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VISION OF NEW EU STRATEGY ON ADAPTATION TO CLIMATE CHANGE FROM 24.02.2021: EXPERIENCE FOR UKRAINE[1]

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The article has analysed the main provisions of the new Strategy of the European Union on Adaptation to Climate Change of 2021. The topicality of the adoption of the new strategy and its impact on the formation of climate resilience on the European continent have been clarified. The key goals of the EU Strategy on Adaptation to Climate Change, including ensuring smarter, more systematic and faster adaptation and intensifying international actions to mitigate the consequences of climate change, have been defined. The planned measures that the Union will carry out to move adaptation to a new level have been considered. The features of "Adaptation to climate change, including societal transformation" – the mission of "Horizon Europe" as a step towards faster adaptation have been highlighted. The first positive result of the implementation of the Strategy, namely the establishment of the European Climate and Health Observatory, has been singled out, and its activity orientations have been described. The positive assessment of the adoption of the Strategy at the European level has been mentioned. Ukraine's aspiration to become a full member of the EU, which determines the importance for the state of adopting experience and best practices in various spheres, particularly in the climate one, has been emphasized. The essence and significance of the Environmental Security and Climate Adaptation Strategy of Ukraine until 2030 and the role of the EU in its development have been characterized. Emphasis has been placed on the importance of adopting nature-oriented decisions, which was not declared in the Ukrainian Strategy. It has been emphasized that the EU Strategy on Adaptation to Climate Change and Environmental Security and Climate Adaptation Strategy of Ukraine ignore the principle of "leaving no one behind", which is important from the viewpoint of the objective formation of climate policy. The harmful impact on the environment caused by the actions of Russian troops on the territory of Ukraine and the potential consequences of the war in Ukraine for the climate resilience of Europe have been analysed. The foundations and models of the "green" post-war reconstruction of Ukraine have been highlighted.

Key words: EU, strategy, adaptation, climate change, climate resilience.

The problem of climate change, which belongs to the global category, threatens humanity with unavoidable consequences, which prompts the international community to join efforts to combat climate change, in finding ways to mitigate its consequences and manage risks through adaptation. In this context, the formation of a regulatory and legal framework, including the development of strategies, for regulating the above-mentioned processes, setting climate goals and establishing international obligations remains important.

[1] Фінансується Європейським Союзом. Проте висловлені погляди та думки належать лише авторам і не обов'язково відображають погляди Європейського Союзу чи Європейського виконавчого агентства з питань освіти та культури. Ні Європейський Союз, ні грантодавець не можуть нести за них відповідальність. Номер проєкту: 101047462 — EUSTS — ERASMUS-JMO-2021-HEI-TCH-RSCH.

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The European Union has ambitious plans to protect the planet from climate threats. On the way to climate neutrality, the Union takes measures to adapt to the prevailing climate conditions. Taking into account the dynamic emergence of new climate threats, a new EU Strategy on Adaptation to Climate Change was adopted on February 24, 2021, aimed at shifting the focus from understanding the problem to the development of solutions, as well as the implementation of specific measures. The European Union determines the relevance of adopting a new climate strategy due to the presence of a number of challenges, including:

- vulnerability of the world to climate change;
- impossibility to prevent all consequences of climate change only by achieving zero emissions of greenhouse gases;
- increasing frequency and severity of extreme climatic conditions;
- far-reaching effects of climate change;
- growth in the amount of economic losses from extreme climatic events. In the EU, these losses exceed 12 billion euros per year on average. According to conservative estimates, global warming of 3°C above pre-industrial levels would result in annual losses for the EU of at least 170 billion euros [1; 2].

In addition, the timeliness of updating the 2013 Strategy to the current version is enhanced by the understanding that the EU now has more knowledge, a sense of responsibility and political will. From a technical point of view, the arsenal of the Union has been replenished with more effective tools and services to make the adaptation as effective as possible. An important advantage is the presence of national strategies or adaptation plans in each of the EU member states. In addition, the Global Commission on Adaptation recognizes the European Union as a pioneer in "integrating considerations of climate risks into the decision-making process" [3].

According to Frans Timmermans, Executive Vice-President of the European Commission for the European Green Deal, the COVID-19 pandemic has starkly reminded the world that insufficient preparation can lead to tragic consequences. While in the case of a pandemic, the idea of vaccination seemed to be an effective mechanism for saving the lives of the population, in the case of the climate crisis "there is no vaccine" [4]. However, this does not mean hopelessness, but, on the contrary, a call to action. If you start preparing for a crisis now, you can reduce the risks and have an action plan for how to respond to the inevitable consequences. That is why the New Climate Change Adaptation Strategy intends to speed up and improve such preparation.

The long-term vision of the Strategy is that by 2050, the EU should become an Union characterized by climate resilience and full adaptation to the inevitable consequences of climate change. Therefore, alongside the pursuit of climate neutrality, the EU will take steps to achieve enhanced climate adaptation capacity and minimized vulnerability to climate impacts. The important goals of the Strategy are the activation of international actions on adaptation to climate change and the transformation of the current level of adaptation to a new level – smarter, more systematic and faster [1].

Smarter adaptation implies improving knowledge and managing uncertainty. The need for such steps is explained by the presence of significant gaps in knowledge about adaptation, in particular due to the lack of opportunities to accurately calculate the scale and speed of climate change. Among the measures that the European community plans to implement on the way to smarter adaptation are the expansion of understanding of the adaptation process; harmonizing the recording and collection of detailed data on climate-related risks and losses; transformation of "Climate-ADAPT" the reference tool into an authoritative European platform for adaptation, etc.

More systematic adaptation includes supporting policy development at all levels of government and in all sectors. Integrating adaptation into macro-fiscal policy, promoting nature-based

solutions for climate resilience and energizing adaptation actions at the local level are cross-cutting priorities of this approach. The progress of adaptation and, accordingly, the effectiveness of the Strategy can be measured through a reliable baseline established in the process of monitoring, reporting and evaluation [1; 5].

Considering the aspect of faster adaptation, the importance of its comprehensive acceleration should be emphasized. It is believed that one of the main obstacles to adaptation is the lack of access to effective solutions, therefore a proposal has been put forward to implement the mission "Horizon Europe", dedicated to "Adaptation to climate change, including societal transformation". In this way, 200 communities will be supported to develop transformative adaptation solutions and 100 deep climate resilience demonstrations will be scaled up. A favorable factor for faster adaptation, which can be the first action from the response to the climate crisis to the very management of risks and their prediction, will be the practice of insurance. This practice will serve as a risk transfer mechanism to absorb financial losses caused by climate risks [1].

The first concrete result of the new Strategy was the creation of the European Observatory of Climate and Health within the framework of "Climate-ADAPT" in order to track, analyze, visualize and prevent the impact of climate change on the health of the population. The importance of opening the Observatory is explained by the fact that a deeper understanding of the threat creates a greater potential for its elimination. The activities of the Observatory in 2021-2022 are focused on two main climate risks for health:

• the development of infectious, "climate-sensitive" diseases (for example, water-borne infections);

• heat stress (aggravated by air pollution, increase in the number of natural allergens).

The task of the European Climate and Health Observatory remains to determine significant indicators of these risks, tools for their assessment, monitoring and supervision, useful basic knowledge, current solutions and leading practices for overcoming such risks [6; 7].

It should be understood that the implementation of the Climate Change Adaptation Strategy must correspond to the EU's rate for global leadership in mitigating the consequences of climate change. The Paris Climate Agreement identifies adaptation as a key contribution to sustainable development. The EU, for its part, intends to promote different approaches to adaptation, with a particular focus on adaptation in small island developing States and Africa, potentially contributing to strengthening international climate resilience. In the context of improving adaptation, the EU plans to increase the scale of international funding, cooperation with international partners, and strengthen global exchange and involvement [4].

Adoption of the new Strategy was mostly positively received in European political circles. According to the Minister of Environment and Climate of Portugal, João Pedro Matos Fernandes, climate change is not just a threat of the future, but something that is happening now. In his opinion, the new EU Strategy on Adaptation to Climate Change, together with the European Climate Law, will contribute to the climate sustainability of the European Union, as it aims to improve data, to make environmentally-oriented decisions, to integrate financial and economic considerations, and to activate the actions of the international community [8].

Ukraine, which is actively involved in the global fight against climate change, makes a significant contribution to the common present and future of the European continent. Taking into account the fact of Ukraine's active integration into the European space, in particular, Ukraine's acquisition of the status of a candidate for EU accession, the Union's experience in solving various international problems is valuable for Ukraine, including the aspect of adaptation to climate change.

The key basis for the preparation of Ukraine's Environmental Security and Climate Adaptation Strategy until 2030, approved in October 2021, was the EU Climate Change Adaptation

Strategy. In addition, the development of the national strategy took place with the support of the EU/UNDP project "EU4Climate", which aims to help the target countries of the Eastern Partnership, including Ukraine, implement measures to combat climate change and to form a climate-change-resistant and low-carbon economy [9].

The Head of the EU Delegation to Ukraine, EU Ambassador Matti Maasikas, welcomed the approval of the Environmental Security and Climate Adaptation Strategy of Ukraine, stressing its value – contributing to the formation of a continent that will be ready to face climate change. In his opinion, the strategy adopted in Ukraine will positively affect the formation of climate neutrality in Europe [9].

The Environmental Security and Climate Adaptation Strategy of Ukraine became the first national document that lays the legal basis for climate adaptation measures in the state, and should become an impetus for systematic work in this direction. The Strategy identifies 10 socio-economic sectors that are vulnerable to climate change, and the main measures will be focused on them.

It is worth noting that an important place in the EU Strategy is given to nature-oriented solutions, while in the final version of the Ukrainian document such an approach was ignored. In fact, the importance of nature-oriented solutions lies in the struggle not only with the climate crisis, but also with the crisis of biodiversity loss. In addition, they have an advantage over technical solutions in terms of efficiency, sustainability and cost. Nature-based solutions can also reduce flood risks and increase the supply of clean fresh water, improve coastal protection and promote carbon sequestration. Thus, it seems rational to follow this trend recognized at the EU legislative level [10].

However, it should be noted that Ukraine, in this regard, should "learn from the mistakes" of the EU, because the first assessment of the EU Strategy identified the problem of the lack of specific goals related to promises and the ability to achieve strong interaction with the EU Biodiversity Strategy. Therefore, it remains important for Ukraine to add nature-oriented measures to implement adaptation to climate change, to complete the development of the National Biodiversity Protection Strategy and to prescribe specific goals and deadlines that could ensure the connection of provisions between Strategies and Action Plans.

Despite the substance and pragmatism of the EU Climate Change Adaptation Strategy, it has also faced criticism for potentially violating the principle of "leaving no one behind" in the absence of an emphasis on the social and gender dimension. It should be emphasized that there was no place for this principle in the Ukrainian strategy, although the draft version mentioned inclusiveness, gender balance in the development and implementation of the adaptation policy, taking into account the interests of the most vulnerable social groups (elderly people, people with disabilities, rural population). Recognition of the above-mentioned aspects at the level of the Strategy would contribute to an objective and relevant assessment and the creation of measures based on this assessment, but they were not approved in the final version of the document [9; 10].

With the approval the Environmental Security and Climate Adaptation Strategy of Ukraine until 2030, stabilization of the ecological balance in the temporarily occupied territories was set as a separate item. However, the beginning of the full-scale war of the Russian Federation against Ukraine on February 24, 2022 not only made adjustments in the understanding of this point or made it difficult to achieve progress of Ukraine in adapting to climate change, but also became the beginning of the Russian ecocide of Europe and the commission of climate crimes or so-called "crimes against environment". This, in turn, has changed the landscape of threats and brought closer the perception of the consequences of climate change.

Consideration of adaptation to climate change also refers to the ability to protect one's territory from negative environmental impacts. It should be understood that the full-scale Russian aggression against Ukraine caused a serious threat to the environment, in particular:

– as a result of shelling of infrastructure objects by Russian troops, toxic substances are released into the atmosphere;

– the threat of using nuclear weapons remains, which can cause large-scale consequences in the context of climate change;

– the movement of military equipment affects pollution by greenhouse gas emissions;

– soil cover damage and soil pollution are increasing;

– fires in natural ecosystems lead to emissions of soot and gas-aerosol impurities;

– there is large-scale pollution of water bodies, etc. [11].

Given the above-mentioned problems and the understanding that post-war reconstruction will be accompanied by significant additional greenhouse gas emissions, there is a risk that Ukraine will not be able to meet its climate goals. EU Commissioner for Agriculture Janusz Wojciechowski, in one of his statements, recognized the war in Ukraine as a "seismic event" for the world, as its consequences will be felt for a very long time. However, an important step now is to clearly document the Kremlin's crimes against the environment in order to further compensate the aggressor for the damage, at least financially [12; 13].

As for the post-war recovery, there is a need to minimize the risks associated with this process for the "green course" of Ukraine. If we consider the project of the Recovery Plan of Ukraine, two out of three set goals include a "green" component: the goal of "sustainability" involves environmental sustainability; the goal of "restoration" is the restoration of natural ecosystems. Only one out of five principles of the project follows the trends of the "green course" – "rebuilding better than it was" (includes the use of leading and ecological technologies in the reconstruction of old objects and the implementation of the main principles of the EU for transition to a "green" economy). If we consider the requirements of the European Commission regarding the post-war reconstruction of Ukraine, then the only practical mechanism that contains a "green" component is the funding requirement, which is not so much related to the vision of Ukraine's development as the need to ensure compliance with the rules of the EU's internal policy. This requirement stipulates, that investments in strategic energy, transport and digital infrastructure must meet environmental and climate standards and policies of the EU, and that this requirement will be implemented through the "RebuildUkraine Facility".

Thus, part of Ukraine's post-war recovery plan is green transformation, taking into account ecological principles, energy efficiency, security and inclusiveness needs. Contrary to this, at the conference on the post-war recovery of Ukraine in Lugano (July 2022), the President of Ukraine V. Zelenskyi presented the general vision of the Recovery Plan of Ukraine, which was criticized due to the chaotic and incoherent points of the Plan; lack of a holistic approach to "green" recovery; the presence of "anti-green" proposals, such as: increasing hydrocarbon production, etc. [14].

According to the analytical note "Green post-war recovery of Ukraine: vision and models" of the Resource-Analytical Center "Society and Environment", the "green" post-war recovery of Ukraine can have at least three models:

– ambitious, which has a clear environmental goal, specific "green" sectoral goals and mechanisms for their achievement. Such a model can be summarized as "the green [post-war] course of Ukraine". The ambitious model involves the creation of common principles, to which stakeholders such as cities, international partners, business, can contribute their proposals and initiatives, and includes not only the reconstruction of destroyed objects, but also the construction

of completely new industries, buildings, and industries. The general vision of the model is "green Ukraine as part of the global climate-neutral economy".

– pragmatic, in which only certain goals, principles and mechanisms are aimed at promoting "green" growth and do not hinder such growth in the future, connect the transformation of the economy and "green" development, include synergy with certain elements of the European Green Course. This model of recovery of Ukraine can be justified if the general vision of post-war recovery does not reflect "green development" as the central element of the Plan. The main functions of the pragmatic model are "greening" the recovery process, preventing long-term negative consequences for the "green course" of Ukraine, ensuring the gradual recovery of the environment from the consequences of military actions, that is, they have the character of end-to-end integration of "green aspects" in post-war recovery.

– inertial, which ensures compliance of individual tasks in the field of ecology and climate with the current goals in this field, but does not strengthen them, which can conditionally be characterized as compliance with the principle of "business as usual" [14].

It should be understood that despite the advantages of each of the models, they have their own disadvantages, which should be taken into account when choosing the most effective model for the situation in Ukraine. This is important given the fact that Ukraine has a number of obligations related to the state's desire to join the European Union, and the principles of the model should not only not contradict these obligations, but also contribute to their achievement.

As a conclusion, it is worth noting that the adoption by the European Union of the Climate Change Adaptation Strategy on February 24, 2021 brought the European continent one step closer to climate resilience, which is so important in times of climate crises and threats that cause unavoidable consequences for the environment and, respectively, for people's lives. The EU's experience in adapting to climate change and its support in implementing legislative changes are very important for Ukraine. The approval of the Environmental Security and Climate Adaptation Strategy of Ukraine until 2030 is one of the results of such interaction with the EU, which will have positive consequences both for general progress in achieving climate goals and for bringing Ukrainian legislation closer to EU requirements. However, the complex challenges posed by Russian aggression in Ukraine require new approaches and new goals, as the climatic conditions to which it was necessary to adapt before the war have now become more critical. In addition, both national Ukrainian and general European strategies, have their own vulnerabilities, which need to be carefully worked on so that the planned goal of smarter, faster and more systematic adaptation to inevitable climate changes is realized.

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ВІЗІЯ НОВОЇ СТРАТЕГІЇ ЄС З АДАПТАЦІЇ ДО ЗМІНИ КЛІМАТУ ВІД 24.02.2021»: ДОСВІД ДЛЯ УКРАЇНИ

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У статті проаналізовано основні положення нової Стратегії Європейського Союзу з адаптації до зміни клімату 2021 року. З'ясовано актуальність прийняття нової стратегії та її вплив на формування кліматичної стійкості на європейському континенті. Визначено ключові цілі Стратегії ЄС з адаптації до зміни клімату, серед яких забезпечення розумнішої, більш системної і швидшої адаптації та активізація міжнародних дій у пом'якшенні наслідків зміни клімату. Розглянуто заплановані заходи, які Об'єднання здійснюватиме для переходу адаптації на новий рівень. Висвітлено особливості «Адаптації до зміни клімату, включаючи суспільну трансформацію» – місії «Horizon Europe», як кроку до швидшої адаптації. Виокремлено перший позитивний результат втілення Стратегії, а саме створення Європейської обсерваторії клімату та здоров'я, та описано її орієнтири діяльності. Згадано про позитивну оцінку прийняття Стратегії на європейському рівні. Наголошено на прагненні України стати повноправним членом ЄС, що зумовлює важливість для держави переймання досвіду та кращих практик у різних сферах, зокрема у кліматичній. Охарактеризовано суть та значення Стратегії екологічної безпеки та адаптації до зміни клімату України до 2030 року та роль ЄС у її розробці. Зроблено акцент на важливості прийняття природоорієнтованих рішень, що не було задекларовано в українській Стратегії. Підкреслено, що у Стратегії Європейського Союзу з адаптації до зміни клімату та Стратегії

екологічної безпеки та адаптації до зміни клімату України проігноровано принцип «не залишити нікого осторонь», який є важливим з точки зору об'єктивного формування кліматичної політики. Проаналізовано згубний вплив на довкілля, спричинений діями російських військ на території України, та потенційні наслідки війни в Україні для кліматичної стійкості Європи. Виокремлено основи та моделі «зеленого» повоєнного відновлення України.

Ключові слова: ЄС, стратегія, адаптація, зміни клімату, кліматична стійкість.