

AILAC'S INTERVENTIONS

THE THIRD TECHNICAL DIALOGUE OF THE GLOBAL STOCKTAKE

Statements GST Round Table 2 - ADAPTATION

Avoiding maladaptation

1. **Avoiding maladaptation** should be a central element of the GST outcome.
 - i. However, the **CFs emerging messages** do not pay adequate attention to this issue.
 - ii. Even though they reiterate IPCC's message that there is "increased evidence of maladaptation across many sectors and regions"¹, most emphasis of the **CFs emerging messages** is on the growing number of developing countries that have embarked on the formulation of NAPs. At the same time, the "modest" progress on adaptation is presented mostly as a consequence of an "implementation gap", without making any **qualitative** consideration of the process used to formulate NAPs and to identify and select adaptation options.
2. The **CFs emerging messages** do not contain a clear reference to **the qualitative shortcomings in adaptation that are driving maladaptation** nor to **the actions that can be taken to avoid maladaptation**, all of which have been very clearly highlighted by the IPCC in its AR6.
 - i. Regarding the **qualitative shortcomings that are driving maladaptation**, let's recall that the IPCC AR6 SPM underscores that "most observed adaptation is fragmented, small in scale, incremental, sector-specific, designed to respond to current impacts or near-term risks, and focused more on planning rather than implementation".
 - In the same lines, the AR6 SYR warns that "**actions that focus on sectors and risks in isolation and short-term gains** often lead to **maladaptation over the long-term**, creating **lock-ins** of vulnerability, exposure and risks that are difficult to change".

¹ Maladaptation is only mentioned twice in the **emerging messages**: once for reiterating the message from the IPCC AR6 that "there is increased evidence of maladaptation across many sectors and regions"; and once with regards to "realigning flows away from maladaptation towards mainstreaming adaptation into decision-making". "realigning flows away from **maladaptation** towards mainstreaming adaptation into decision-making is also a critical component in scaling up finance for adaptation to effectively support iterative and sustained adaptation actions"

- It also warns that “**maladaptive responses** can **worsen existing inequities** especially for Indigenous Peoples and marginalised groups and **decrease ecosystem and biodiversity resilience**”.
 - **Maladaptation shrinks the solution space**. It compromises the possibility of making use of **transformational adaptation options** as the adverse effects of CC get worst over time with increasing global warming and **incremental adaptation options** are no longer effective.
 - ii. But, most importantly, the IPCC AR6 SYR also suggests that “**maladaptation can be avoided by flexible, multi-sectoral, inclusive, long-term planning and implementation of adaptation actions, with co-benefits to many sectors and systems**”. This conclusion from the IPCC AR6 should also be included as part of the **CFs overarching synthesis report**.
 - iii. Even though these IPCC suggestions to avoid maladaptation are of a **procedural nature**, they are not less important.
 - In Ch. 17 of AR6 WGII, the IPCC affirms that “**the decision-making procedures are as important to consider in managing risks as are the options for responding to climate change**, mostly because the procedures themselves constrain the choices of actions which could, in turn lead to constrained pathways which are undesirable”.
- 3. Similarly, the engagement of Parties in processes for assessing and **managing inter-regional risks that are transmitted across borders and/or via teleconnections, such as transboundary water use, supply chains and global food markets**, and the engagement of a diversity of stakeholders in **regional and international cooperation to manage these inter-regional risks and adaptation-related responses** have a big potential for reducing these risks and avoiding maladaptation along the transmission chain. This should also be highlighted in the CFs overarching synthesis report.

Taking into account that we are already experiencing limits to adaptation

- 4. **Limits to adaptation** are not adequately considered in the **CFs emerging messages**.
- 5. One of the **CFs main emerging messages** is that “**The ability to adapt to adverse impacts has grown**”.
 - i. **However, this is not true for natural systems**, some of which have already reached **hard limits**, others are near the point of reaching **hard limits**, and others will reach **hard limits** as temperatures continue to rise.
 - ii. The IPCC is very clear that “**biodiversity and ecosystem services have limited capacity to adapt to increasing global warming levels**, which will make

climate resilient development progressively harder to achieve beyond 1.5°C warming (very high confidence)².

6. But limits to adaptation are mentioned only once in the **CFs emerging messages**, and they are referred to as **something that will happen in the future**, in the context of **planning for temporary overshoot** (“Projected impacts will exceed hard limits to adaptation, primarily in natural systems”). By the way, we agree with **AOSIS, New Zealand and others** that planning for temporary overshoot is not a correct framing for the GST outcome.
7. The CFs emerging messages are also **missing an explicit reference to the linkage between limits to adaptation and the main causes of such limits**, such as **inadequate climate finance for adaptation** and the **natural limits of ecosystems to adapt to rising temperatures**.
8. It should be made clear, in the **CFs overarching synthesis report**, that we are already experiencing **limits to adaptation**, both soft and hard limits, as well as **residual risks** for which there are no adaptation options, and, as the IPCC has concluded, that **“adaptation does not prevent all losses and damages, even with effective adaptation and before reaching soft and hard limits”** (IPCC ARG WGII).

Accelerating adaptation planning and implementation

9. There is also a message missing in the **CFs emerging messages** on **the need to accelerate the pace of adaptation planning and implementation in this decade, as well as the corresponding delivery of support that is commensurate to the needs of developing countries**.
10. The IPCC AR6 WGII SPM highlights that **“at current rates of adaptation planning and implementation the adaptation gap will continue to grow”**, and warns that **“as adaptation options often have long implementation times, long-term planning and accelerated implementation, particularly in this decade, is important to close adaptation gaps”**.
11. So, it would be important that the **CFs overarching synthesis report** contains a message on the urgency of **accelerating the pace of adaptation planning and implementation in this decade, as well as the corresponding delivery of support at the speed and scale that is commensurate to the needs of developing countries**.

² Biodiversity and ecosystem services have **limited capacity to adapt to increasing global warming levels**, which will make climate resilient development progressively harder to achieve beyond 1.5°C warming (very high confidence). **Consequences of current and future global warming for climate resilient development** include **reduced effectiveness of Ecosystem-based Adaptation and approaches to climate change mitigation based on ecosystems** and **amplifying feedbacks to the climate system**. IPCC WGII AR6 SPM D.4.3

Considering high-impact adaptation options

12. We would like to highlight the importance, for achieving the GGA and the long-term goal of Article 2.1b) of the Paris Agreement, of **conserving and restoring biodiversity and ecosystems**, as well as **transforming agriculture and food systems**, which relate to adaptation options that the IPCC AR6 has identified not only as being **highly beneficial for ecosystems and ecosystem services**, but also as having **the potential to reduce the exposure and vulnerability for most people in the world, that is, more than 5 billion people**.
13. The **universalization of early warning systems and climate services coverage**, as well as the **establishment and strengthening of climate-resilient universal health systems** are also examples of possibilities related to adaptation options that, according to the IPCC, have **the potential to reduce the exposure and vulnerability for most people in the world**.

Assessing collective progress (including review of the adequacy and effectiveness of adaptation and support provided for adaptation (Art. 7.14(c)) and review of the overall progress made in achieving the global goal on adaptation (Art. 7.14(d)))

14. Regarding the assessment of collective progress on adaptation, we need to divide our discussion between what is achievable for the first GST, and what we aspire to build for the second and subsequent GSTs.
15. We do not have the time now, for this first GST, to agree on targets, indicators and methodologies for assessing collective progress on adaptation. This could be agreed, in the context of the Glasgow—Sharm el-Sheikh Work Programme on the GGA for the second GST.
16. For the first GST, we can rely on the evidence and conclusions already contained in sources of information such as the IPCC AR6 and the Adaptation Gaps Report.
17. Examples of backward looking messages that can be extracted from the IPCC AR6 for the **assessment of collective progress on adaptation**, and that can be included in the **CFs overarching synthesis report**, are:
 - Evidence of **progress in adaptation planning and implementation** across all sectors and regions, generating multiple benefits
 - Some evidence of **risk reduction** for particular places and hazards, especially flood and heat vulnerability
 - Some evidence of a **reduction in global vulnerability**, particularly for flood risk and extreme heat
 - Recognition of existence of **adaptation gaps**, despite progress, including that **most observed adaptation** is fragmented; small in scale; incremental; sector-specific; designed to respond to current impacts or near-term risks; focused more on planning rather than implementation; unequally distributed across regions; and takes place at a very slow rate

- Increasing evidence of **maladaptation**³ across many sectors and regions since AR5
- Evidence of **inadequacy of support**, particularly finance, provided for adaptation
- Problem of **climate data** generation, availability, access and capacity to use it, including paucity of **adequately downscaled climate projections**, particularly in developing countries
- Difficulties for assessing **adaptation effectiveness and adequacy**⁴, including due to limited use and availability of M&E systems

18. For subsequent GSTs, we can aim at assessing effectiveness and adequacy, through both qualitative and quantitative indicators.

- i. Progress on adaptation action and the review of progress made in achieving the GGA are not only about adding numbers, for example regarding the amount of NAPs that have been formulated and the amount of adaptation communications that have been submitted. But we need qualitative criteria to be part of the equation.

Loss and Damage

19. On L&D, the **CFs emerging messages** correctly capture the idea that L&D is no longer only a future risk, but that it has already been observed. They could, however, have been more explicit and affirm that **L&D is a lived reality for many vulnerable people, communities and countries around the world**.

20. We also consider that **the framing that the CF's emerging messages give to future L&D is incorrect**. They indicate that impacts from CC "will become dramatically worse as temperatures increase further, **resulting in some cases in L&D**". However, we are of the view that this message is lighter than the IPCC conclusion that "With increasing global warming, **losses and damages will increase** and **additional human and natural systems will reach adaptation limits**."

21. The **CFs emerging messages** also lack a reference to **gaps related to funding for addressing L&D and the need to differentiate between finance for adaptation and**

³ **Maladaptation** refers to actions that may lead to increased risk of adverse climate-related outcomes, including via increased greenhouse gas emissions, increased or shifted vulnerability to climate change, more inequitable outcomes, or diminished welfare, now or in the future. Most often maladaptation is an unintended consequence. IPCC AR6 WGII Glossary

⁴ **Effectiveness of adaptation-related responses** reflects whether a particular response actually reduces climate risk, typically through reductions in vulnerability and exposure. Some adaptation-related responses may increase risk or create new risks (maladaptation) or have no or negligible impact on risk. **Adequacy of adaptation-related responses** refers to the extent to which responses are collectively sufficient to reduce the risks or impacts of climate change. A set of adaptation-related responses may, for example, result in reduced climate risk (effectiveness), but these reductions may be insufficient to offset the level of risk and avoid loss and damages. IPCC AR6 WGII Ch. 16.3.2.4

finance for addressing L&D, all of which has been highlighted by developing country Parties in TD1.1 and TD1.2.

22. The CFs also present **comprehensive risk management approaches** as a solution related to L&D. However, we have to take into consideration that part of the **funding for comprehensive risk management** relates to **adaptation actions**, and another part relates to actions to address L&D that will be, is being or has already been experienced.