

SBSTA – SBI
SUBMISSION BY COLOMBIA ON BEHALF OF THE AILAC GROUP OF COUNTRIES - CHILE,
COLOMBIA, COSTA RICA, HONDURAS, GUATEMALA, PANAMA, PARAGUAY AND PERU AND
ABU - ARGENTINA, BRAZIL AND URUGUAY-
August 2022

**Views on the second workshop of the Glasgow—Sharm el-Sheikh work programme on the
global goal on adaptation**

Following the invitation to Parties contained in the joint conclusions of the SBSTA and the SBI at their 56th session on the agenda item of the Glasgow—Sharm el-Sheikh work programme on the global goal on adaptation (the GlaSS) referred to in decision 7/CMA.3, AILAC and ABU are pleased to provide their views on the second workshop of the GlaSS, to be held on 30 and 31 August 2022.

General considerations

1. Based on the clusters of objectives and sequence for addressing them that Parties proposed in their submissions, the compilation and synthesis of submissions prepared by the secretariat under the guidance of the SB Chairs proposed that **the second workshop** of the GlaSS could focus on “**enhancing adaptation action and support, including sharing of experiences and lessons learned, gaps and needs, scaling up actions and support, recognizing adaptation efforts and looking at adequacy and effectiveness of action and support with a special emphasis on vulnerable developing countries**”; **the third workshop** could consider “methodologies, indicators, data and metrics, monitoring and evaluation with a view to providing insights for reviewing adaptation progress at national and global level”; and **the fourth workshop** could look at “communicating and reporting on adaptation priorities”.
2. From the outset, AILAC and ABU would like to stress that **they agree with the proposed sequence. However**, eventually, there could be a need to reconsider the theme of **the fourth workshop** if, after holding the third workshop, Parties esteem that an additional workshop is necessary to continue considering “methodologies, indicators, data and metrics, monitoring and evaluation with a view to providing insights for reviewing adaptation progress at national and global level”, as some type of concrete outcome on this issue in 2022 is important for informing **the first GST**.
3. Regarding the theme of the second workshop (“**enhancing adaptation action and support**”), this would be, from AILAC and ABU’s perspective, one of the most important contributions of the GlaSS at the end of the day. Hence, **this workshop, as well as the GlaSS in general, should generate the necessary understanding to enable Parties to agree on concrete recommendations for enhancing adaptation action in line with the best available science, including concerted international cooperation for addressing transboundary risks, and, inextricably linked with the foregoing, concrete recommendations for developed countries to scale-up their support for adaptation efforts of developing countries at the level needed.**
4. As a way to ensure that adaptation action and support are guided by the best available science, the following messages regarding **adaptation gaps, needs and the adaptation finance gap**, among other messages from the **Summary for Policymakers (SPM) of the Working Group II contribution to the Sixth Assessment Report of the IPCC and Chapter 12 (Ch. 12) of the referred contribution**, should set the tone for the second workshop of the GlaSS:
 - a. Ch.12 “**Central and South America (CSA) are highly exposed, vulnerable and strongly impacted by climate change**, a situation amplified by inequality, poverty, population

growth and high population density, land use change particularly deforestation with the consequent biodiversity loss, soil degradation, and high dependence of national and local economies on natural resources for the production of commodities (*high confidence*)”.

- b. C.1 SPM “**Progress in adaptation planning and implementation** has been observed across all sectors and regions, generating multiple benefits (*very high confidence*). **However**, adaptation progress is **unevenly distributed** with observed **adaptation gaps** (*high confidence*). Many initiatives prioritize **immediate and near-term climate risk reduction** which reduces the opportunity for **transformational adaptation** (*high confidence*)”.
- c. C.1.2 SPM “Despite progress, **adaptation gaps exist** between current levels of adaptation and levels needed to respond to impacts and reduce climate risks (*high confidence*). **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** (*high confidence*). Observed adaptation is **unequally distributed** across regions (*high confidence*), and **gaps** are partially driven by **widening disparities between the estimated costs of adaptation and documented finance allocated to adaptation** (*high confidence*). **The largest adaptation gaps exist among lower income population groups** (*high confidence*). **At current rates of adaptation planning and implementation the adaptation gap will continue to grow** (*high confidence*). As adaptation options often have long implementation times, **long-term planning and accelerated implementation**, particularly in the next decade, is **important to close adaptation gaps**, recognising that constraints remain for some regions (*high confidence*)”.
- d. C.4 SPM “There is increased evidence of **maladaptation** across many sectors and regions since the AR5”.
- e. C.3.2 SPM “**Financial constraints are important determinants of soft limits to adaptation across sectors and all regions** (*high confidence*). Although global tracked climate finance has shown an upward trend since AR5, **current global finance flows for adaptation**, including from public and private finance sources, **are insufficient for and constrain implementation of adaptation options especially in developing countries** (*high confidence*). The overwhelming majority of global tracked climate finance was **targeted to mitigation** while a small proportion was **targeted to adaptation** (*very high confidence*). Adaptation finance has come predominantly **from public sources** (*very high confidence*). **Adverse climate impacts** can reduce the availability of financial resources by **incurring losses and damages** and through **impending national economic growth**, thereby **further increasing financial constraints for adaptation**, particularly for developing and least developed countries (*medium confidence*)”.
- f. Ch.12 “The most widely reported obstacle to adaptation in terrestrial, freshwater, ocean and coastal ecosystems [in Central and South America] is financing (*high confidence*). There is also a significant gap in identifying limits to adaptation and weak institutional capacity for implementation. This hinders the development of comprehensive adaptation programmes, even under adequate funding”.

Topics for discussion under the theme of the workshop

- 5. Given the current adaptation and adaptation finance context described in the WGII contribution to the Sixth Assessment Report of the IPCC, and taking the whole WGII

contribution as a starting point, AILAC and ABU suggest that the second workshop of the GlaSS focuses on discussing and enhancing understanding about **concrete options for closing both adaptation gaps and needs, and also the adaptation finance gaps and needs**, taking into account **actual and projected impacts and risks** from climate change.

Options for closing adaptation gaps and needs

6. Transformational adaptation and long-term adaptation planning

- a. With high confidence, the IPCC underlines that transitioning from incremental to transformational adaptation can help overcome soft adaptation limits (C.3.4). According to the IPCC, “in a warming world, **incremental adaptation**, i.e. proven standard measures of adaptation, will not always suffice to adjust to the negative impacts from climate change leading to substantial residual risks and, in some cases, the breaching of adaptation limits; **transformational adaptation**, involving larger system-wide change (as compared to in system change), will increasingly be necessary as a complement for helping individuals and communities to cope with climate change” (FAQ17.3).
- b. Also with high confidence, the IPCC stresses that the fact that many initiatives prioritize **immediate and near-term climate risk reduction** reduces the opportunity for **transformational adaptation** (C.1). Hence, there seems to be a linkage between **long-term adaptation planning** and transformational adaptation.

7. Climate resilient development, system transitions and enabling conditions

- a. Chapter 18 of the WGII contribution to the IPCC Sixth Assessment Report deals with **Climate Resilient Development (CDR) Pathways**, defined as “continuous processes that strengthen sustainable development, efforts to eradicate poverty and reduce inequalities while promoting fair and cross-scalar capacities for adaptation to global warming and reduction of greenhouse gases in the atmosphere” (FAQ18.1). **CDR** is defined as “a process of implementing greenhouse gas mitigation and adaptation options to support sustainable development for all” (Ch. 18: Executive Summary)
- b. Chapter 18 refers to **system transitions** as “a foundation” for CDR, and assesses transitions in energy systems, urban and infrastructure systems, land, oceans and ecosystems, industrial systems and societal systems.
- c. Both chapters 17 and 18 expand, respectively, on the **enabling conditions** for adaptation and risk management and for CDR.
- d. The IPCC also stresses, with high confidence, that “**integrated, multi-sectoral solutions** that address social inequities, differentiate responses based on climate risk and cut across systems, increase the feasibility and effectiveness of adaptation in multiple sectors” (C.2).

8. Accelerating adaptation implementation planning and implementation

- a. Regarding **timing**, the IPCC WGII SPM is clear that “at current rates of adaptation planning and implementation the adaptation gap will continue to grow” and that both “long term planning and accelerated implementation, particularly in this decade, is important to close adaptation gaps” (C.1.2). So, timing is also an important topic that should be addressed during the workshop.

9. Integrated approaches to responding to observed (past and present) and projected (future) climate impacts and risks, including complex, compound and cascading risks across sectors

and regions and near- and mid -to long-term risks

- a. The issue of **risks** depends on and cuts through a broad range of issues, including mitigation and adaptation, resilience, averting and minimising loss and damage, soft and hard limits to adaptation, residual risks, maladaptation. It forces to think adaptation in its broader context and with its multiple linkages to other processes and communities of practice rather than in isolation.

10. Building form pre existing work related to tools and methodologies to assess needs

- a. The Adaptation Committee was requested to prepare a technical paper on methodologies for assessing adaptation needs with a view to assisting developing countries without placing an undue burden on them. Taking into account this background and the inventory of methodologies to assess adaptation needs already available, for AILAC and ABU's view, it would be helpful for the GlaSS to deepen the understanding on the existing efforts and methodologies for assessing adaptation needs and their limitations when addressing the adaptation finance gaps and needs.

11. Broaden the knowledge of the work carried out by the UNFCCC constituted bodies related to approaches and methodologies to address gaps and needs

- a. There is vast work made by different constituted bodies that can be taken into consideration for this second workshop, e.g. Standing Committee on Finance Report on the Determination of the Needs of Developing Country Parties; the Lima Adaptation Knowledge Initiative (LAKI) under the Nairobi Work Programme on adaptation knowledge gaps, the PCCB Toolkit to Assess Capacity Building Gaps and Needs, etc. In this context, it would be also enriching to explain with a pragmatic focus, this work and to show which methodologies and concrete actions can be helpful to assess and close the adaptation action and support gaps and needs, including measuring approaches. In this regard, some countries' case studies can be identified and showcased with a regional representation balance.

Options for closing adaptation finance gaps and needs

12. This includes, *inter alia*, options for closing gaps and addressing financial needs for the formulation and implementation of NAPs and adaptation communications, for monitoring and evaluating and learning from adaptation plans, policies, programmes and actions, and for capacity building and technology transfer.

- a. IPCC WGII highlights that finance has long been recognized as an important enabling and catalysing factor for adaptation, climate resilient development and climate risk management (17.4.3). Hence the implementation of adaptation options at the level that is and will be needed for closing adaptation gaps and addressing needs largely depends on closing the adaptation finance gap.

Expected outcomes

13. As the GlaSS workshops are not and should not be negotiation spaces, the aim of the workshops should be to enhance the understanding of Parties on issues related to the objectives of the GlaSS in such a way that Parties would then be able to agree on specific mandates and recommendations under the SBs and COP and CMA agenda items on the GlaSS.

14. Thus, the outcomes of the second workshop should be aimed at ameliorating the understanding of Parties on the theme of the workshop, with a focus on concrete solutions, so as to inform subsequent deliberations by Parties on specific mandates and recommendations

aimed at enhancing adaptation action and support.

15. In this lines, **an expected outcome of the second workshop of the GlaSS** would be for Parties to achieve a clear understanding, *inter alia*, of:

- a. The nature of observed and projected climate risks, including complex, compound and cascading risks, and ways to avert and minimize them in a comprehensive manner;
- b. The pathways and enabling conditions for achieving climate resilient development, system transitions, transformational adaptation, long-term adaptation planning;
- c. What successful options have been or are being implemented by Parties for addressing adaptation and adaptation finance needs and closing both adaptation gaps and the adaptation finance gap, as well as what are the bottlenecks that should be considered and what would be needed in order to accelerate the implementation of these types of actions;
- d. What type of data and information is needed to come up with adaptation responses that are adequate and effective vis-à-vis actual and projected impacts and risks;
- e. What urgent and concrete measures could be taken to close the adaptation finance gap;
- f. What urgent and concrete measures could be taken to accelerate adaptation implementation.
- g. How to Integrate Climate Change Adaptation at National, Sectoral and Project Levels? (“verticalisation of adaptation”)

Examples/case studies

16. The workshop should be informed, to the extent possible, by examples and case studies that are in line with the above-mentioned topics and sub-topics under the theme of the workshop. With this aim, the SB Chairs, with the assistance from the secretariat, could ask WGII authors to suggest specific examples and case studies as well as who can present them.

17. From the AILAC and ABU countries side, the following examples or case studies could be presented:

- a. Regarding regional climate impacts and transnational adaptation efforts:
 - i. Proyecto Proadapt (Argentina, Paraguay and Bolivia): <https://acdi.org.ar/proyectos/proadapt/#:~:text=Gran%20Chaco%20PROADAPT%20que%20tiene,los%20impactos%20del%20cambio%20clim%C3%A1tico>.
 - ii. Project Climate Change adaptation in vulnerable coastal cities and ecosystems of the Uruguay River (Argentina and Uruguay): <https://www.adaptation-fund.org/project/climate-change-adaptation-vulnerable-coastal-cities-ecosystems-uruguay-river-argentina-uruguay-2/>
 - iii. Regional study of the effects of climate change on the coast of Latin America and the Caribbean: <https://www.cepal.org/es/temas/cambio-climatico/efectos-cambio-climatico-la-costa-america-latina-caribe>
- b. Regarding national level examples:
 - i. Methodology for climate risks assessments in infrastructure (MERICI) (Costa Rica)

- ii. Programa Mojana (for enhancing climate resilience of the vulnerable communities in the Mojana region, Colombia)
<https://www.fondoadaptacion.gov.co/mojanaclimayvida/>
- iii. Agro Integrated Risk Management Program – Proagir (Brasil)

Modalities

- 18.** Acknowledging that some groups and Parties have expressed that they face challenges regarding virtual participation, AILAC and ABU would like to suggest that the SB Chairs invite Parties to communicate to them if they think they would have this type of challenges in order for them and the secretariat to try to find a solution.
- 19.** The workshop could be organized in sessions around specific subtopics under the two proposed topics: options for closing adaptation gaps and needs; and options for closing the adaptation finance gap. Each session could open with two or three presentations from experts and/or Parties, including examples of tools and methodologies addressed through case studies, and be followed by a Q&A and discussion with participants. If the virtual format allows, there could also be facilitated discussions among participants in breakout groups.
- 20.** Where appropriate, presentations by representatives of local communities and indigenous peoples would be desirable.
- 21.** Regarding the issue of complex, compound and cascading risks, we suggest inviting a representative of *Adaptation Without Borders* to give a presentation about methods and tools to avert and minimize those risks.