finance can be delivered to support that action, urgently, effectively and at scale. This has led a growing community of stakeholders to understand the need to act on loss and damage, including many who have not been historically engaged on the issue, including private corporations.

The overall objective of the third dialogue is to evaluate the decisions made in COP28 and their implications on governance, technical and funding support on loss and damage action. The dialogue will be held under the theme: ***Positioning African countries to play instrumental role in the governance of the Loss and Damage Fund, secure enhanced action at the frontline and optimize on benefit from the Fund***

Specifically, dialogue will be held under the following thematic areas:

- i. Augmenting evidence base for supporting African case for accessing L&D Funds and technical assistance
- ii. Ideal access modalities for L&D funding and technical assistance in Africa
- iii. Addressing the critical issues of funding arrangements for L&D
- iv. Assessing country and regional level readiness for accessing L&D funds
- v. Defining the governance structures for effective L&D finance and catalyzing technical assistance at UNFCCC



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These thematic areas shall leverage on:

- a. Lessons from existing financial mechanisms under UNFCCC and related processes
- b. Political processes preceding effective operationalization of L&D funds and delivery of technical assistance at UNFCCC

2.1. Objectives of the Regional Dialogue

The dialogue aims to achieve the following objectives:

1. To unpack COP28 decisions with implications on loss damage in Africa with a view to develop better understanding of opportunities for our collective influence
2. To recommend appropriate and an ideal governance framework for accessing funds and responding to L&D in the context of Africa.
3. To develop proposals on appropriate access modalities for funding on loss and damage for Africa, and delivery of technical assistance on L&D to be shared with key governance structures of L&D as part of our influence.
4. To explore and draw plans, strategies and entry points for enhanced effectiveness of African actors in engaging with key governance institutions for the Loss & Damage fund

2.2. Expected Outcomes

- Enhanced understanding of the COP28 outcomes and how to take advantage of these to advance loss and damage agenda in manner favorable to Africa
- Ideal governance framework for accessing funds and responding to Loss and Damage is adopted for joint influence action by all stakeholders
- Recommendation on appropriate access modalities for funding on loss and damage for Africa are adopted and shared with key governance institutions
- Joint influence plans and strategies for pan African Action on Loss and Damage

2.3. Methodology

The dialogue will be held in hybrid format, in-person and virtual participants with focused experts' presentations under the three themes, panel discussions and plenary sessions.

2.4. Participants

The regional symposium will bring together African Governments (Kenya, Uganda, Rwanda, South Africa, Botswana, Mozambique, Democratic Republic of Congo, Tanzania, Egypt, Angola, Cameroon, Mauritius, Madagascar, Morocco, Egypt, the Africa Group of Negotiators (Zambia), Donors (African Development Bank, African Union, UNDP, UNEP), CSO representatives, the academia, technical working group on loss and damage, representatives of the private sector, the donor community and representatives of communities at the frontlines of climate crisis from across Africa, amongst others.



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PROGRAMME

TIME	SESSION	MODERATOR
Day One: March 20, 2024		
08:00 – 08:30	Registration	CISONECC Secretariat
8:30 – 9:30	Africa's experiences with Loss and Damage – Showcasing Video Documentaries, Poster Displays, Pavilions	
09:30 – 10:00	Opening Remarks: <ul style="list-style-type: none"> ▪ Mr. Gift Numeri, Board Chairperson, Civil Society Network on Climate Change ▪ Dr. Mithika Mwenda, Executive Director, Pan African Climate Justice Alliance ▪ Ms. Wamuyu Manyara, Country Director, Trocaire ▪ Mr. Evans Njewa, Chairperson, Least Developed Countries Group ▪ Mr. Peter Chimangeni, Director of Recovery and Resilience, Department of Disaster Management Affairs ▪ Africa Union Commission ▪ Dr. James Murombezi, Officer in Charge, ECA ▪ Dr. Yusuf Mkungula, Principal Secretary, Natural Resources and Climate Change 	Teresa Ndanga, Communications and Media Specialist
10:00 – 10:20	Keynote Perspective: COP28 decisions of significant importance to Loss and Damage and Looking forward to COP29 - Chairperson, Africa Group of Negotiators	
10:20 – 10:50	Official Opening <i>Hon. Dr. Michael Usi, Minister for Natural Resources and Climate Change, Republic of Malawi</i> <i>H.E. Dr. Joyce Banda, Former President, Republic of Malawi and Ambassador of Good Will on Loss and Damage</i>	
10:50 – 11:10	GROUP PHOTO - HEALTH BREAK – MEDIA INTERVIEWS	Teresa Ndanga, Communications and Media Specialist
11:10 – 12:30	High level political dialogue on state at play on Loss and Damage Fund and opportunities for Africa to leverage its interests Panelists:	
		Mathews Malata, President of Associations of Environmental



	<ol style="list-style-type: none"> 1. Mr. David Kaluba, Zambia, Board member of Loss and Damage Fund *** 2. Dr. James Murombedzi, Officer-in-Chief, Climate Change & Coordinator, Africa Climate Policy Centre, UN Economic Commission for Africa 3. Dr. Augustine Njamnshi, Chair, Political & Technical Committee, PACJA Board 4. Dr. Lucy Mtilatila, Director, Department of Climate Change and Meteorological Services, Malawi 5. Mr. Evans Njewa, Chairperson, Least Developed Countries Group 	Journalists in Malawi
12:30 – 13:00	<p>Lessons from Access Modalities for Different Climate Change Funding Instruments under the UNFCCC:</p> <p>Presenter: Mr. Evans Njewa, Chairperson, LDC Group of Negotiators</p>	Melton Luhanga , Board Member of CISONNECC, and Executive Director for Churches Action in Relief & Development
13:00 – 14:00	LUNCH	
14:00 – 14:40	<p>Presentation: Findings of a study on assessment of mechanisms for supporting access to Loss and Damage Financing in Malawi</p> <p>Dr. Dumisani Chirambo, Consultant and Academician, (more details on who he is)</p>	Philip Kilonzo , PACJA Head of Communications and Advocacy
14:40– 15:40	<p>Break out room 1: Loss and Damage Policies – Assessing Gaps and Opportunities for Access Modalities and Instruments (UNFCCC level)</p> <p>Discussants:</p> <ol style="list-style-type: none"> 1. Richard Sherman, Co-chair, Transitional committee on Loss and Damage 2. Yared Deme, World Resources Institute 3. Dr. Junice Undi, Lecturer, Lilongwe University of Agriculture and Natural Resources <p>Host & Rapporteur – Trocaire</p>	Obed Koringo , Policy Advisor, Care International
	<p>Break out room 2: Loss and Damage Policies – Assessing Gaps and Opportunities for setting up National & Regional Level Mechanisms (Readiness for L&D financing)</p>	Julius Ng’oma , Coordinator, Civil Society Network on Climate Change, Malawi



	<p>Discussants:</p> <ol style="list-style-type: none"> 1. Nicholas Abuya, ChristianAid 2. Prof. Sosten Chiotha, Regional Director, Leadership for Environment and Development, Southern and Eastern Africa 3. Gertrude Siame, Caritas Zambia <p>Host & Rapporteur – Concern World Wide</p>	
	<p>Break out room 3: Loss and Damage Policies – Assessing Gaps and Opportunities for participation of critical sectors in design and delivery of L&D financing and technical assistance at National & Regional Level (Readiness for L&D financing)</p> <p>Discussants:</p> <ol style="list-style-type: none"> 1. John Chipeta, Communications and Advocacy Manager, Save the Children 2. Lucy Mwase, Programme Manager, Habitat for Humanity 3. Brenda Mwale, Green Girls Platform <p>Host & Rapporteur – Christian Aid</p>	<p>Chikondi Chabvuta Mkawa, Regional Policy Advisor, Care International</p>
15:40 – 16:00	HEALTH BREAK	
16:00 – 17:00	Reporting back and consolidating key take-aways from Break-Out sessions	Philip Kilonzo, PACJA Head of Communications and Advocacy
End of Day One		
Day Two – March 21, 2024		
8:00 – 8:30	Arrival and registration	CISONECC Secretariate
08:30 – 09:00	<ul style="list-style-type: none"> ▪ Key Reflections from the Plenary ▪ Africa’s experiences with Loss and Damage – Showcasing Video Documentaries, Poster Displays, Pavilions 	Dunia Mphande, Head of Programmes, Christian Aid, Malawi
09:00– 10:45	Technical High-Level Session: Accelerating access to financing and technical assistance to loss and damage	Mr. Gift Numeri, Board Chairperson, Civil Society Network



	<p>Framing institutional arrangements and technical support mechanisms for loss and damage; Prof. Simon Anderson, Senior Fellow, IIED</p> <p>Exploring existing governance landscapes in Africa countries: positioning Africa for effective action on loss damage Mr. Emmanuel Siakilo, AUC/ AGN</p> <p>Exploring existing ecosystem of evidence on loss and damage and mechanisms for scaling up evidence to support the case for L&D funding in African Countries Dr. James Murombedzi, ECA</p> <p>Evidence as the new barrier to accessing climate finance: Preparatory measures that countries must put in place to enhance access to climate finance Dr. Cromwell Lukorito (Chair IPCC WG2)</p> <p>Plenary session</p>	on Climate Change
10:45 – 11:10	Health Break	
11:10 – 11:40	<p>Presentation: Access Modalities for Funding Mechanisms outside the UNFCCC Mechanism – UNDRR/UNOPS</p> <p>Amjad Abashar, Africa Director, UNDRR</p>	Yvonne Murindiwa , Programmes Director, Give Directly
11:40 – 13:00	<p>Presentations: Lessons from funding mechanisms outside the UNFCCC: <i>what works for Africa and what doesn't</i></p> <ul style="list-style-type: none"> • Global Shield - Jennifer Phillips, Advisor, Global Shield Secretariat • Africa Risk Capacity – Mr. Khofi Konin • African Development Bank - Dr. Olufonso Somolin • Governments direct model of loss and damage interventions to developing countries – Dr. Ben Wilson, Public Engagement Director, SCIAF <p>Plenary Interventions</p> <p>Host & Rapporteur – Action Aid</p>	Charles Mwangi , Head of Programmes and Research, PACJA
13:00 – 14:00	Lunch Break	
Characterizing technical assistance for Loss and Damage in Africa		
14:00 – 15:00	Moderated Panel Discussion on Issues arising from financing mechanisms outside UNFCCC:	Julius Ng'oma , CISONNECC



	<p>Mr. David Kaluba, Board Member, Loss and Damage Fund</p> <p>Mr. Peter Chimangeni, Director of Recovery and Resilience, Department of Disaster Management Affairs</p> <p>Dr. Augustine Njamnshi, Pan-African Climate Justice Alliance</p> <p>Ayan Harare, Climate Justice Lead, Oxfam in Africa</p> <p>Host & Rapporteur – Give Directly</p>	National Coordinator
15:00 –16:00	<p>Developing strategies for taking our collective agenda forward</p> <p>Group tasks</p>	Philip Kilonzo , Philip Kilonzo, PACJA Head of Communications and Advocacy
16:00 – 16:20	Tea & Health Break	
16:20 – 17:00	Feedback session from Groups and Closure	Philip Kilonzo , PACJA Head of Communications and Advocacy
	End of Day Two	
Day Three – 24th March, 2024		
8:30 – 9:00	Arrival and registration	CISONECC Secretariate
09:00 – 9:30	Presentation of a Communique from the African Regional Dialogue on Loss and Damage	Philip Kilonzo , PACJA Head of Communications and Advocacy
9:30 – 10:30	<p>Closing commitments on Loss and Damage Action</p> <ul style="list-style-type: none"> • Gift Numeri, CISONECC Board Member, Civil Society Network on Climate Change • Dr. Mithika Mwenda, Executive Director, PACJA • Executive Director, SCIAF • Mr. David Kaluba Board Member, Loss and Damage Fund • Chairperson, AGN • Mr. Peter Chimangeni, Director of Recovery and Resilience, Department of Disaster Management Affairs • Dr. Yusuf Mkungula, Principal Secretary, Natural Resources and Climate Change <p>Official closing statement by Hon, Dr. Michael Usi, Minister of Natural Resources and Climate Change</p>	Tereza Ndanga , Communications and Media Specialist



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