

# Climate Justice for the Most Vulnerable

## Leveraging the New UNFCCC Loss and Damage Landscape

### 1 Introduction

Loss and Damage (L&D) has been a highly political and controversial issue in the negotiations within the United Nations Framework Convention on Climate Change (UNFCCC). This has led to a long history of delays and inaction, despite the fact that calls for support for the most affected countries have been voiced from early on. In 1991, for example, the Alliance of Small Island Developing States (AOSIS) proposed an insurance mechanism to assist countries particularly vulnerable to sea level rise. However, several developed countries have stalled progress towards comprehensive solutions, delaying maturity of climate justice. This affected the institutional set-up as well as the lack of means for implementation, especially with regard to finance. Admittedly, small steps have been taken over the past decades: starting with the establishment of the Warsaw International Mechanism for Loss and Damage (WIM) in 2013, the inclusion of a dedicated Article (number 8) in the Paris Agreement, the formation of the Santiago Network on Loss and Damage (SNLD), and the Glasgow Dialogue (GD). However, the first historic milestone in leveraging support was only achieved in 2022 with the establishment of the fund for responding to Loss and Damage (FRLD) and related funding arrangements (FA) to support developing countries that are particularly vulnerable to climate-related L&D. Now, more than three decades after the first calls for comprehensive support, an in-stitutional framework under the UNFCCC is emerging to avert, minimise, address,<sup>1</sup> and respond<sup>2</sup> to L&D, through policy development, technical and financial support.

This framework rests on three pillars: 1. the WIM's Executive Committee (ExCom), as the policy arm; 2. the recently operationalised Santiago Network on Loss and Damage (SNLD), as the technical support arm; and 3. the Fund for responding to Loss and Damage, as the recently implemented finance arm, which also oversees FA. Developing countries as well as civil society representatives and practitioners have long called for a set-up of this kind.<sup>3</sup> As much of the framework is still in its early stages, there is room to develop synergies, strengthen connectivity, and build up functionality, as was partly provided for in decisions at previous Conferences of the Parties (COPs).<sup>4</sup> It is crucial that the three pillars are fit for purpose, complement each other, and ensure coherence to effectively support those who are most vulnerable to climate change impacts. In addition to regular meetings of these bodies, the COP decision on the FRLD foresees an annual High-Level

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<sup>1</sup> As formulated in the Paris Agreement, Art. 8: See United Nations, 2015, [Paris Agreement](#) (accessed: 21 October 2024).

<sup>2</sup> According to decision 2/CP.27 on the fund and the funding arrangements: See UNFCCC, 2023, [Report of the Conference of the Parties on its Twenty-seventh Session, Held in Sharm el-Sheikh from 6 to 20 November 2022](#) (accessed: 21 October 2024).

<sup>3</sup> See CAN, 2014, [Proposed Governing Instrument: Loss and Damage Fund](#) (accessed: 21 October 2024).

<sup>4</sup> See UNFCCC, 2023, [FCCC/CP/2023/11/Add.1](#) (accessed: 21 October 2024). See UNFCCC, 2022, [FCCC/CP/2022/10/Add.1](#) (accessed: 21 October 2024). See UNFCCC, 2023, [FCCC/CP/2023/16/Add.2](#) (accessed: 21 October 2024).

Dialogue (HLD, to be launched at COP29 in Baku) facilitated by the FRLD and the UN Secretary General to enhance co-ordination between these FA.

Our policy paper draws from COP/CMA<sup>5</sup> decision texts, the outcomes of the 20<sup>th</sup> meeting of ExCom, the initial meetings of the FRLD Board and the SNLD Board, and the third GD. These sources assessed collaboration potentials of L&D entities under the Paris Agreement and the UNFCCC. We analyse how the institutional trio can best work together, and identify synergies to enhance support for the most vulnerable in dealing with losses and damages.

Adequate finance is essential for these institutions to function effectively and to achieve their aims, yet remains insufficient to date. The upcoming COP29 provides an opening in this regard, when Parties negotiate the New Climate Finance Goal for 2025, officially named the New Collective Quantified Goal (NCQG). Parties will need to incorporate a specific subgoal on L&D into the NCQG in order to create a solid foundation for L&D finance under the UNFCCC and to ensure that new and additional finance will be delivered consistently. Furthermore, an assessment of overall and country-specific L&D needs is crucial to determine the required financial support and to identify those who are particularly vulnerable to climate change impacts. A first step would be to issue an L&D Gap Report, modelled on the Adaptation and Mitigation Gap Reports by the UNEP. The L&D Gap Report can help calculate the finance gap the FRLD aims to close. At the upcoming WIM review 2024, Parties will need to decide on the preparation of this L&D Gap Report (based on the mandated synthesis report from Art. 134 of the Global Stocktake). An L&D Gap Report will also require contributions from individual countries. This is especially critical as, currently, L&D needs and plans are mostly absent from National Determined Contributions (NDCs) and National Adaptation Plans (NAPs), with the exception of those presented by Vanuatu.

With its upcoming third review, the WIM will have ample opportunity to evaluate and strengthen co-ordination, partnerships, and coherence with other L&D entities. Since the last review in 2019, the L&D landscape has expanded with the operationalisation of the SNLD and the FRLD. This now calls for better alignment and collaboration to avoid duplication and to maximise effectiveness. Finally, yet importantly, the High-Level Dialogue (HDL), to be launched at COP29, needs to ensure that both the FRLD and the FA effectively meet the needs of developing countries, facilitating co-ordination to enhance efficiency and avoid duplication.

## 2 The new UNFCCC Loss and Damage landscape

The WIM is at the centre of the L&D landscape under the UNFCCC. Its three main functions are 1. ‘enhancing knowledge and understanding’,<sup>6</sup> 2. ‘strengthening dialogue, coordination, coherence and synergies among relevant stakeholders’,<sup>7</sup> 3. ‘enhancing action and support, including finance, technology and capacity-building’.<sup>8</sup> These functions provide for three distinct institutional bodies, namely a policy arm, a technical support/capacity arm, and a financial arm (see Figure 1). ExCom, as the policy arm, and the SNLD, as the

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<sup>5</sup> The CMA is the Conference of the Parties Serving as the Meeting of the Parties to the Paris Agreement.

<sup>6</sup> UNFCCC, 2014, [Report of the Conference of the Parties on its Nineteenth Session, Held in Warsaw from 11 to 23 November 2013](#) (accessed: 21 October 2024), p. 6 ff.

<sup>7</sup> *Ibid.*, p. 6 f.

<sup>8</sup> *Ibid.*, p. 7.

technical support/capacity arm, are part of the WIM. The FRLD, as the third arm of the WIM, is institutionalised separately as part of the UNFCCC Financial Mechanism (in line with funds such as the Green Climate Fund and Adaptation Fund) but can still be interpreted as an implementation of the WIM's functionality.

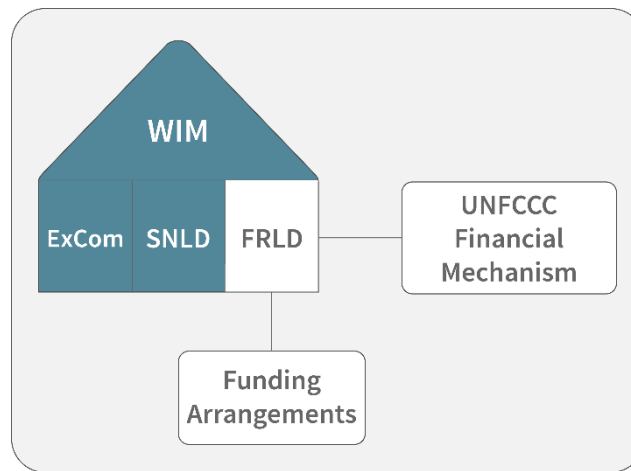


Figure 1: The L&D institutional landscape.

## 2.1 The policy arm: the WIM's Executive Committee

Established at COP19, the WIM, and its ExCom, made up the first institutional body in the L&D landscape. The WIM aims to avert, minimise, and address L&D due to extreme weather events and slow onset events in developing countries that are particularly vulnerable to adverse effects of climate change. The ExCom steers and implements the Mechanism's functions on a five-year rolling work plan. This is achieved with the support of dedicated expert groups and workstreams<sup>9</sup> on different L&D topics, which also serve the three WIM functions of a) enhancing knowledge and understanding, b) strengthening dialogue, and c) enhancing action and support.<sup>10</sup>

Essentially, the WIM and its ExCom have assumed the first two of these functions, while 'enhancing action and support' has long been neglected. It took six years from the WIM's establishment for a dedicated Expert Group on Action and Support (ASEG) to convene and develop an action plan after the second WIM review at COP25 in 2019. This delay postponed much needed progress in this particularly crucial portfolio of the WIM mandate.

Dialogue, co-ordination, and synergies are other core mandates of the WIM. This charges ExCom as its main policy arm with particular weight in the wider L&D landscape to shape the discourse on major topics. To fulfil that mandate, ExCom decided in its 20<sup>th</sup> meeting to include collaboration options within the wider L&D landscape as a recurring item in its meeting agenda.

<sup>9</sup> See UNFCCC, 2024, [The Executive Committee of the Warsaw International Mechanism for Loss and Damage](#) (accessed: 21 October 2024).

<sup>10</sup> See UNFCCC, 2024, [Frequently Asked Questions – Warsaw International Mechanism for Loss and Damage](#) (accessed: 21 October 2024).

## 2.2 The technical support arm: the Santiago Network on Loss and Damage

Established as part of the WIM at COP25 in 2019, the SNLD aims to catalyse technical assistance for implementing approaches to avert, minimise, and address L&D in developing countries particularly vulnerable to climate change. The SNLD shall assist developing countries in identifying, prioritising, and communicating technical assistance needs and shall facilitate access to action and support (on finance, technology, and capacity building). With two SNLD representatives taking part in the annual HLD of the FA, the SNLD is part of the FA related to the FRLD. Additionally, the SNLD should ‘align the technical assistance it [the SNLD secretariat] catalyses under the Santiago network to build capacity and support programmatic approaches of the funding arrangements’.<sup>11</sup>

These conditions allow the SNLD to provide affected countries with substantial support, for example to assess and communicate needs in crucial policy documents (e.g. NAPs or NDCs) or to write funding proposals for FRLD access. However, as of now, the SNLD is lacking funding. At COP28 in 2023, initial pledges were made by the European Union, Denmark, Germany, Ireland, Luxembourg, Switzerland, and the United Kingdom, amounting to approximately USD 40 million.<sup>12</sup> This can only be considered seed funding, as the SNLD requires much more to provide adequate technical assistance to all developing countries in need.

## 2.3 The finance arm: the Fund for responding to Loss and Damage and related funding arrangements

The establishment of the FRLD at COP27 in Sharm-el-Sheikh and its operationalisation at COP28 in Dubai marked a historic breakthrough after decades of blockages on L&D finance.<sup>13</sup> Not only the thematic work was missing before 2019 but also the official acknowledgement of the L&D finance gap, including the lack of suitable FA to respond to L&D.<sup>14</sup> The FRLD aims to support developing countries that are particularly vulnerable to climate change impacts. At COP28, the United Arab Emirates and Global North countries pledged USD 661 million to the fund. An important signal, but orders of magnitude from the actual financial needs on the ground, which Markandaya and Gonzales-Eguino estimated at USD 290 up to 580 billion in 2030;<sup>15</sup> Richards et al. even calculate needs to range between USD 447 and 894 billion in 2030.<sup>16</sup>

The FRLD is the beating heart of L&D finance. It is designed to closely co-operate with the broader FA for L&D and connects with institutions such as Multilateral Development Banks, initiatives such as the Global Shield (initiated by the G20), and bodies such as the SNLD and the WIM. Designed to increase coherence and co-ordination, the FA will contribute to avoiding duplication of efforts, to sharing best practices, to promoting synergies, and to mobilising finance.<sup>17</sup> Discussions on the FA at the GD at SB60 (Bonn Climate

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<sup>11</sup> See UNFCCC, 2023, [FCCC/CP/2023/11/Add.1](#) (accessed: 20 October 2024), p. 19 ff.

<sup>12</sup> See UNDRR, 2023, [COP28 Ends with Progress on Loss and Damage](#) (accessed: 21 October 2024).

<sup>13</sup> See UNFCCC, 2023, [FCCC/CP/2023/11/Add.1](#) (accessed: 20 October 2024).

<sup>14</sup> See Schaefer, L., Künzel, V., 2019, [Steps towards Closing the Loss and Damage Finance Gap](#) (accessed: 20 October 2024).

<sup>15</sup> See Markandaya, A., Gonzales-Eguino, M., 2018, [Integrated Assessment for Identifying Climate Finance Needs for Loss and Damage: A Critical Review](#) (accessed: 21 October 2024).

<sup>16</sup> Richards, E., et al., 2023, [The Loss and Damage Finance Landscape](#) (accessed: 20 October 2024).

<sup>17</sup> See UNFCCC, 2023, [FCCC/CP/2023/11/Add.1](#) (accessed: 21 October 2024).

Change Conference)<sup>18</sup> revolved around challenges of its mandate, namely that the L&D (finance) landscape beyond UNFCCC is highly fragmented and lacks a systemic response to losses and damages. Parties agreed that a coherent and co-ordinated response to L&D needs to result from international efforts, which must not neglect the national level, where many gaps remain.

The FRLD will need to co-ordinate its own efforts and efforts of these entities of the FA to ensure complementarity and coherence, for example at the HLD as a recurring event (see below). Additionally, the fund needs to promote coherence in programming efforts regarding L&D at national level.<sup>19</sup>

### **3 Synergies and complementarity within the Loss and Damage landscape**

The recent increase of bodies working on L&D under the UNFCCC warrants quick and co-ordinated action. Currently, misaligned efforts tend to result in duplication and often fail to bring technical and financial support to the most vulnerable communities. Smooth co-ordination and complementary activities between the FRLD and the FA, ExCom, and the SNLD will need to resolve this. In the following section, we examine options for collaboration and synergies in the trio of FRLD, ExCom, and SNLD and explore how to accomplish co-ordination and coherence. Our recommendations are based on discussions at the GD, the 20<sup>th</sup> ExCom meeting, the first SNLD Advisory Board (AB) meeting, the first and second FRLD AB meetings, and COP/CMA decision texts.

#### **3.1 The WIM ExCom and FRLD**

One of the main potential synergies of the FRLD and ExCom are expertise and knowledge products. ExCom has already collected a considerable amount of knowledge products developed by its expert groups and task forces on slow onset events, non-economic losses, displacement, action and support, and comprehensive risk management. The FRLD can build on these products to support its programmatic approaches, to develop access modalities and vulnerability criteria. Additionally, these resources can help applicants prepare robust project proposals for FRLD funding. ExCom, as a knowledge hub for L&D, can also provide products and guidance necessary for the set-up and implementation of the FRLD. One example would be ASEG guidance to countries on accessing FRLD funding, especially by showing how to integrate FRLD guidelines with national response systems. This opens a collaboration opportunity with the SNLD. Another avenue is the preparation of an L&D (Finance) Gap Report to accurately assess the financial needs of developing countries related to L&D, contributions made thus far, and overall finance gaps.

To foster synergies, information sharing, and complementarity, ExCom, particularly the ASEG, and the FRLD should keep each other up-to-date on their respective activities. The annual HLD would integrate well with this exchange, as the WIM is already participant of and supporting the Dialogue.

In addition to the collaboration options mentioned above, co-facilitators of the WIM have expressed openness in the name of the WIM to contribute to the FRLD by fostering stakeholder engagement and support to unlock the finance and assistance needed.

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<sup>18</sup> See UNFCCC, 2024, [Summary Report on the third Glasgow Dialogue Report by the SBI Chair](#) (accessed: 21 October 2024).

<sup>19</sup> See UNFCCC, 2023, [FCCC/CP/2023/11/Add.1](#) (accessed: 21 October 2024).

ExCom can also lead by example for effective observer participation policies. ExCom meetings have been made accessible (also online) and have thus paved the way for civil society engagement. This should serve as a blueprint for observer participation at the SNLD, where the implementation experience and technical knowledge of civil society organisations is urgently needed.

#### Recommendations:

- **Strengthen knowledge sharing:** Knowledge exchange between the FRLD and ExCom should be initiated. The FRLD could take a first step by utilising earlier ExCom policy briefs. This can support the FRLD in building expertise or in refining access modalities or vulnerability criteria.
- **ExCom as a knowledge hub for the FRLD:**
  - Provide guidance on fund access: ExCom should provide guidance to stakeholders on how to meet access criteria of the FRLD (e.g. vulnerability criteria for FRLD funds). By providing expertise and knowledge products, ExCom can support potential beneficiaries of FRLD funding.
  - Identify L&D finance gaps: Little knowledge or information exists on the aggregate financial needs of developing countries related to L&D, how they evolve over time and temperature rise, or on the financing gap that the FRLD would ideally close. To close this knowledge gap, the WIM should prepare or commission an L&D (Finance) Gap Report.
- **Observer participation policies:** Learn from inclusion and active participation formats for observers in ExCom meetings.

## 3.2 The SNLD and ExCom

A member of ExCom is said to have decribed the SNLD as ‘a baby that will take some time to grow’ and ExCom ‘as its big sister who can share her experience with it’. The intimate relationship between ExCom and the SNLD has institutional foundations, with the SNLD situated under the WIM to support its third function, ‘enhancing action and support’.<sup>20</sup>

The SNLD has many opportunities to learn from collaboration with ExCom, particularly through discussions with its roster of experts. Discussions with the five ExCom expert groups, in particular the ASEG, can help amplify SNLD communication and outreach. They can prove beneficial for the SNLD as a whole, as many organisations, bodies, networks, and other experts who will join the SNLD are already members of ExCom’s expert groups. These groups have already produced extensive knowledge and technical guides on access and support, which can serve as a strong foundation for the SNLD.<sup>21</sup> The SNLD could also collaborate with ExCom on specific questions, e.g. on data gaps countries face in L&D assessments (as Fiji proposed at the recent GD). Furthermore, ExCom’s convening power is a significant advantage for the SNLD, for example for joint side events or communication activities, given the Committee’s established connections within the L&D landscape and beyond the UNFCCC horizon.

Back-to-back meetings of ExCom and the SNLD will help ensure active collaboration. ExCom members have already flagged this up at the GD, some of them part of the SNLD AB. The COP/CMA decisions provide

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<sup>20</sup> Schalatek, L., Roberts, R., 2021, *Deferred not Defeated: The Outcome on Loss and Damage Finance at COP26 and Next Steps* (accessed 21 October 2024).

<sup>21</sup> See UNFCCC, 2023, *FCCC/CP/2023/16/Add.2* (accessed 21 October 2024).

for regular notifications on ExCom’s annual report outcomes to the SNLD AB.<sup>22</sup> For more frequent exchanges, ExCom and the SNLD should agree on standing items for their meeting agendas. Further collaboration opportunities could be identified in the ExCom’s five-year rolling work plan.<sup>23</sup>

As pointed out above (Chapter 3.1), the SNLD AB can take inspiration from ExCom’s exemplary observer participation policies and lived practice, for example when it comes to programming SNLD meetings.

#### Recommendations:

- **Leverage ExCom’s network for enhanced collaboration:** We recommend ExCom share its network of experts with the SNLD to provide a robust platform for discussions that amplify outreach and communication.
- **Facilitate cross-cutting activities:** The WIM and the SNLD should collaborate to facilitate activities that involve different workstreams and expert groups. This will ensure that insights and resources are shared effectively, enhancing the impact of their activities.
- **Observer participation policies:** Learn from inclusion and active participation formats for observers in ExCom meetings.

### 3.3 The FRLD and SNLD

The SNLD is ideally positioned to collaborate closely with and support the objectives of the FRLD, thanks to the SNLD’s mandate to facilitate access to knowledge, resources, and technical assistance to avert, minimise, and address L&D.

To effectively serve countries, the FRLD Secretariat should co-ordinate with the SNLD to identify needs and develop plans and processes. For example, the SNLD can provide critical support in assessing needs of countries seeking FRLD funding and in developing suitable proposals. Some countries, among others Vanuatu, already use this avenue. The governing instrument of the Fund<sup>24</sup> states that its Secretariat will co-ordinate with the SNLD to support countries seeking access to the fund through technical assistance of the SNLD. Additionally, the SNLD is mandated to ‘contribute to coherence by aligning technical assistance with efforts to build capacity and support the programmatic approaches of the fund’.<sup>25</sup>

The SNLD and FRLD should keep each other informed about their respective activities to foster synergies and collaboration and to prevent duplication of efforts (e.g. data collection). Here, standing agenda points in their respective AB meetings would pay dividends. Exchanges in the context of the HLD, which the SNLD attends, can contribute to optimal outcomes.<sup>26</sup>

#### Recommendations:

- **Leverage role of SNLD in needs assessment:** The SNLD should provide critical support to countries in assessing their specific needs (i.e. those seeking FRLD funding). These needs are important information for the calculation of overall L&D finance needs.
- **Leverage role of the SNLD to increase FRLD readiness of countries:** The SNLD can play a pivotal role in supporting countries to meet criteria required by the FRLD to apply for funding and to develop successful FRLD proposals.

<sup>22</sup> Ibid.

<sup>23</sup> Ibid.

<sup>24</sup> See UNFCCC, 2023, [FCCC/CP/2023/16/Add.2](#) (accessed 21 October 2024).

<sup>25</sup> Ibid., p. 6.

<sup>26</sup> Ibid.

### 3.4 The High-Level Dialogue

According to Decision 1/CP.28 to enhance co-ordination and coherence within the FA as well as with the FRLD, an annual HLD shall be organised by the FRLD. This dialogue will be co-convened by the FRLD and the United Nations Secretary General. The dialogue aims to offer recommendations to improve the implementation of the new FAs objectives. The FRLD AB will document the outcomes of the dialogue in its annual report. The HLD will include no more than 30 high-level representatives of ‘entities engaged in responding to loss and damage that form part of the new funding arrangements’.<sup>27</sup> Although it remains unclear which entities will attend, the decision includes at least the FRLD, the World Bank, multilateral climate funds, ExCom, and the SNLD (see Table 1 in the Appendix for a comprehensive list).<sup>28</sup>

In discussions at the GD, the HLD was recognised as a powerful tool capable of ensuring that the FRLD and the FA adequately respond to the needs of developing countries, facilitating co-ordination to enhance efficiency and avoid duplication. AOSIS even suggested that the HLD be formalised as a year-round, instead of annual, setting for communication among funders.

The HLD clearly has a lot of potential to ensure better co-ordination and co-operation on financial support for affected countries from an international perspective. However, it will also have to set the stage for experiences and needs at national and local levels. Besides the HDL, co-ordination in the core trio of the FRLD, SNLD, and ExCom could be sustained with more meetings. Additionally, a complete database on the FA and L&D efforts and projects might help to avoid duplication and foster synergies between organisations. After its upcoming first convention at COP29, an annual assessment of the HLD is advised to ensure the HLD contributes to the coordination of the highly fragmented L&D landscape.

#### Recommendations:

- **Provide a clear picture of the L&D finance landscape:** Fragmentation, siloed approaches, and lack of coherence are hindering access to finance. Therefore, the HLD should create a database on L&D finance and concrete measures. This can help avoid duplication and foster synergies between institutions.
- **Enhance international and national co-ordination:** Coherence and co-ordination at international level are as crucial as at nation level. All relevant stakeholders should be involved.
- **Increase the frequency of HLD:** The HLD will contribute to the international response to the needs of developing countries. To enhance effectiveness and ensure complementarity, additional meetings with the co-chairs of the FRLD, SNLD, and ExCom should be organised to foster synergy and promote effective collaboration within the trio.
- **Evaluate the inclusion of observers and national/local representatives:** After the first HLD, the participation opportunities for observers and national and local representatives should be evaluated. Generally, the HLD ought to reflect best practices of participation, taking inspiration namely from ExCom.

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<sup>27</sup> See UNFCCC, 2024, [FLD/B.2/15](#) (accessed: 20 October 2024), p. 2 ff.

<sup>28</sup> Ibid.



## 4 Expected impacts of COP29

COP29 in Baku in November this year will be critical to strengthen co-ordination in the L&D landscape. Several key items on the COP agenda are expected to bring L&D forward: next to the HLD, mentioned above, the NCQG, the NDCs, and the WIM review:

- **NCQG:** Securing long-term support for the most vulnerable and ensuring that institutional bodies can work effectively requires adequate finance. Therefore, establishing an L&D subgoal within the NCQG is essential. This subgoal will determine financial obligations for contributing countries and formalise the relationship between the FRLD and the UNFCCC's global climate finance framework. Even if not all L&D financing is designed to flow through the FRLD, a dedicated subgoal would shore up the fund's mandate and set a measurable minimum on financial commitments – which is vital for its effectiveness. However, a comprehensive assessment of the (financial) needs of countries in the Global South is required to cogently define the L&D subgoal, alongside analyses of contributions to L&D already made. An L&D Gap Report modelled on the UNEP's Adaptation and Mitigation Gap Reports would help identify this gap. The WIM could request this Gap Report within as part of its own review, with the Global Stocktake decision at COP28 (Art. 134) as a legal basis.
- **NDCs:** The process around NDCs could play a pivotal role in assessing L&D needs, capacities, and financial requirements. L&D information incorporated into NDCs could improve co-ordination and policy coherence at national and international levels, at least if done mindfully of data limitations.
- **Third WIM review:** The WIM reviews are key to evaluate and strengthen WIM co-ordination, partnerships, and coherence with other L&D entities. Since the last review in 2019, the operationalisation of the SNLD and the FRLD have expanded the L&D landscape, necessitating better alignment and collaboration to avoid duplication and maximise effectiveness. Additionally, as result of the 2024 WIM review, Parties should take a decision on the preparation of an L&D gap report (based on the mandated synthesis report from Article 134 of the Global Stocktake).
- **Permanent L&D agenda item:** The L&D landscape has significantly evolved over the past few years, yet climate negotiations on L&D remain limited to institutions such as the WIM, FRLD, and SNLD. With the conclusion of the GD, there is no longer a permanent agenda item on L&D outside these structures. This lack of room for broader discussions thwarts progress in this rapidly evolving field. We need a permanent agenda item on L&D to sustain the dialogue, foster co-ordination, and ensure policy advancement for the most vulnerable.

COP29 presents an auspicious opportunity to incorporate L&D into the NCQG and to secure financial support. As a timely addition, the WIM review will bring the first steps towards comprehensive L&D needs assessments through a prospective L&D Gap Report. Both COP29 and the WIM review aim to ensure that the three pillars of L&D under the UNFCCC are fit for purpose, complement each other, and ensure coherence. Together, they will bring forward support for the most vulnerable to climate change impacts. To complete the picture, a permanent L&D agenda item would expand the conversation beyond the current institutional trio of the FRLD, SNLD, and WIM, and turn the spotlight on aspects of L&D yet to address.

# Appendix

**Table 1: Possible representatives in the High-Level Dialogue named in Decision FRLD/B.2/15,<sup>29</sup> with possible additional actors and categories (in bold) as suggested by the authors.**

Category	Institutions named in decision	Actors suitable to be included
FRLD, WIM ExCom, SNLD	FRLD, WIM ExCom, SNLD	
World Bank and regional development banks	World Bank	<b>ADB, AfDB, IDB</b>
Relevant United Nations agencies and other intergovernmental organisations, as well as relevant regional, international, bilateral, and multilateral organisations		<b>UNOCHA, UNDRR, UNOPS, UNEP, UNDP, UNWomen, USAID, GIZ, KfW, AFD ...</b>
Relevant multilateral climate funds, such as the Adaptation Fund, the Climate Investment Funds, the Global Environment Facility, and the Green Climate Fund	AF, CIF, GEF, GCF	<b>WB Climate Investment fund, Pilot Program for Climate Resilience, SCCF, LDFC, Pacific Resilience Facility</b>
International Organization for Migration	International Organization for Migration	
Civil society, Indigenous Peoples groups and the philanthropic sector, as well as individual experts on L&D chosen based on their expertise and representation of different regions and perspectives		<b>ENGO, YOUNGO, IPO, LGMA, WGC, RINGO, TUNGO, Climate Justice Resilience Fund</b>
<b>Initiatives around L&amp;D</b>		<b>ARC, EWS4all, Climate Risk and EWSs, Systematic Observations Financing Facility, Global Shield against Climate Risks, Central Emergency Response Fund, Disaster Response Emergency Fund, Start Network, country-based pooled funds</b>

<sup>29</sup> See Fund for Responding to Loss and Damage, 2024, [Arrangements for Establishing and Operationalizing the First Annual High-level Dialogue](#) (accessed: 20 October 2024).

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**Edited by:** Germanwatch e. V.

**Suggested citation:** Schultheiß, L., Künzel, V., 2024, Climate Justice for the Most Vulnerable: Leveraging the New Loss and Damage Landscape.

Download this document at: [www.germanwatch.org/en/91591](http://www.germanwatch.org/en/91591)

October 2024

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Financially supported by Bread for the World.  
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