

Summary of the first workshop under the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation

9 August 2022

I. Introduction

A. Mandate

1. The Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA) decided, at CMA 3, to establish and launch a comprehensive two-year Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation, to start immediately after that session and be carried out jointly by the Subsidiary Body for Scientific and Technological Advice and the Subsidiary Body for Implementation. CMA 3 also decided that under the work programme four workshops should be conducted per year, with the support of the secretariat and under the guidance of the Chairs of the subsidiary bodies.¹

2. SB 56 requested their Chairs to prepare a summary of each workshop, in the context of preparing a single annual report on the workshops for consideration at SB 57,² capturing progress made and informing subsequent considerations by Parties under the Glasgow–Sharm el-Sheikh work programme.³

B. Proceedings

3. The first workshop under the Glasgow–Sharm el-Sheikh work programme was held from 8 to 9 June 2022 during SB 56 following an Intergovernmental Panel on Climate Change (IPCC) event on 7 June 2022 under the work programme on the contribution of Working Group II to the IPCC Sixth Assessment Report (AR6).⁴ The workshop, which was webcast and attracted over 400 participants, was co-facilitated by Christina Chan (United States of America) and Binyam Gebreyes (Ethiopia).

4. Marianne Karlsen, Chair of the Subsidiary Body for Implementation, and Patricia Espinosa, Executive Secretary of the UNFCCC, opened the workshop with welcoming remarks, which were followed by a presentation by the secretariat providing an overview of the submissions from Parties on the work programme⁵ and relevant previous work under the Convention and the Paris Agreement. Facilitated discussions took place over the course of the two-day workshop, which concluded with remarks from Zita Kay Kassa Wilks, Rapporteur of the Subsidiary Body for Scientific and Technological Advice.⁶

¹ Decision 7/CMA.3, para. 2–4 and 12.

² As per decision 7/CMA.3, para. 16.

³ FCCC/SBSTA/2022/6, para. 159, and FCCC/SBI/2022/10, para. 192.

⁴ IPCC. 2022. *Climate Change 2022: Impacts, Adaptation, and Vulnerability. Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change*. H Pörtner, D Roberts, M Tignor, et al. (eds.). Cambridge, United Kingdom: Cambridge University Press. Available at <https://www.ipcc.ch/report/ar6/wg2/>.

⁵ A compilation and synthesis of the submissions is available at <https://unfccc.int/topics/adaptation-and-resilience/workstreams/glasgow-sharm-el-sheikh-WP-GGGA>.

⁶ The concept note for and webcasts of the workshop are available at <https://unfccc.int/topics/adaptation-and-resilience/workstreams/glasgow-sharm-el-sheikh-WP-GGGA#-9-June-2022---First-workshop-on-Enhancing-understanding-of-the-global-goal-on-adaptation-and-reviewing-progress-towards-it>.

II. Summary of discussions

5. In line with the theme of the workshop, enhancing understanding of the global goal on adaptation and reviewing progress towards it, and with a view to learning from relevant knowledge and practices, three questions were put forward by the co-facilitators to facilitate discussions during the workshop:

- (a) How should the global goal on adaptation be conceptualized?
- (b) What good practices for goal setting are there at different levels and under other forums?
- (c) What examples of relevant targets and goals are there at different levels?

A. Conceptualization of the global goal on adaptation

6. Participants started by reflecting on the current impacts of climate change in their countries or regions, and on the gap between adaptation needs and responses; and highlighted the value of developing a common understanding of the global goal on adaptation. They then unpacked the goal by sharing their views on the aspects addressed below.

1. Principles

7. Many participants highlighted that aspects of the goal should be aligned with the principles of the Convention and the Paris Agreement, including contributing to equitable access to sustainable development and eradication of poverty. Some underscored, in this regard, the provisions of Article 7, paragraph 2, of the Paris Agreement on recognizing adaptation as a global challenge faced by all, with local, subnational, national, regional and international dimensions, requiring a long-term global response to climate change to protect people, livelihoods and ecosystems.

2. Components

8. Some participants stressed that the elements of the global stocktake referred to in Article 7, paragraph 14, of the Paris Agreement should also be essential components for the global goal on adaptation, namely recognizing the adaptation efforts of developing countries, enhancing implementation of adaptation action, reviewing adequacy and effectiveness of adaptation action and support, and reviewing overall progress in achieving the global goal.

9. Others categorized the possible components for the goal along the adaptation cycle, including data collection and assessment, planning, implementation, and monitoring and evaluation. Some highlighted that support should be factored in throughout the cycle.

3. Characteristics

10. Participants highlighted that the global goal on adaptation should:

- (a) Be oriented over the long term, given the need for a long-term global response rather than only urgent and immediate action;
- (b) Reflect specific contexts and be country driven;
- (c) Be holistic and comprehensive and reflect the transboundary and cascading nature of climate impacts and risks;
- (d) Encompass local and indigenous knowledge and consideration of women, youth and vulnerable groups;
- (e) Consist of different targets that may be iteratively adjusted to reflect changes over time, such as increased climate risks, the adequacy of the goal in the light of each global stocktake, and new findings and recommendations from the IPCC.

4. Scales and thresholds

11. Most participants highlighted that the global goal on adaptation should consist of several targets at different scales, such as global, regional (transboundary), national and local.

12. Some reflected on the layered approach discussed at the informal launch of the Glasgow–Sharm el-Sheikh work programme,⁷ which encompasses different thresholds for ambition with regard to the outcome of adaptation action: the ‘survival’ threshold, meaning ensuring the minimum level of resilience for the survival of ecosystems and humanity; the ‘status quo’ threshold, which entails offsetting the negative effects of climate change in order to preserve the status quo and level of development; the ‘SDG’ threshold, where the Sustainable Development Goals (SDGs) are attained and retained over the long term, even in the presence of climate change; and the ‘transformation’ threshold, where the transformational aspirations of countries towards attaining scaled-up levels of sustainability and resilience are achieved even in a world living with climate change.

13. In discussing this approach, some participants argued that the global goal on adaptation should represent aspirations beyond retaining the status quo, because the latter would not lead to a desirable future. Participants emphasized that the goal must reflect a desirable outcome for both current and future generations towards a better life, rather than just survival. In addition, many believe that the goal should inspire countries to strive towards the transformation threshold. Finally, recognizing that it would be challenging to set one uniform threshold, some highlighted the usefulness of viewing adaptation success through a spectrum of action and aspirational ambition.

5. Linkages

14. Participants highlighted linkages between the global goal on adaptation and other work and processes under the Convention and the Paris Agreement, including the global stocktake, the work programme for urgently scaling up mitigation ambition and implementation, the ad hoc work programme on the new collective quantified goal on climate finance and implementation of the enhanced transparency framework. They mentioned that the Glasgow–Sharm el-Sheikh work programme could facilitate a clear understanding of such linkages.

15. Some elaborated that the work programme should include identifying synergies with the global stocktake, contributing to determining the global goal on adaptation and providing inputs for the first and subsequent global stocktakes. Some mentioned that the goal is a moving target that is linked to mitigation ambition, referring to Article 7, paragraph 4, of the Paris Agreement. In this regard, many emphasized the need for ambitious mitigation action in order to reduce emissions to net zero globally by mid-century to stay on track to keeping global temperature rise to 1.5 °C and ensure that adaptation is still feasible.

6. Methods and approaches

16. Several participants referred to the work of the Adaptation Committee on approaches to reviewing overall progress in achieving the global goal on adaptation, and the challenges associated with such approaches. In their view, progress in relation to the components of the global goal needs to be reviewed applying a combination of quantitative and qualitative methods. For example, while the number of national adaptation plans could be aggregated quantitatively, reduction of vulnerability would need to be assessed using nationally or locally determined indicators.

17. In the same vein, participants emphasized the usefulness of combining top-down and bottom-up approaches. For example, relevant global targets under the SDGs, the Sendai Framework for Disaster Risk Reduction 2015–2030, the IPCC, the World Meteorological Organization and other United Nations processes can be combined with adaptation targets identified by countries in their national planning instruments. Regarding the global outlook,

⁷ As announced during the closing plenary of COP 26, the event was held from 16 to 17 May 2022.

some participants suggested prioritizing achievement of SDG targets relating to water, food security, biodiversity and health, that is sectors in which system transitions can be effected.⁸

B. Goal setting under other forums

18. Most participants highlighted the importance of learning from other processes and forums in terms of goal setting at different levels and for various sectors. In particular, many regarded the aforementioned IPCC event under the work programme as valuable and informative. It was suggested to use the following stepwise approach in order to make efficient use of input from other forums:

- (a) Synthesize targets under other multilateral frameworks and forums, such as the SDGs and the Sendai Framework (the top-down approach) with targets identified by Parties in their reports to the UNFCCC, such as adaptation communications and national determined contributions (the bottom-up approach);
- (b) Highlight the areas of commonality and gaps emerging from that synthesis, in the light of the findings in the contribution of Working Group II to the AR6;
- (c) Identify good practices for goal setting under other forums and in Parties' reports and establish synergies with work relating to the global goal on adaptation so as to minimize duplication of efforts;
- (d) Set new targets under the global goal on adaptation to complement existing ones.

C. Examples of relevant targets at different levels

19. Participants shared examples of countries' relevant strategies, approaches and indicators, including:

- (a) Canada's use of more than 200 indicators, 21 of which at the national level and the rest local and regional indicators, in developing a national adaptation strategy towards achieving transformative adaptation;
- (b) The European Union adaptation preparedness scoreboard and the Pacific region's pilot project of developing an adaptation preparedness scoreboard;
- (c) The European Union's adaptation goal of being resilient to unavoidable impacts of climate change by 2050 (according to its 2021 adaptation strategy) in line with the Paris Agreement and European climate law;
- (d) The updated version of the adaptation component of Tunisia's NDC, which is based on a precise review of national and sectoral vulnerabilities, taking account of latest climate projections. The component integrates gender, land-use planning and natural disaster risk reduction aimed at enhancing resilience and reducing vulnerability to climate change, and considers necessary transformations to ensure inclusive and sustainable socioeconomic development;
- (e) The measurement framework of the United Kingdom of Great Britain and Northern Ireland for flood defence, which is in the form of a grid with one axis showing the quality of planning (e.g. having flood management plans) and the other showing outcome (e.g. number of new houses being built in high-risk areas);
- (f) Zambia's revised NDC, which includes a set of indicators and targets that can be collated from the bottom up and fed into the work under the global goal on adaptation.

20. Some Participants made reference to targets under other processes and forums that could be relevant to the global goal on adaptation, including:

⁸ The contribution of Working Group II to the AR6 focuses in particular on transformation and system transition in relation to energy; land, ocean, coastal and freshwater ecosystems; urban and rural infrastructure; and industry and society.

(a) The target under the Sendai Framework of substantially reducing global disaster mortality by 2030, namely to lower average global mortality per 100,000 people in 2020–2030 compared with that in 2005–2015, and the related target of the International Federation of Red Cross and Red Crescent Societies to reduce mortality due to climate and weather-related events;

(b) The target under SDG 13 to integrate climate change measures into national policies, strategies and planning;

(c) Quantitative targets of the Risk-informed Early Action Partnership, such as making one billion people safer from disaster by 2025 and one more billion people being covered by new or improved early warning systems. These targets entail longer-term risk management systems and are supported by public awareness campaigns;

(d) The goal under the Race to Resilience initiative of non-State actors helping to make four billion people more resilient to climate change impacts by 2030;

(e) The goal set in 2021 under Feminist Action for Climate Justice of increasing the percentage of global climate finance flows in mainstreaming gender, including a 65 per cent increase in gender-responsive bilateral and multilateral climate finance by 2026.

21. Some participants proposed new targets or indicators:

(a) Targets for costs associated with global temperature rise of 1.5 and 2 °C as well as with projected impacts at 1.5 °C;

(b) A target for climate finance flows and improving implementation of adaptation action;

(c) A target for accessibility of adaptation finance, such as reducing the average time taken for financing entities to approve adaptation projects;

(d) A target for accelerated global coverage of early warning systems;

(e) A global target for tracking adequacy of resources for meeting adaptation needs;

(f) A global target for assessing whether adaptation action is commensurate with climate risk, taking into account transboundary issues;

(g) A target on fundamental needs based on countries' self-assessment of whether they can meet their fundamental needs, such as for water and food security;

(h) Climate risk assessment as a common indicator;

(i) A target for improving data availability and strengthening climate services;

(j) A global transformational adaptation target for tracking whether adaptation is leading to improved human well-being by reviewing adaptation communications or the adaptation section of biennial transparency reports.

22. It was suggested that national priorities and needs identified in developing country Parties' adaptation communications, national adaptation plans and national communications could be a significant input to the development of commonly accepted global priorities for reviewing progress of adaptation implementation.

D. Inputs for future workshops

23. Participants shared their views on the organization of subsequent workshops under the Glasgow–Sharm el-Sheikh work programme, such as involving breakout groups and round tables to make the workshops more interactive.

24. They encouraged the active participation of representatives of other forums, such as the Convention on Biological Diversity, the United Nations Convention to Combat Desertification and the Sendai Framework, in the workshops to share experience of good goal-setting practices.

25. Participants considered further active engagement of the IPCC in the workshops to be crucial and suggested focusing on its findings related to enabling conditions for effective adaptation action, such as in chapter 17 of the contribution of Working Group II to the AR6, and in chapters focusing on regions, such as Africa.

26. Some suggested focusing subsequent workshops on priority sectors and transboundary issues.

27. Finally, it was suggested that relevant materials and inputs from UNFCCC constituted bodies and programmes, including the Adaptation Committee, the Standing Committee on Finance and the Nairobi work programme on impacts, vulnerability and adaptation to climate change be used to contribute to the work under the work programme.
