

DRAFT TEXT

on

SBSTA 58 agenda item 5

SBI 58 agenda item 11

Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation referred to in decision 7/CMA.3

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1. The Subsidiary Body for Scientific and Technological Advice (SBSTA) and the Subsidiary Body for Implementation (SBI) welcomed the progress in the implementation of the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation and the fifth and sixth workshops held under the work programme in the first half of 2023.¹
2. The SBSTA and the SBI expressed appreciation to their Chairs for providing guidance on the workshops referred to in paragraph 1 above, to the secretariat for conducting the workshops and implementing interactive modalities for participation, and to Parties and non-Party stakeholders for contributing to and engaging in the workshops.
3. The SBSTA and the SBI also expressed appreciation to the Governments of Maldives and Germany for hosting the fifth and sixth workshop respectively under the Glasgow–Sharm el-Sheikh work programme.
4. The SBSTA and the SBI reiterated that the development of the framework for guiding the achievement of the global goal on adaptation and the review of overall progress in achieving it² is to be undertaken through a structured approach and may take into consideration, inter alia, the elements referred to in paragraph 10 of decision 3/CMA.4.
5. The SBSTA and the SBI invited their Chairs to continue considering, at the remaining workshops under the Glasgow–Sharm el-Sheikh work programme, matters related to the development and use of targets, indicators and metrics; and common and shared global adaptation priorities and modalities for increasing international cooperation in support of the framework referred to in paragraph 4 above; as well as a to include in the workshops sessions for participants to explore areas of commonality in developing the framework and to take stock of progress.
6. The SBSTA and the SBI noted that the views and different options presented in the annex below by Parties and groups of Parties may be considered in continuing the development of the framework referred to in paragraph 4 above, including at the remaining workshops under the Glasgow–Sharm el-Sheikh work programme, recognizing that they do not represent consensus among Parties.

¹ The summary note on the fifth workshop is available at <https://unfccc.int/documents/627908>. The summary note of the sixth workshop is under preparation.

² See decision 3/CMA.4, paras. 8–9.

Annex

This annex has been prepared by the co-facilitators of the negotiations on this agenda item under their own responsibility on the basis of deliberations and submissions made by Parties¹ at this session. The draft elements contained in this annex are preliminary and should not be considered as final in any way; they are offered as a basis for work and do not prejudice further work or prevent Parties from expressing their views in the future.

A. Preamble

- Recalling Article 7, paragraph 1, of the Paris Agreement and decisions 7/CMA.3 and 3/CMA.4.
- Welcoming the findings of the contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change.
- Recognizing the need to strengthen adaptation action and support in achieving the global goal on adaptation.
- Reiterating the importance of adaptation as a global priority under the Paris Agreement.
- Option 1: principles including CBDR-RC, recalling Articles 9–11 of the Paris Agreement, historical responsibility, flexibility for developing countries, Party-driven, needs-responsive, no additional burden for developing countries, adaptation is a continuous and evolving process that requires consideration of dynamically changing objectives, which are interconnected with the ability to adapt to and the level of impact and risk posed by climate impacts.
- Option 2: no references to the principles.
- ...

B. Acknowledging progress and conclusions under the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation

- Welcoming the work undertaken to date under the two-year Glasgow–Sharm el-Sheikh work programme.
- Taking note of the conclusion of the Glasgow–Sharm el-Sheikh work programme.
- Capturing the progress made:
 - Recommendations on the understanding of the global goal on adaptation;
 - Recommendations linked to dimensions outlined in decision 3/CMA.4, paragraph 10(a);
 - Recommendations on international cooperation;
 - Recommendations on support, including financial support for developing countries.
- ...

C. Establishment of the framework for the global goal on adaptation

- Establishing the framework for the global goal on adaptation (referred to as “the framework” from hereon), as per decision 3/CMA.4, paragraph 8.
- ...

D. Elements of the framework

D.1 Purpose

- Option 1: The purpose is to guide and facilitate the enhancement of action and support for adaptation and the assessment of global progress on adaptation and to guide national and subnational adaptation policies.
- Option 2: The purpose is to:
 - achieve the global goal on adaptation as per Article 7, paragraph 1, of the Paris Agreement;
 - enhance adaptation action and support, as per Articles 9–11 of the Paris Agreement;
 - contribute to reviewing overall progress towards achieving the global goal on adaptation as per Article 7, paragraph 14 of the Paris Agreement;
 - reduce the increasing adverse impacts, risks and vulnerabilities associated with climate change;

¹ Party in-session submissions available at: <https://unfccc.int/event/sbsta-58?item=5>

- recognize that the global goal on adaptation will contribute to reducing risks associated with climate change impacts in the context of the long-term temperature goal set out in Article 2, paragraph 1(a), of the Paris Agreement in line with different national circumstances, needs and priorities and in the context of sustainable development and poverty eradication.

D.2 Dimensions

- The dimensions as set out in decision 3/CMA.4;
- ...

D.3 Themes

- The themes as set out in decision 3/CMA.4 and their relevance to enhancing global adaptation ambition.
- The themes based on the IPCC Sixth Assessment Report.
- ...

D.4 General and cross-cutting considerations

- Cross-cutting considerations as set out in decision 3/CMA.4 and how best to integrate them (potentially through the relevant guidance) into countries' adaptation plans and priorities.
- The framework is inclusive, and serves as a single centralized space on adaptation for Parties, UNFCCC constituted bodies and workstreams (e.g. the Adaptation Committee, the Least Developed Countries Expert Group and the Nairobi work programme on impacts, vulnerability and adaptation to climate change) and non-Party stakeholders, such as experts, practitioners and vulnerable people from civil society and the private sector, and enhances focus on social justice, gender and intergenerational equity.
- The framework reflects a balance of ambition and realism and streamlines the adaptation agenda moving forward.
- Recognizes that mitigation is our first line of defence against climate change impacts, that can be already observed world-wide. For this reason, urgent action on adaptation at global level is needed
- The framework is structured around the dimensions of the adaptation policy cycle, which are simple and universal and reflect global priorities while taking into account different regional circumstances and priorities, accelerating adaptation action towards transformational adaptation with a view to avoiding maladaptation.
- The framework takes into consideration long-term observations for monitoring vulnerable ecosystems; impacts of climate change on economic activity and livelihoods; possible adaptation action; and participatory approaches to monitoring climate change impacts.
- The framework provides guidance on avoiding maladaptation; the formulation and implementation of national adaptation plans; and mainstreaming adaptation, and thus resilience, in the development of sectoral policies.
- The framework highlights synergies between adaptation and mitigation and the related co-benefits.
- It is designed to contribute to the global response to adaptation (at 1.5 °C or 2 °C) by considering loss of biodiversity, including of warm-water corals, heat-related morbidity and mortality, vector-borne diseases, food security and the impact of heat stress on human health and water availability.
- The framework is intended to spur greater international cooperation, considering the transboundary approaches and complex and cascading risks.
- The framework captures external factors: aspects independent of national policy but important for adaptation (e.g. global and societal shifts and geopolitical circumstances (e.g. related to hazard, exposure and vulnerability)).
- ...

D. 5 Enabling conditions

- Institutions, coordination and reporting instruments, etc., are needed to fulfil the purpose.
- Enablers vary for each system/sector, but include elements such as data, finance, capacity-building, technology transfer, inclusive governance, research, and engagement and education.
- ...

D. 6 Sources of information

- As outlined in decision 3/CMA.4.
- Include nationally driven targets and priorities on the themes/sectors most relevant to Parties (as found in existing voluntary adaptation reporting and vehicles/instruments).
- ...

D.7 Reporting

- Each Party could voluntarily report on elements contained in paragraph 10(b) of decision 3/CMA.4 through the adaptation section of its biennial transparency report.
- Use of current reporting instruments to avoid additional burden.
- ...

D. 8 Overarching targets

- Option 1:
 - Including one high-level political target for each dimension of the adaptation policy cycle.
 - No specific targets for the themes outlined in decision 3/CMA.4, paragraph 10(b).
 - Including potential targets that build on existing processes, including internationally agreed targets under treaties and multilateral frameworks and mechanisms such as the 2030 Agenda for Sustainable Development, the Sendai Framework for Disaster Risk Reduction 2015–2030 and the Kunming–Montreal Global Biodiversity Framework.
- Options 2–8:
 2. A shortlist of targets and indicators based on dimensions including action and finance in each dimension.
 3. A shortlist of targets based on dimensions including action and finance in each dimension. Also decides to establish a small ad hoc working group whose aim is to identify and/or develop a set of indicators for the targets referred to in paragraph X above for consideration at SB 60 (June 2024) with a view to forwarding recommendations for consideration at CMA 6 (November 2024).
 4. A shortlist of targets based on dimensions and themes including action and finance in each of them. Also decides to establish a small ad-hoc working group with the aim of identifying and/or developing a set of indicators for the targets from para. Y above for its consideration at SB 60 and recommending a shortlist to the CMA.6.
 5. Each Party could voluntarily report on the elements contained in paragraph 10(b) of decision 3/CMA.4 through its adaptation section of the biennial transparency report (BTR).
 6. An overarching target and targets for each dimension and for each theme referred to in decision 3/CMA.4, paragraph 10(a–b). Establish an ad hoc working group/Additional work to be undertaken by the Intergovernmental Panel on Climate Change (IPCC) with the aim of developing sets of indicators for the targets under the dimensions and themes, taking into account cross-cutting considerations.
 7. One target and indicators per dimension to link with the themes.
 8. Concise overarching targets for operationalizing the global goal on adaptation and subtargets based on dimensions and themes including action and support in each of them. Also decides to establish an ad hoc expert working group whose aim is to identify and/or develop a set of indicators for the targets referred to in paragraph X above for its further consideration at SB 60 with a view to SB 60 recommending targets and indicators for consideration and adoption at CMA 6.
- Option 9: An overarching target with output-oriented indicators – not to either directly or indirectly link mitigation to adaptation action.
- Option 10: No list of targets and indicators.
- Option 11: Use the IPCC ‘burning embers’ method.
- Option 12: Articulation of common shared priorities that national and subnational governments can choose to adopt to guide their adaptation planning, implementation and reporting via nationally determined indicators.
- ...

E. Link to the global stocktake:

- The framework for the global goal on adaptation is to contribute to reviewing overall progress in achieving the global goal on adaptation in the first global stocktake and to inform the first and subsequent global stocktakes.
- The framework for the global goal on adaptation is to provide a road map from the first to the second cycle of ambition of the global stocktake.
- The framework for the global goal on adaptation is to be an additional element of or tool for the first and subsequent global stocktakes.
- ...

F. International cooperation and the role of stakeholders:

- To outline how international cooperation, including with United Nations organizations, academia, civil society and the private sector, can further the priorities under the framework.
- To invite Parties to contribute to the success of the framework and track their progress.
- To recognize the role of various stakeholders, including the private sector, civil society, local governments, youth, women and Indigenous Peoples, in contributing to the success of the framework.
- To consider role of relevant constituted bodies, institutional arrangements and the role of other stakeholders in implementing activities related to the framework for the global goal on adaptation.
- ...

G. Follow-up work:

- Define the institutions and modalities, including cooperation, coordination and coherence, that are necessary for and will contribute to the overall success of the framework.
- Establish the arrangements for monitoring the progress under the framework, including reporting instruments.
- Develop a road map between the first and second cycles of the global stocktake.
- Options 1–4: In relation to the targets defined in D.8 (options 2–8) above, initiate further work, as follows:
 1. Establish a small ad hoc working group whose aim is to identify and/or develop a set of indicators for the targets referred to in paragraphs X and Y above for consideration at SB 60 with a view to forwarding recommendations for consideration at CMA 6.
 2. Each Party to voluntarily report on elements contained in paragraph 10(b) of decision 3/CMA.4 through its adaptation section of the BTR.
 3. Establish an ad hoc working group /Additional work to be undertaken by the IPCC with the aim of developing sets of indicators for the targets under the themes and dimensions (paras. 10(a–b) of decision 3/CMA.4), including consideration of cross-cutting aspects.
 4. Establish an ad hoc expert working group whose aim is to identify and/or develop a set of indicators for the targets referred to in paragraph X above for its further consideration at SB 60 with a view to SB 60 recommending targets and indicators for consideration and adoption at CMA 6.
- Option 5: No additional work on indicators to be undertaken by the IPCC.
- Option 6: Adopt the framework for the global goal on adaptation at CMA 5 and further develop indicators in the coming years.
- Option 7: Define the activities that need to take place from 2024 onward, such as entrusting work to various bodies and producing reports to provide guidance, as follows:
 1. By 2024, the SBI and SBSTA Chairs and constituted bodies develop indicators that could assist countries in reviewing progress in their adaptation planning and implementation.
 2. By 2025, the SBI and SBSTA Chairs and constituted bodies to provide an assessment of the adaptive capacity gaps, challenges and needs, especially in developing countries, so that the risks and impacts from the increasing global temperature and climate change in the near, medium and long term can be reduced or withstood.
 3. Until 2030, Parties are encouraged to finalize developing plans to address gaps, needs and challenges in adaptive capacity, outlining specific actions and strategies, as well as support needed, for the near, medium and long term on the basis of the activities in the years following the adoption of framework.
 4. From 2030 onward, conduct an annual review of the implementation of adaptation plans, including challenges, gaps and needs, on the basis of the indicators provided in 2027.

5. Establish a stand-alone agenda under all the sessions of the subsidiary bodies, the COP and the CMA.
 6. Reiterate the invitation, in decision 7/CMA.4, paragraph 21, to the IPCC to consider updating its 1994 technical guidelines for assessing climate change impacts and adaptation as part of its seventh assessment cycle, as appropriate.
 7. Invite constituted bodies, including the Adaptation Committee and the Least Developed Countries Expert Group, to conduct further work on the global goal on adaptation.
 8. Call upon the IPCC to prepare, in its seventh cycle, a special report on the global goal on adaptation, taking into account the framework targets and indicators, for consideration by Parties.
- Review the framework as outlined in section E above.
 - ...

H. Finance and budgetary provisions:

- Recommendations on support, including financial support, for developing countries.
- Recommendations on ensuring support for means of implementation, including finance, technology transfer and capacity-building for developing countries from developed countries to enable the operationalization of each target and stage of the framework under the Financial Mechanism.
- ...

Appendix

Possible targets for future workshop discussions on targets, indicators and metrics

- By year 20xx reduce vulnerability and enhance long-term resilience and adaptive capacity, reaching and benefiting x billion people and their livelihoods;
- Conserve x percentage of land, freshwater and ocean ecosystems in line with the 1.5 °C target while increasing action and support in line with demand arising from the increasing impacts of climate change;
- Achieve 100 per cent coverage multi-hazard early warning system, climate information services and response systems by 2027;
- By 2030, 100 per cent of developing countries have been supported to develop national adaptation planning instruments;
- Enhance the adaptive capacity and resilience of the global population to the adverse impacts of climate change by at least 50% by 2030 and by at least 90% by 2050;
- Enhance resilience and reduce the impacts of climate change by increasing adaptation action and support by at least 30% by 2030;
- Regarding assessment, by 2030, the assessment of impact, risk or vulnerability induced by climate change lays the foundation for planning and subsequent implementation of actions to adapt to the risks and reduce the impacts; or Regarding assessment, by 2030, all countries have early warning systems for at least two critical risks and information for risk reduction at the national level;
- Regarding support, by 2030, all countries can access climate finance to carry out risk impact vulnerability assessments induced by current climate change through the UNFCCC financial mechanisms;
- Regarding planning, by 2030, all countries have developed a national policy instrument to address adaptation to climate change, and have integrated it into the development strategies;
- Regarding planning, by 2030, all countries can access climate financing through the Green Climate Fund (GCF) and the Adaptation Fund for preparation and implementation of National Adaptation Plans (NAPs);
- Regarding implementation, by 2030, increased implementation, with respect to a 2023 baseline, of projects, plans, programmes, adaptation actions in response to the impacts and risk of climate change, as identified by the countries in their adaptation documents;
- Regarding implementation, by 2030, all countries have access to support from the Global Environment Facility (GEF), GCF, and Adaptation Fund for NAP implementation and to address the needs and priorities reported in their adaptation communications, biennial transparency reports (BTRs) and other climate change planning instruments at the national level;
- Regarding implementation, by 2030, the capacities to prepare and implement NAPs and to address the needs and priorities presented in adaptation communications, (BTRs), and other climate planning instruments at the national level have been strengthened;
- Regarding MEL, by 2030, all countries have designed and implemented a framework system for monitoring, evaluation and learning of the adaptation component;
- Regarding MEL, by 2030, all countries have access from funds from the GEF, GCF, Adaptation Fund for the design and implementation of MEL framework or system;

- Additional suggestions on targets, as made in ABU/AILAC groups submission of additional views on the workshops to be held in 2023¹;
- Enhance well-being and prosperity by increasing access to water, food and health for the most vulnerable groups by 2030;
- Reduce exposure to climate related risks by reducing the numbers affected as a share of total population by 2030;
- Ecosystems are maintained, enhanced or restored by protecting 30% of the land and oceans by 2030;
- All countries are undertaking the dimensions of the framework, which are impacts vulnerability and risks assessment, planning, implementation and MEL, and implementing NAPs by 2030 to reduce communities' vulnerability to climate risks;
- Ensure an increase of adaptive capacity in the context of the long-term temperature goal set out in Article 2 Para 1 (a, b);
- Ensure adequate support for adaptation actions to reduce risk and vulnerability to climate change;
- Any target for the reduction of vulnerability and reduced mortality will have to be absolute in nature – such as reducing mortality from extreme events and climate-related disasters to zero – unethical to have a halfway target;
- An overarching target with output-oriented indicators. For example: 100% coverage of all regions with early warning systems; the enhancement of health infrastructure and cooperation for the same, across regions, would be another good output indicator.
- Output-oriented targets for the expansion of disaster resilient infrastructure.

¹ Available at: <https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202305162235---Submission%20by%20Argentina%20on%20behalf%20of%20ABU%20-%20AILAC.pdf>