

Action Plan

IASC ENGAGEMENT IN UNFCCC COP 28 MARCH – DECEMBER 2023

IASC Climate Crisis Sub-Group

August 2023

Endorsed by IASC Deputies Group

Background

In June 2022, IASC Deputies decided to establish a time bound group at the technical level to consider past actions of the IASC in response to the climate emergency and consider areas for future action. The IASC Climate Crisis Sub-Group was created to follow-up on this important task and formulate an Action Plan for consideration by the Deputies Group. This document, therefore, seeks to:

1. Galvanise humanitarian engagement with the broader climate change policy agenda by enabling coordinated engagement in the UNFCCC processes, in particular towards COP28 (December 2023).
2. Outline how humanitarians can work better together to influence UNFCCC processes and related UNFCCC COP28 outcomes, and other relevant initiatives, including through:
 - a) Establishing common objectives and promoting common messaging on mitigation, adaptation, finance and losses and damage across sectors.
 - b) Agree on mechanisms for coordinated information gathering, strategic analysis on climate risk, impact and loss and damage.
 - c) Coordinate structured engagement with key stakeholders and processes to influence relevant outcomes and initiatives.
 - d) Set out specific activities that will be undertaken by IASC members to help galvanize humanitarian engagement on the climate change policy and action agenda.

While the climate emergency is a humanitarian emergency, widespread negative impacts are already being felt on reaching the Sustainable Development Goals (SDGs) and on the effective enjoyment of human rights for all. The Intergovernmental Panel for Climate Change (IPCC) Synthesis report concludes that, “Increasing weather and climate extreme events have exposed millions of people to acute food insecurity and reduced water security. Climate and weather extremes are increasingly driving displacement in Africa, Asia, North America, and Central and South America, with small island states in the Caribbean and South Pacific being disproportionately affected relative to their small population size”¹. Extreme weather-related UN humanitarian appeal requirements were approximately 800% higher in 2021 than in 2000². Over the past decade the top 12 most climate vulnerable countries experienced a 170% increase of people in need of humanitarian assistance and an US\$ 87 billion financial gap to fund crisis-related needs³. Negative climate impacts, financial gaps and challenges to operations will only continue to grow with increasing global warming.

IASC Engagement in UNFCCC COP 28

Climate change is included as a priority area in the IASC 2022-2023 Strategic Priorities, which presents an opportunity to catalyse action on the climate crisis by the humanitarian community, in line with the [Climate and Environment Charter for humanitarian organizations](#). By working together, IASC members can maximize their ability to influence UNFCCC discussions and other relevant processes to support communities most vulnerable/at-risk from the humanitarian impacts of the climate emergency, in particular women and girls, children, elderly, Indigenous People, persons with disabilities, minority communities and those in fragile and conflict-affected communities, displaced people and their hosts.

The 28th UNFCCC Conference of Parties, COP28 (30 November - 12 December 2023) is an opportunity to galvanise humanitarian engagement with the broader climate change agenda. The COP28 Presidency, the

¹ <https://www.ipcc.ch/ar6-syr/>

² <https://policy-practice.oxfam.org/resources/footing-the-bill-fair-finance-for-loss-and-damage-in-an-era-of-escalating-climate-621382/>

³ <https://fts.unocha.org/>; <https://gho.unocha.org/>; OCHA's report “Not Return to Normal: The growing Humanitarian Climate Emergency”

United Arab Emirates, has indicated a desire to engage with humanitarian actors and to focus on climate security, ensuring climate finance reaches fragile, crisis-affected and conflict-affected contexts, including enhancing Early Warning and Anticipatory Action. There is to be a Health, Relief, Recovery and Peace Day which is of particular relevance to humanitarian organizations. These are clear areas of common interest and important opportunities for the IASC to engage to better meet the needs of at-risk and crisis-affected communities, including in the areas of mitigation, adaptation and Loss and Damage.

To effectively engage and maximise the positive impact of our actions, we need to ensure a coordinated advocacy approach with common messages on critical issues such as the humanitarian consequences of the climate crisis, the need for new and additional climate finance to meet the needs of climate vulnerable countries and communities, and how to approach negotiations related to loss and damage, mitigation, and adaptation with a coherent suite of climate actions or solutions across sectors. As a coordinating entity, the IASC can help drive collective action by IASC members in relevant processes and support its members to effectively influence policy outcomes.

Objectives of IASC coordinated engagement in COP28 and related processes

1. **Accelerate Action:** Push for urgent climate action, including humanitarian action, in fragile, crisis-affected and conflict-affected contexts along the HDP nexus. To do this we will seek to further raise awareness and understanding of the humanitarian impacts of the climate emergency, to promote understanding of the human face of the climate crisis (including when it comes to lives, livelihoods, food security, health, nutrition, education, protection and displacement/human mobility).
2. **Change Policies:** Influence intergovernmental climate policy and finance discussions to:
 - a. Promote action on mitigation goals, such as reaching net-zero CO2 emissions and promoting progress from Glasgow commitments (noting the humanitarian implications of failure);
 - b. Promote transformative adaptation action, including through increased support for locally-led adaptation and resilience;
 - c. Ensure the Loss and Damage discussions, including on loss and damage finance, promote participation of affected communities and support and address action in the most vulnerable contexts;
 - d. Seek commitments to urgently increase finance for climate adaptation and resilience with measures to avert, minimize and address economic and non-economic losses and damages in fragile, crisis-affected and conflict affected contexts.
3. **Change Practices:** Promote the scale up of effective, participatory and inclusive action across these contexts, including risk analysis and preparedness, early warning and early/anticipatory action, leveraging the UN Early Warnings for All Initiative (EW4A) as well as climate-risk-informed emergency response and recovery.
4. **Change Processes:** Promote and facilitate the meaningful and safe engagement of at-risk people and communities, including women and girls, children, persons with disabilities, elderly, youth, displaced people and their hosts, including Indigenous People, and minorities, who are at the frontlines of climate impacts but have limited access to climate information and decision-making, to share their experiences, needs and solutions.
5. **Strengthen Positioning:** Build the case that humanitarian agencies have a critical role to play in climate action - especially in the most vulnerable and fragile, crisis-affected and conflict-affected communities, building our credibility and positioning in order to be able to influence policies and action and contribute to practical solutions where we can.

Ways of working/ strategic approach at the global level

One message, many messengers

1. Agree on common “people-centred humanitarian messages” that consider climate risks and impacts faced by different populations based on their age, gender and diversity to feed into UNFCCC processes and other high-level events throughout 2023, including the Midterm Review of the Sendai Framework in May, and the UN Secretary-General's Climate Ambition Summit in September and COP28 in December.
2. Based on common humanitarian messages, develop shared tools for external engagement for use throughout the year and at all levels - analytical reports, policy briefs, communications products etc.

Quality engagement in critical climate processes ensuring credibility and access

3. Build IASC expertise and that of the humanitarian community to enable engagement.
4. Encourage and support IASC members to prepare submissions to UNFCCC processes and opportunities in the lead up to and at COP28 and ensuring the incorporation of agreed upon key messages while exploring the feasibility of joint submissions.
5. Secure high-level events relevant to humanitarian action to foster collaboration, and reduce fragmentation of messages and actions, by creating a common humanitarian event agenda and meeting space at SB58 in Bonn and COP28 in UAE.

Amplified coordinated engagement with key stakeholders

6. Work collectively through the IASC Climate Crisis Sub-Group to amplify our reach and ability to engage with different stakeholders and in different processes, sharing and allocating different tasks, meetings and sectors or systems, etc.
7. Leverage individual IASC members’ expertise, mandate and recognized voice in climate change negotiations by identifying common areas for engagement and messaging as well as where one or other organization is best situated to lead on messaging and/or engagement/positioning.
8. Coordinate engagement with key stakeholders (negotiators, non-state actors including allies, and local actors, etc. – stakeholder mapping to be developed) and processes (UNFCCC and other processes as outlined below), leveraging different locations, access, expertise, etc., to broaden the scope of engagement, noting limited individual capacity but as a collective we can have far greater reach.
9. Engage with the UAE COP28 presidency to enable collaborative action to achieve the objectives, including around “summitable initiatives” and promote processes that guarantee the meaningful and informed participation of at-risk or frontline people and communities in climate decision-making, including at COP28 (submission to be developed).

Aligned public outreach

10. Work closely with public communications colleagues to ensure key messages and reactive messages based on events, can reach a broader audience. Use of IASC and organizations social media accounts to share key and common messages at specific moments, especially on the urgency to tackle the climate crisis altogether.

Workplan by Area

1) COP 28 Messages and Advocacy

Leads: IFRC and OCHA

Output: Updated key messages based on common narrative and IASC key messages from 2022.

- Submission of side-event proposals for the Bonn Conference
- Development of stakeholder analysis and engagement plan at the Bonn Conference, utilizing the Action Plan
- Discussion of joint side event proposals for COP28 (noting focus on fewer more strategic high-level events)
- Update Common Messages for Climate Ambition Summit and COP 28
- Pre-COP engagement with parties, including bilaterals and roundtables
- Coordinated attendance at COP, including ensuring coverage of negotiations and high-level events, clear allocated tasks, consider relevant side events

2) COP28 Presidency engagement

Leads: IASC Climate Group Co-Chairs (IFRC and OCHA)

Outcome: Fragility Day at COP 28 with possible announcements by donors, IFI or humanitarian actors

- IASC members to share ideas for summitable initiatives/issues and collective ideas with UAE. Dialogue continuing with UAE, both at individual agency level
- Discussion on a roundtable hosted jointly with UAE and IASC members on key issues of concern to the humanitarian community
- Consultations with Climate Action Network (CAN) around plans for UAE COP28 engagement and seeking advice/ support
- High-level discussions held with UAE on possible announcements of relevance/importance to humanitarian action

3) Loss and Damage

Leads: WFP and IFRC

Output: Loss and Damage side event at HLPW (April 2023); Loss and Damage IASC Key Messages (June 2023); and UNFCCC Bonn SB (June 2023) to be used for COP28 processes

- Consultations with the Sub-Group on a draft Key Messages and seeking consensus on IASC position on Loss and Damage with a focus on the role and limits of humanitarian action, learning and concerns
- Coordinated engagement/Calendar on Loss and Damage relevant events/sequencing and roles and responsibilities
- Consultations with humanitarian community at a HNPW event on Loss and Damage
- Upon endorsement by Deputies Group, develop engagement plan on Loss and Damage and share Loss and Damage document with key actors (i.e., with Transitional Committee members and other leading or potential Loss and Damage donors)
- Bilateral engagements with negotiators: e.g., Meeting with EU chief climate negotiator, G77, Africa Group, AOSIS, V20, CVF, US etc, also at country level with a focus on members of transitional committee
- Engage in discussions with Member States at key climate related process i.e., Bonn and COP28 Conferences on role and limits of humanitarian action in Loss and Damage

4) Climate Finance

Leads: Oxfam and OCHA

Output: Joint advocacy messages on climate finance

- Compilation of available material on climate finance and finance gaps and mapping of what finance is available to different contexts and for what, with what gaps
- Consultation on key messages with analysis of challenges of accessible finance for climate action in fragile, crisis-affected and conflict affected states, as well as action needed
- Engage in discussions with Member States at key climate related process i.e., Bonn Conference and COP28 on climate and humanitarian finance
- Discussions on contributions to Glasgow dialogue discussions and prepare UNFCCC submissions related to climate finance, as well as follow relevant discussions such as the French Climate Finance Summit and Annual World Bank Meetings
- Discussions on engagement with relevant actors from UNFCCC (e.g., UNFCCC Loss and Damage Fund TC, post 2025 finance goals)

Products

Key inter-agency products targeting Member States that underpin messaging and situation analysis:

- 1. Key messages and common narrative (updated from 2021 and 2022)**
- 2. Loss and Damage joint IASC Key Messages**
- 3. COP 28 advocacy materials (videos, briefs on particular topics as relevant, cartoon summary, etc.)**

Additional ideas to be considered (pending capacity):

- o Overview of the “face of the 1 billion” (i.e., who is experiencing the humanitarian impacts of climate change and how)
- o Analysis of climate action that works in fragile settings: “Moving back from the Edge” (WMO UNDRR Centre for Excellence).
- o Draft 5 pager on climate change and its long-term implications for humanitarian actors and across sectors based on IPCC synthesis report and other climate data sets (OCHA).
- o Develop a cartoon summary of critical issues for COP with RCCC (IFRC, UNICEF), likely focus on key messages and Loss and Damage.
- o Video messages from local first responders or the individuals living in communities and contexts we serve (All).

Annex 1: Events and engagement mapping (living document)

Date	Event/Opportunity (location)	Attending members	Advocacy products/activity
March			
20-21	European Humanitarian Forum (Brussels)	IOM, CARE, OCHA; NRC, UNHCR, IFRC (many NS), FAO	Improve stakeholder analysis, identify key allies Increase awareness amongst participants of climate/ humanitarian intersection, understanding of Loss and Damage and our role and limitations, continue discussions on EWEA and support for fragile, crisis and conflict affected countries and communities
22-24	UN Water Conference (New York)	IOM, WFP; NRC, UNHCR, IFRC, FAO	
20 March	IPCC synthesis report launched	OCHA, OHCHR	Media opportunity to flag humanitarian impacts of climate crisis
April			
17-28	Humanitarian Networks and Partnerships Weeks (Geneva)	IOM, WFP, OCHA, NRC, UNICEF, UNHCR, IFRC, FAO	Presentation and consultation of Loss and Damage Key Messages Side event - consultation on IASC Road Map
14-16	World Bank Spring Meetings		
18-20	ECOSOC Youth Forum 2023	OHCHR	
May			
17-19	Sendai MTR HLE	IOM, UNICEF, UNHCR, IFRC, FAO	
June			
5-15	Bonn Climate Change Conference (Bonn)	IOM, CARE, WFP, IFRC, OCHA; NRC, UNHCR, UNICEF (TBC), OHCHR, FAO	Possible side events on Loss and Damage and humanitarian action, and finance in fragile settings
6-7	EU Green Week (Brussels)		
	UAE security council event		
21-23	ECOSOC HAS	FAO	Possible side event
22-23	Summit for a New Global Financial Pact (Paris)	CARE	
July			
01-03	59th session of the Intergovernmental Panel on Climate Change (IPCC 59)		
10-19	High-level Political Forum on Sustainable Development (HLPF) 2023	IOM, FAO	
24-26	2023 UN Food Systems Stocktaking Moment	WFP, FAO	
August			
TBC	Asia Pacific UNFCCC Climate Week, TBC		

September			
03-04	Africa Climate Summit	IOM, UNHCR, FAO	IOM climate finance and human mobility joint event with OCHA (TBC)
04-08	Africa UNFCCC Climate Week, Nairobi	IOM, UNHCR, FAO	
19-20	UN Climate Ambition Summit (New York),	IOM, WFP, OCHA, UNHCR, OHCHRFAO	
9-10	G20		
	SDG Summit	IOM, FAO	
12-30	78th Session of the UN General Assembly (UNGA 78)	IOM, WFP, OCHA, UNHCR, UNICEF, FAO	
TBC	Asia Pacific UNFCCC Climate Week	IOM, OHCHRFAO	
October			
09-12	MENA UNFCCC Climate Week, Riyadh	IFRC, FAO	
23-27	LAC UNFCCC Climate Week, Panama	IOM, OHCHRFAO	
November			
December			
30 Nov. – 12	UNFCCC COP 28 (Dubai)	IOM, CARE, WFP, OCHA, NRC, UNHCR, UNICEF, IFRC, OHCHR, FAO	
13-15	Global Refugee Forum	UNHCR	

Annex 2: Focus Areas for Key Messages ⁴

Building on the 2022 IASC Key Messages, we will continue to call for:

- Urgent and ambitious mitigation action to avert the worst impacts from climate change;
- Increased investments in building resilience and adaptation across and within systems for the worst affected and at risk; and
- Meaningful decisions, and concrete actions and finance, on addressing loss and damage in countries and communities being left behind, including those that are fragile, crisis affected and conflict affected.
- Participation of at-risk people and communities, including women and girls, displaced people and their hosts, and Indigenous People, and other marginal groups, who are at the frontlines of climate impacts but have limited access to climate decision-making.

This includes:

- **Mitigation** - Without significant raising of mitigation ambition and action, the humanitarian impacts of the climate emergency, already significant in our field, will be catastrophic. We must reduce greenhouse gas emissions to mitigate climate change and prevent additional losses, damages and needs for people in vulnerable situations including those in fragile and crisis affected settings. Uphold global mitigation goals to contain global mean temperature increase below 1.5 degrees.
- **Adaptation** - Increased investment in, and action for, resilience and locally led adaptation is essential, particularly for those most vulnerable/at risk. Humanitarians may also wish to develop messages on the Global Goal on Adaptation, which will be finalized at COP 28.
- **Loss and Damage** - We need meaningful decisions, concrete actions and finance for loss and damage now. There is a need to save life and livelihoods - take immediate action and prioritize protecting the rights of those in vulnerable situations. We must ensure new financing facility funds are accessible in fragile and crisis affected countries and communities.
- **The role of the humanitarian actors** – We are stepping up action and have valuable tools and finance mechanisms. We are innovating in areas such as Anticipatory Action. We are committed to working to be more effective, participatory, and inclusive, to scaling up action to minimize the impacts of shocks and prevent displacement and the loss of lives and livelihoods.
- **Leave no-one behind** – COP 28 will be dominated by the Global Stocktake. It is clear that insufficient progress has been made in many areas. All efforts must now focus on ensuring people in **fragile and crisis affected contexts** are not left behind, while other context receive climate funding and take action.
- **Early Warning For All (EW4All) / Anticipatory Action** – One third of people, mainly in least developed and small island developing states, are not covered by early warning systems. We need to scale-up early warnings for all and ensure coverage for the most at-risk and also enable effective anticipatory action that saves lives, livelihoods and empowers people through participatory and inclusive decision-making.
- **Promote and facilitate the free, meaningful, active and safe participation of observer organizations, in the lead-up to and during the Conference:** Meaningful and effective participation is key to the success of the Paris Agreement as well as many COP decisions and

⁴ Note the longer more detailed KMs will be finalized separately, but this indicates the priority areas and top line messages.

agenda items. Climate decision-making, including at COP28, must be transparent, inclusive and accountable, particularly to the people most at risk and affected by climate change. Participants in the negotiations should not suffer any act or attempted act of intimidation, threats, harassment or punishment for their engagement at COP 28.