

## Submission by State of Palestine

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To: UNFCCC / WIMLD\_CCI

### Type and Nature of Actions to address Loss & Damage for which finance is required

Dead line for submission 15 February 2018, to: loss-damage@unfccc.int, Orville Grey and Thomas de Lannoy, Co-Chairs of the Executive Committee

The design of a comprehensive **climate risk management strategies** and respective application and use of appropriate financial instruments is considered a key for addressing the needs of the population at stake and candidate communities.

Type and Nature of Actions to address Loss & Damage aiming at reducing exposure to risks are concentrated in three focal areas (in the following domains: disaster risk assessment and management, transfer and pooling, contingency measures, adaptation to climate change and climate resilient development):

1. Enhancing **knowledge and awareness** and understanding of **comprehensive risk assessment and management** approaches. Increase the need to develop tools to address the risk of loss and damage associated with the negative impact of climate change and increase the understanding and the need to take actions to build resilience in vulnerable sectors and communities and the need to develop disaster risk reduction and management plan and actions.
2. Strengthening **dialogue, coordination**, coherence and synergies among relevant stakeholders.
3. Enhancing **action and support**, including **finance, technology and capacity-building** including **policy, regulatory and enabling environment**. **Regarding finance, technology and capacity building, this is expected to be supported mainly by developed countries through multilateral mechanisms including multilateral funding institutions**. It should be clear that the local communities and national governments should not be the party who is responsible for providing financial resources to tackle climate related disasters in line with the principles and provisions of the UNFCCC convention. Annex I parties shall support non annex I with regard to means of implementation.

Regarding action and support, a brief description for some areas where the support is highly needed and expected to enhance capacities on addressing Loss and Damage on the three areas Technology, Capacity Building and Finance are listed below:

- **Technology:**

1. Climate Services (Modeling, Data collection and processing,.....)
2. Remote sensing.
3. Early warning systems.
4. Emergency preparedness

- **Capacity Building:**

1. Comprehensive Risk Assessment and Management.
2. Strategic planning.
3. Policy formulation.
4. Resilience and preparedness.
5. DRR projects implementation.

- **Finance:**

1. Please see table below that addresses some of these instruments

Category	Types of instruments	Responsibility
Risk pooling and transfer,	- Tools to identify and assess risks and appropriate responses: - Various financial instruments (i.e. insurance, , and savings) linked to risk reduction measures.	National for policy and management related issues. International for financial resources required.
Catastrophe risk insurance	- Catastrophe risk insurance at national or regional level. - Regional risk pooling mechanisms. - Group insurance. - micro and meso insurance (which bundles individuals' loans and insurance), - catastrophe reserve funds, - Insurance-linked securities.	National for policy and management related issues. International for financial resources required.
Contingency finance	- Contingency fund. - Disaster relief fund. - Restoration fund for preferential interest rate financing. - Contingent credit. - Microcredit.	National for policy and management related issues. International for financial resources required.
Disaster relief funds	Quickly can be disbursed for response and recovery measures that otherwise must be financed ex post. Examples of such measures	National for policy and management related issues. International for financial

	include: reconstruction, humanitarian efforts (such as provision of food, medicine and other urgent needs), small-scale emergency relief operations, preparations in the case of imminent disaster	resources required.
Social protection schemes	Policies designed to reduce people's exposure to risks, enhancing their capacity to protect themselves against hazards and loss of income. Social protection involves interventions from public, private, voluntary organizations, and social networks, to support individuals, households and schemes can include the provision of safety nets in the case of both extreme and slow onset climate-related events, through conditional and unconditional cash transfers or food and cash-for-work programmes. They are usually channeled through national government funds. Active engagement of local communities in planning and implementation is highly important.	National for policy and management related issues. International for financial resources required.

#### Challenges & Barriers:

- 1- Market barriers (lack of access to data, information asymmetries causing and adverse selection, transaction costs, enforcement constraints) and availability of alternative measures including humanitarian aid constrain development of new insurance markets.
- 2- Private schemes without subsidies might be unaffordable for poorer households and small enterprises especially in highly vulnerable regions
- 3- Challenges of index based schemes include lack of adequate monitoring and observation of weather parameters, indexing of thresholds, awareness raising, inadequate guidelines, and lack of advocacy and coordination among agencies in the process of design and implementation.
- 4- Implementation often suffers from inadequate budgeting and funding in developing countries including Palestine.
- 5- Availability of means for implementation of national plans / strategies mainly in the areas of: finance, technology and capacity building.

## **Annex to the submission of State of Palestine**

The Palestinian Government recently approved the establishment of National Disaster Risk Management System which is mandated among others to tackle climate related disasters.

When the UNFCCC NFP approached the Director of DRM Centre (under development) he provided the following below information which we think that it shed more light on the types and actions needed ( to address loss and damage for which finance is needed ) which already approved by the government. We attach this to Palestine's submission for potential added value.

### **National Disaster Risk Management (DRM) System**

Before building a DRM system, there needs to be a clear methodology of what the system is supposed to do; its objectives. Disaster-related activities are characterized herein by eight scientifically derived disaster-related objectives:

- ❖ **Three pre-disaster DRM:**
  - 1. risk analysis, 2. mitigation, and 3. preparedness,
- ❖ **Four disaster operations objectives:**
  - 1. impact, 2. rescue, 3. relief, and 4. recovery operations, and
- ❖ **One post-disaster:**
  - 1. learning.

A **risk analysis** has three main components:

- **Hazards analysis** (e.g., analysis of climate related risks, i.e. drought and floods), exposure inventory (list of objectives, people, elements, etc. in the well-functioning society that the risk relates to, for example a city or a sector), and vulnerability relationships that explain how the exposure can be impacted (damaged, injured, disrupted etc.) by the hazard. The output of a disaster risk analysis includes:
- **Disaster scenario:** Summaries of calculated damages, human and financial losses, loss of function, etc.
- **Disaster storyline:** Descriptions of cascading damages and consequence chains and how they impact society. Storyline can include response activities.

Risk analysis information is used for risk mitigation.

The output of **risk mitigation** is the actual measurably reduced risk, and an associated report on the activities. These steps require direct physical activities. As the mitigation measures are performed the risk decreases, and the disaster risk scenario subsequently changes as the consequences will not be as bad. The key activities of mitigation projects are: identify opportunities for reducing risk through land-use planning, building codes, construction inspection, public education in making homes and work places safer, financial insurance, service backup systems, and other measures;

analyse each option, based on cost, estimated time of completion, resources required, effectiveness as in level of risk reduced, benefits per beneficiary, and other relevant aspects; compare benefits of different options and different combinations of options, and select an option or a combination of options; and implement and monitor actual reduced risk and re-evaluate choice against anticipated reduction of risk.

Main **disaster preparedness** activities include developing standard procedures for assessment and coordination for operations, establishing facilities and communications networks, procuring equipment, writing contingency plans based on disaster scenarios, training personnel and testing plans. All disaster preparedness activities are guided towards four types of disaster operations: impact, rescue, relief, and recovery. The definition of a disaster is a serious disruption of the functioning of a community or a society involving widespread human, material, economic or environmental losses and impacts, which exceeds the ability of the affected community or society to cope using its own resources. Since disaster is the damage and disruption, the disaster is not considered over until recovery is complete. Therefore, recovery operations take place during the disaster, not after, but are likely to be performed after the emergency.

### **Main Characteristics of the Palestinian DRM Organization**

**The four main characteristics of the Palestinian DRM organization are:**

- A **National DRM Platform (NDRMP)**, **headed by the Prime Minister (PM)**, was established by decree from the Council of Ministers on March 14, 2017. The NDRMP is comprised of heads of highest ranking actors, i.e., ministers, authority chairs, governors, President of the PRCS, and representatives of NGOs, private sector, and academia. The purpose of the Platform is to give highest-level officials a venue to discuss DRM issues, share information, and decide on national DRM policies. The Platform meets yearly, after a disaster has occurred, and whenever the PM calls a meeting. The Platform does not meet during disasters, as all its members are engaged in the disaster response efforts through other mechanisms.
- The Council of Ministers' Decree also provides a mandate for a **National Technical Team (NTT)**. The NTT is comprised of technical representatives of the NDRMP. The NTT actors correspond to those of the NDRMP. The Head of the National DRM Centre (NDRMC) chairs the NTT. The NTT meets twice a year, for learning after disasters, and whenever the Head of NDRMC calls a meeting. Besides being on the NTT, the members are actively engaged with NDRMC staff on projects organized throughout the year, and on inter DRM projects. The NTT members do not meet in the capacity of the NTT during disasters, as all members are engaged in disaster response efforts through other mechanisms.
- A Secretariat for the National DRM Platform, titled the **National DRM Centre (NDRMC)**, is established under the Prime Minister. The Head of Centre, appointed by the Prime Minister, is the secretary of the Platform and is the chair of the

National Technical Team. The Head of Centre hires DRM specialists and administration staff. The NDRMC manages all the national level DRM projects, supports the district, municipal, and field levels, and coordinates the operations in the NDRMC during disasters.

- The DRM system is all-inclusive, meaning that all Palestinian actors are expected to participate in DRM activities. Each actor establishes a DRM focal point, manager, or a unit to perform or lead DRM activities within the entity, and work closely with the NDRMC. The smaller entities are expected to have a focal point or a manager, and the larger ones should have a unit, department, or some group of people to manage DRM activities:
  - **DRM Focal point:** DRM is the responsibility of a staff member who also has other responsibilities. This is the least amount of effort an entity shall take. This person is the contact person for DRM matters, writes the annual DRM reports, and performs small tasks.
  - **DRM manager:** A staff member who is responsible for DRM without any other responsibility.
  - **DRM unit:** DRM is seen as such an important and large factor within the entity that it requires a group of specialists in a unit/office.

The main actors in the DRM system are:

- The **Prime Minister**, who is accountable to the **President**, The Prime Minister, as the highest executive government official, is the highest ranking executive DRM official in Palestine.
- **Line Ministries**, who are accountable to the Prime Minister
- **Government agencies**
- **Governors**
- **Local governments**
- **Field level services**
- Palestinian actors that have been established due to the Israeli military occupation, such as,
  - **Military Liaison Office**
  - **General Authority of Civil Affairs**
- Palestinian actors managing the **refugee population** in the oPt.
- Actors that are not among the owners of the system, and therefore not accountable, unless there are written agreements that state what issues they are accountable for and to whom, include:
  - Critical auxiliary forces such as the **Palestinian Red Crescent Society**,
  - **The private sector**,
  - **Civil organizations** are also included;

**National DRM Centre Activities – During normal times**

### *Centre Staff Coordination*

The NDRMC is managed by a Head of Centre, and staff members specifically trained in DRM activities. Three specialized coordinators manage the technical aspects of DRM:

1. **Risk Analysis Coordinator**, developing disaster scenarios
2. **Mitigation Coordinator**, reducing disaster risk
3. **Preparedness Coordinator**, preparing effective disaster operations plans, and other activities, for risk that cannot be prevented.

Each coordinator:

- Organizes projects for their topics.
- Establishes working groups and temporary task forces, as needed, to complete projects and engage all the relevant actors.
- Participates in the development of inter-programme coordination projects

The Risk Analysis, Mitigation, and Preparedness Coordinators work together as a team. The general relationship between the coordinators is as follows: The Risk Analysis Coordinator supplies risk related information, such as disaster scenarios, for the other two coordinators. The Mitigation Coordinator uses the information to reduce the risk, and informs the Risk Analysis Coordinator after risk has been reduced. The Preparedness Coordinator prepares for disasters, based on the disaster scenarios. As the Mitigation Coordinator informs of successful mitigation, the Preparedness Coordinator should be able to ease preparedness efforts. Therefore, the three coordinators need to coordinate their work. The coordination is either managed by the Coordinators themselves, or through a supervisor. Coordinating the Risk Analysis, Mitigation, and Preparedness Coordinators is called RAMP coordination.

The table below depicts how the Risk Analysis, Mitigation, and Preparedness Coordinators cater to the needs of different actor arrangements. The X indicates that actors need to work on risk analysis, mitigation, or preparedness projects. The table shows how individual actors and Joint Service Councils of the Local Government Units (first line and fourth in table), need to work on all three types of projects. The second and third line indicates that those working on The National Policy Agenda and the Development Sectors only work on projects related to risk analysis and mitigation; they are not involved in disaster response. Actors in the Incident Coordination System and in Disaster Response Groups work on risk analysis and preparedness projects.

Actor Arrangements	Risk Analysis Projects	Mitigation Projects	Preparedness Projects
Individual Actors	X	X	X
National Policy Agenda	X	X	
Development Sectors	X	X	
Joint Services Councils	X	X	X
Incident Coordination System	X		X
Disaster Response Groups	X		X

### Development Sectors

Development Sectors, which already exist within the Palestinian government system, play an important role in the pre-disaster phase, as they are responsible for mainstreaming disaster risk analysis and mitigation into national development. Each development sector shall be given a clear mandate to meet DRM objectives 1 and 2 (disaster risk analysis and risk mitigation) from the perspective of the Sector. The Development Sectors are not expected to be operational during disaster operations and do therefore no work on disaster preparedness.

### National DRM System Organizational Structure – During times of disaster

When there is a heightened risk of disaster, and during disasters, the NDRMC suspends daily activities and activates a disaster operations coordination mechanism (see Annex G). Two key objectives are being met by establishing a separate organizational structure during disasters: i) ensuring a **fast response at the national level**, and ii) maintaining a **correct and up-to-date situation overview**. This mechanism includes all members of the NTT and other actor representatives, who are called to the centre to liaise with the Centre staff.

**As in normal times, the PM is the highest executive authority in the NDRMC. The Head of Centre reports to the PM, and organizes the Centre staff into four main functions.**

- **Command**, to set strategic objectives for the operations.
- **Plans**, to write situation reports and compile plans.



- **Logistics**, to secure resources according to the plans. Due to the diverse activities at a national level centre, a variety of plans are produced and implemented.
- **Operations**, to implement the plan.

The TDRM Team should be trained as specialists in Plans, Logistics, and Operations, and play a supporting role; it does not take a commanding role over other actors. The chain of command during a disaster does not change during disasters. The Head of Centre works with the PM and other high ranking officials to set strategic objectives.

### **Disaster Response Groups**

To facilitate the reprioritizing and reorganizing of efforts, actors are organized into pre-defined (and pre-trained) Disaster Response Groups (DRG) based on which actors work on similar activities. The purpose of a DRG is to facilitate:

- Short and effective communication lines
- Effective cooperation between actors at national and district levels
- Discussions on strategies and goals as a basis for prioritizing operations
- Development of a national situation overview and produce situation reports
- Operations planning
- Requests for support from actors that have become overwhelmed.

The numbers of DRG should be within span of control for the NDRMC staff. Four Disaster Response Groups are established at the NDRMC during disaster operations, each having a clear purpose and DRM objectives:

1. DRG 1: **Basic Human Needs, ( BHN).**
2. DRG 2: **Infrastructure and Services, ( I&S).**
3. DRG 3: **Economy, Culture, and Demographics, (ECD).**
4. DRG 4: **Recovery, (REC).**

Only BHN deals directly with rescue operations. The first three deal with relief (DRM objective 6), which is any type of temporary measures needed to bridge the efforts until recovery is complete (not be confused with the concept of humanitarian relief).

**The purpose of each DRG is explained with questions, listed in the table below.**

<b>1. Basic Human Needs (BHN)</b>	<b>2. Infrastructure &amp; Services (I&amp;S)</b>	<b>3. Economy, Culture and Demographics (ECD)</b>	<b>4. Recovery (REC)</b>
What part of the population is affected?	What damages and service interruptions have occurred?	Any national economic issues in need of attention?	How to rehabilitate the lives?
Where is the affected population?	What is the impact on critical facilities?	What is the impact on the private sector?	How to re-establish livelihoods?
Are they injured, or in harm's way?	Are there environmental consequences?	Any cultural issues that need to be considered?	How to restore services and social networks?
Do they have shelter?	What are the immediate needs of society?	Any special needs among specific demographics?	How to reconstruct from a risk mitigation perspective?
Are their basic needs being met?			

### **District Level Coordination**

The NDRMC coordinates with the districts through coordination mechanisms set up within the districts. The district mechanisms must be active at all times and address all DRM objectives (pre, during and post disaster), just like the national level. The more similar the two levels are designed, the easier they can cooperate. The district level is usually the first to receive a request for support from the municipal/field level. District mechanisms are responsible for information flow between the national and municipal/field levels regarding state of readiness reports, situation reports, operations plans, requests for assistance, system improvement reports, etc.

### **Field level Coordination**

An Incident Coordination System (ICS) is an integrated management, protection, rescue and relief system. It is a management system within the overall National DRM system that coordinates emergency services, such as the Palestinian Civil Defence, security forces, police, medical facilities, PRCS, and other field level actors. Relief within ICS is small-scale temporary assistance, and should not be confused with large-scale humanitarian relief activities. The ICS structure reaches from the field level up to the ministerial level, falling under the ministerial authority of the Ministry of Interior.

ICS assistance consists of governmental aid delivered in the immediate aftermath of a disaster provided by the emergency services, such as police, fire, rescue, ambulance, hospitals, and relief teams. It can take the form of in-kind assistance, deployment of specially equipped teams, or assessment and coordination by experts sent to the field. Assistance from civil societies, the private sector, non-governmental organizations and other non-governmental entities can be integrated into the ICS system.