

## DRAFT TEXT

on

SBSTA 59 agenda item 3(a) and SBI 59 agenda item 12(a)

Matters relating to adaptation

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

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### Draft decision elements

#### *Preamble*

*The Conference of the Parties serving as the meeting of the Parties to the Paris Agreement,*

*Recalling* Articles 7 and 14 of the Paris Agreement and decisions 7/CMA.3, 1/CMA.4, para. 39, and 3/CMA.4,

*Notes with concern* the findings in the contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change,<sup>1</sup> which highlights that accelerated implementation of adaptation action in this decade is important for closing adaptation gaps,

*Stressing* that keeping the global average temperature rise to below 1.5 °C will be essential to keeping the maximum number of adaptation options open and, in turn, limiting the adverse impacts of climate change and associated loss and damage,

*Also stressing* the urgency of accelerating the implementation of adaptation action and support, including in the light of nationally determined contributions, adaptation communications, national communications and national adaptation plans, strategies and programmes,

#### *Preamble in relation to principles*

Option 1. *Recalling* relevant provisions and principles of the Convention and the Paris Agreement, including the principle of equity and common but differentiated responsibilities and respective capabilities, in the light of different national circumstances and Articles 9, 10 and 11,

Option 2. No text

#### *Capturing progress*

1. *Welcomes with appreciation* the successful organization of the workshops held thereunder in 2022–2023;
2. *Takes note* of the 2023 annual report on the workshops<sup>2</sup> and *welcomes* the summary reports on each workshop contained therein held in 2022–2023;
3. *Expresses appreciation* to the Chairs of the subsidiary bodies for their guidance on and to the secretariat for its support in conducting informative and engaging workshops under the Glasgow–Sharm el-Sheikh work programme, as well as to the moderators,

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<sup>1</sup> Intergovernmental Panel on Climate Change. 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: Cambridge University Press. Available at <https://www.ipcc.ch/report/ar6/wg2/>.

<sup>2</sup> Available at: <https://unfccc.int/documents/631979>.

experts, Parties and non-Party stakeholders that participated in the workshops for their contributions and engagement;

4. *Also expresses appreciation* to the Governments of Argentina, Botswana, Egypt and Maldives for hosting, and to the secretariat for organizing, the workshops under the Glasgow–Sharm el-Sheikh work programme;

5. *Decides* to conclude the two-year Glasgow–Sharm el-Sheikh work programme;

6. *Adopts* the framework for the global goal on adaptation;<sup>3</sup>

*Purpose of the framework*

7. *Reaffirms* that the purpose of the framework is to guide the achievement of the global goal on adaptation and the review of overall progress in achieving it with a view to reducing the increasing adverse impacts, risks and vulnerabilities associated with climate change, as well as to enhance adaptation action and support;<sup>4</sup>

*Overarching target/statement/common priority/aspiration*

8. *Decides* that the GGA framework should guide long term transformational and incremental adaptation efforts towards reducing vulnerability and enhancing adaptive capacity and resilience, as well as the collective well-being of all people, the protection of livelihoods and economies, and the preservation and regeneration of nature, for current and future generations, taking into account the best available science and the worldviews and values of Indigenous Peoples, to support the achievement of the GGA articulated in Article 7.1 of Paris Agreement;

*Themes/thematic targets*

9. *Emphasizes* that, in order to pursue the aspirations outlined in paragraph 8 above, and to increase political ambition and enhance adaptation action and support, Parties and non-Party stakeholders should accelerate swift action at scale and at all levels, from local to global, in a country-driven and cooperative manner, with a view to avoiding maladaptation and in alignment with other global frameworks, towards achievement of the following targets by 2030:

- (a) Achieving universal access to safe and affordable potable water and a climate-resilient water supply and sanitation; and significantly reducing climate-induced water scarcity and enhancing climate resilience to water-related hazards;
- (b) Achieving climate-resilient food and agriculture systems, from production to supply and distribution of food, ensuring sustainable and regenerative production and equitable access to adequate food and nutrition;
- (c) Achieving universal health coverage and climate-resilient health systems and services for addressing climate-related health impacts, and reducing climate-related morbidity and mortality, particularly in the most vulnerable communities;
- (d) Ensuring that at least 30 per cent of ecosystems are maintained, enhanced or restored, including through ecosystem restoration and enhancing ecosystem services;
- (e) Increasing the resilience of infrastructure and human settlements to climate change impacts to ensure basic and continuous essential services for all and halving climate-related impacts on infrastructure and human settlements (and eliminating all such impacts by 2040);
- (f) Substantially reducing poverty and livelihood vulnerability in areas with high climate risk and ensuring that communities in such areas are covered by at least one adaptive social protection measure;

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<sup>3</sup> See decision 3/CMA.4, para. 8.

<sup>4</sup> Decision 3/CMA.4, para. 9.

- (g) Protecting tangible cultural heritage from the impacts of climate-related risks by the development of adaptive strategies for preserving cultural practices and heritage sites and developing climate-resilient infrastructure in collaboration with international organizations and guided by local communities' knowledge;

*Specific targets around the dimensions of the adaptation iterative cycle*

10. *Decides* that the framework includes the following targets in relation to the dimensions of the iterative adaptation cycle,<sup>5</sup> recognizing the importance of and need for enhanced access to and mobilization of support for developing countries, particularly the least developed countries and small island developing States, in this regard;

- (a) Impact, vulnerability and risk assessment: by 2025, all Parties have assessed climate hazards, climate change impacts and exposure to risks and vulnerabilities and used this assessment to inform their formulation of national adaptation plans and nationally determined contributions; and by 2027, all Parties have established multi-hazard early warning systems and climate information services for risk reduction;
- (b) Planning: by 2025, all Parties have in place country-driven, gender-responsive, participatory, inclusive and transparent national adaptation plans, policy instruments, planning processes and strategies, covering, as appropriate, ecosystems, sectors, people and vulnerable communities, and have mainstreamed adaptation in all relevant strategies and plans;
- (c) Implementation: by 2030, all Parties have progressed in implementing their national adaptation plans, policies and planning processes and, as a result, have reduced the social and economic impacts of the key climate hazards identified in the assessments referred to in paragraph 10(a) above;
- (d) Monitoring, evaluation and learning: by 2030, all Parties have designed, established and operationalized a system for monitoring, evaluation and learning for their national adaptation efforts and have built the required institutional capacity to fully implement the system;

*Cross-cutting considerations*

11. *Encourages* Parties to, when implementing the framework and their adaptation efforts, and with a view to integrating adaptation into relevant socioeconomic and environmental policies and actions and in pursuing the targets referred to in paragraph 9 above, to take into account, where possible, country-driven, gender-responsiveness, participatory and fully transparent approaches, human-rights-based approach and ensure intergenerational equity and social justice, taking into consideration vulnerable groups, communities and ecosystems, including children, youth and persons with disabilities;

12. *Emphasizes* that where applicable, adaptation action should be based on and guided by the best available science, including through use of science-based indicators, metrics and targets, as appropriate, traditional knowledge, knowledge of Indigenous Peoples and local communities, ecosystem-based adaptation, nature-based solutions, community-based adaptation, disaster risk reduction, intersectional approaches, private sector engagement, adaptation co-benefits, sustainable development;

*Sources of information*

13. *Decides* that the framework of the global goal on adaptation includes sources of information referred to in 19/CMA.1, paragraph 37;

*Reporting and GST*

14. *Affirms* that no additional reporting burden is placed on Parties through the implementation of the framework;

15. *Invites* Parties to voluntarily include, in their adaptation communications, biennial transparency reports and nationally determined contributions, quantitative and/or qualitative

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<sup>5</sup> Referred to in decision 3/CMA.4, para. 10(a).

information related to the targets referred to in paragraphs 9–10 above and the cross-cutting considerations referred to in paragraph 11–12 above, and *encourages* Parties to report on progress, good practices, experience and lessons learned in relation to implementing the framework in their reporting under Article 7, paragraph 10, of the Paris Agreement and decision 19/CMA.1;

16. *Decides* that for the second and subsequent global stocktakes should consider the framework to be an analytical tool in assessing progress towards the global goal on adaptation;

17. *Requests* the secretariat to include in the synthesis report referred to in paragraph 23(b) of decision 19/CMA.1 information related to the targets referred to in paragraphs 9–10 above for each future global stocktake;<sup>6</sup>

#### *International cooperation and involvement of all stakeholders*

18. *Recognizes* that climate change impacts are often transboundary in nature and may involve complex, cascading risks that require collective consideration and knowledge-sharing, climate-informed transboundary management and cooperation on global adaptation solutions;

19. *Emphasizes* that the framework should catalyse and strengthen regional and international cooperation on scaling up adaptation action and support among Parties, international organizations and non-governmental organizations;

20. *Recognizes* the important role of all stakeholders, including the private sector, multilateral development banks, local governments, United Nations and other organizations, civil society, Indigenous Peoples and local communities, and research and academic institutes, in implementing the framework towards achieving the global goal on adaptation;

21. *Invites* all stakeholders to support the implementation of the GGA framework and to scale up their adaptation policies and programmes in a coherent and integrated manner, building on synergies among activities and processes, including through dialogues and coordination across conventions and other relevant frameworks and processes with a view to achieving the targets referred to in paragraphs 9–10 above;

22. *Recognizes* the leadership of Indigenous Peoples and local communities as stewards of nature and *encourages* the ethical and equitable engagement with Indigenous Peoples and local communities and use of Indigenous and local knowledge, wisdom and values in the implementation of the framework;

23. *Recognizes* that enablers of adaptation action, such as leadership, finance, capacity-building, technology transfer, institutional arrangements, policies, data and knowledge, skills and education, public participation, and strengthened and inclusive governance, are crucial for the implementation of the framework;

24. *Underlines* that scaling up both domestic and international support for adaptation requires global efforts, that strengthening enabling environments and policy frameworks, domestically and internationally, for mobilizing finance for adaptation are critical and that such policy frameworks should set out actions, strategies, incentives and regulations orienting finance flows, that could also support transformative adaptation actions;

#### *Adaptation finance/MoI*

25.

##### Option 1.

- *Recognizes* the importance of the timeliness and predictability of adaptation finance, and the need to accelerate efforts to enhance access to adaptation finance, including for the private sector and subnational actors, and with a focus on facilitating direct access by harmonizing and simplifying access procedures;

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<sup>6</sup> Defined in decision 19/CMA.1, para. 23(b).

- *Welcomes* progress in the provision of climate finance, while noting with concern that the current provision of climate finance for adaptation remains insufficient to respond to worsening climate change impacts in developing country Parties;
- *Encourages* all climate finance providers to continue taking into account the priorities and needs of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change and have significant capacity constraints, such as the least developed countries and small island developing States, as expressed in their national adaptation plans and strategies;
- *Reiterates* the call urging developed country Parties to at least double their collective provision of climate finance for adaptation to developing country Parties from 2019 levels by 2025, in the context of achieving a balance between mitigation and adaptation in the provision of scaled-up financial resources, recalling Article 9, paragraph 4, of the Paris Agreement;<sup>7</sup>
- *Also reiterates* that the provision of scaled-up financial resources should be aimed at achieving a balance between adaptation and mitigation, taking into account country-driven strategies, and the priorities and needs of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change and have significant capacity constraints, such as the least developed countries and small island developing States, considering the need for public and grant-based resources for adaptation;<sup>8</sup>
- *Calls* on developed country Parties and other Parties that provide resources on a voluntary basis, United Nations organizations, specialized agencies and other relevant organizations, as well as bilateral and multilateral agencies, to continue mobilizing support, including private finance, for developing country Parties for their efforts towards achieving the targets referred to in paragraph 9 above;
- *Requests* the Adaptation Fund Board and the Green Climate Fund Board<sup>9</sup> to provide an update on their activities and scope of support in relation to assisting developing country Parties in their efforts to achieve the targets referred to in paragraph 10;
- *Recognizes* that the extent to which the global goal on adaptation is implemented by developing country Parties in part depends on the effective implementation by those Parties of means of implementation and support commitments, such as the goal to double adaptation finance in the pre-2025 period, the new collective quantified goal on climate finance and any commitments in the post-2025 period;
- *Urges* developed country Parties to provide developing country Parties with long term, scaled-up, predictable, new and additional finance, technology and capacity-building, consistent with relevant provisions, to implement urgent, short-, medium- and long-term adaptation actions, plans, programmes and projects at the local, national, subregional and regional level to achieve the global goal on adaptation;<sup>10</sup>

#### Option 2.

No text

#### Option 3. Potential additional elements for Option 1

- *Reaffirms* the importance of concessional and grant-based funding for adaptation, as well as ensuring that adaptation finance does not add to the debt burden of developing countries;
- *Reiterates* Article 7.13 of the Paris Agreement highlighting that support shall be provided to developing country Parties for the implementation of paragraphs 7, 9, 10 and 11 of Article 7, in accordance with the provisions of Articles 9, 10 and 11;

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<sup>7</sup> Decision 1/CMA.3, para. 18.

<sup>8</sup> Article 9, para. 4, of the Paris Agreement.

<sup>9</sup> See decisions 13/CMA.3 and 11/CMA.3 respectively.

<sup>10</sup> Decision 1/CP.16, para. 18.

- *Requests* the Standing Committee on Finance, as part of the second Needs Determination Report, to provide cost estimates for the implementation of the Global Goal on Adaptation framework and its targets;
- *Decides* the framework entails targets for means of implementation: By 2030 ensure the provision of at least \$400 bn per annum of multilateral climate finance, realizing technology development and transfer and capacity building to address climate risks and impacts of climate change, and respond to the increasing needs of developing countries, in the context of the temperature goal set out in Article 2, paragraph 1(a) of the Paris Agreement, and with a view of achieving the GGA established in article 7.1 and tracking progress of adaptation action and support as a global challenge;
- *Notes* with concerns that the adaptation finance gap is widening and that the commitment to double adaptation finance by 2025 by developed countries would only reduce the financing gap for adaptation by 5-10% of the estimates of developing country adaptation costs and needs included in the adaptation-related documents;

*Future work to operationalize the GGA framework*

26. *Establishes* a standing agenda item under the subsidiary bodies for matters relating to the GGA, including the sharing of experience on the implementation of the GGA, the best available scientific knowledge, guidance on the development of indicators related to targets referred to in paragraphs 9 and 10 above, identification of inputs related to achieving the GGA as part of the global stocktake, and the development of terms of reference for reviewing the framework;

27. *Notes with concern* the fragmentation in current adaptation items under the COP, the CMA and the subsidiary bodies;

28. *Requests* the chairs of the subsidiary bodies, with support from the secretariat, to prepare, before the sixty-first sessions of the subsidiary bodies (November 2024), a technical paper containing options for streamlining agenda items on adaptation, including the new agenda item referred in paragraph 26 above and to present the technical paper under an agenda item on national adaptation plans;

29. *Invites* Parties and observers to submit via the submission portal<sup>11</sup> by March 2024 their views on existing climate adaptation and resilience indicators, as well as on their experience in developing, implementing and modifying targets and indicators in support of monitoring, evaluation and learning;

30. *Requests* the Adaptation Committee with the support of the secretariat to produce a synthesis report with a compendium of indicators for climate adaptation and resilience based on the submissions referred to in paragraph 29 above, by xx xx 202x for Parties consider in their implementation of the framework for the global goal on adaptation;

31. *Requests* the secretariat to prepare a synthesis report on the submissions referred to in paragraph 29 above, to be published by May 2024, for Parties to consider in their implementation of the GGA framework;

32. *Establishes* an ad hoc working group or structured expert dialogue on the development of indicators to measure progress in achieving the targets listed in paragraph XX above, which will provide recommendations thereon for consideration at CMA 7 (November 2025) and which will conduct its work in accordance with the terms of reference contained in the annex;

33. *Invites* the IPCC to hold a workshop to share expertise on indicators, metrics and methodologies for tracking progress towards the targets [and means of implementation] referred to in decision -/CMA.5 and to prepare a report on the outcomes of the workshop for consideration at COP 29;

34. *Requests* the Adaptation Committee, in collaboration with other relevant UNFCCC constituted bodies and with the support of the secretariat, to compile an overview of the currently available information and indicators relevant to the monitoring and evaluation of

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<sup>11</sup> <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>.

the outcomes of adaptation actions that contribute to achieving the global goal on adaptation and to provide information on this work in its annual report in 2025;

35. *Invites* inputs from and collaboration among relevant constituted bodies and United Nations entities in implementing the GGA framework, where applicable;

36. *Also invites* the Adaptation Committee, in collaboration with the CGE and the LEG, to support the implementation of the GGA framework by providing technical guidance and training materials;

37. *Requests* the Adaptation Committee, in collaboration with the CGE and the LEG, to develop recommendations on how to improve reporting on adaptation action and progress, including with a view to informing the review and update, as appropriate, of the modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13 of the Paris Agreement contained in the annex to decision 18/CMA.1 and the review of the training course referred to in decision 9/CMA.4, paragraph 10;

38. *Also requests* the Adaptation Committee, in collaboration with the LEG, to annually synthesize information reported by Parties on their progress on adaptation action related to dimensions, themes and cross-cutting considerations referred to in decision 3/CMA.4 paragraph 10, and annually publish a report, starting in 2025, with a view to, inter alia, informing the global stocktake and

39. *Further requests* the secretariat to produce three independent reports each from 2024 to 2025 on indicators for tracking adaptation action and support in the areas of finance, technology transfer and capacity-building respectively and to report progress for review by Parties at each session of the subsidiary bodies under new GGA agenda item referred to in para 33 above;

40. *Requests* the Least Developed Countries Expert Group to update the technical guidelines for the NAP process, reflecting the elements of the GGA framework set out in the annex as well as the best available science, including the Sixth Assessment Report of the IPCC;

41. *Also requests* the secretariat to undertake, with input from relevant constituted bodies and experts, work to examine how transformational adaptation is defined and understood at different spatial scales and sectors and how progress in planning and implementing transformational adaptation approaches might be assessed at the global level for review at CMA 6 and COP 29 (November 2025);

42. *Decides* to organize a global goal on adaptation dialogue, consisting of two workshops annually, to enable the exchange of knowledge on and foster the implementation of the global goal on adaptation and to further the understanding of the potential risks and impacts associated with a given temperature rise across different regions, *also decides* to convene relevant experts to participate in the dialogues and *requests* the secretariat, under the guidance of the Chairs of the subsidiary bodies to prepare a summary report on the dialogue for consideration each year by the COP/CMA;

43. *Requests* the SBI and SBSTA to prepare a summary report on the dialogue referred to in paragraph 49 above for the consideration of Parties at each session of the subsidiary bodies;

44. *Decides* to hold four workshops prior to the second global stocktake, to consider adaptation information input and analysis;

45. *Reiterates* the invitation in decision 3/CMA.4, paragraph 21, for 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;<sup>12</sup>

46. *Requests* the secretariat to prepare an annual synthesis report on adaptation information provided by Parties in their biennial transparency reports, adaptation communications and nationally determined contributions with the aim of contributing to an assessment of progress in achieving the global goal on adaptation, taking into account the GGA framework, and of facilitating the consideration of this progress in the global stocktake;

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<sup>12</sup> Decision 3/CMA.4, para. 21.

47. *Invites* the IPCC to consider providing policy-relevant information, particularly on metrics, methodologies and indicators for assessing adaptation progress and on transformational adaptation, as part of its seventh assessment cycle;

48. *Also invites* the IPCC to consider providing an assessment report on capacity gaps, challenges and needs related to adaptation, in particular those of developing countries, that need to be addressed in order to withstand the risks and impacts of increasing global temperature and climate change in the near term, midterm and long term;

49. *Requests* the secretariat to support the implementation of the GGA framework, as applicable.

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## Annex

### Proposals for a group to work on the development of indicators

#### ▪ Suggestion 1:

1. Decides to establish such a dialogue under the guidance of the subsidiary bodies on aspects related to indicators in order:
  - (a) To assess progress of achieving the global goal on adaptation through its framework;
  - (b) To consider on an ongoing basis material from Party and non-Party stakeholder submissions, material from the Sixth Assessment Report of the Intergovernmental Panel on Climate Change, as well as relevant inputs through regular workshops and expert meetings and with the participation of Parties and experts, particularly from the Intergovernmental Panel on Climate Change;
  - (c) To assist the subsidiary bodies with the preparation and consideration of the recommendations on indicators to structure the global goal on adaptation framework.
2. Also decides that:
  - (a) Workshops will be open to all Parties and observes, held pre-sessionally, where possible, and organized by the Secretariat, subject to the availability of resources;
  - (b) The dialogue will be facilitated by two co-facilitators, one from a Party included in Annex I to the Convention and one from a Party not included in Annex I to the Convention, who will be selected by each group, respectively;
  - (c) The dialogue will begin after the sixtieth session of the subsidiary bodies (June 2024);
  - (d) The co-facilitators will report on the work done under the dialogue to the XXXX and XXXX sessions of the Conference of the Parties, through the subsidiary bodies.

#### ▪ Suggestion 2:

1. Terms of reference for the Ad Hoc Working Group for developing indicators to assess progress of the GGA and its framework;

#### ▪ Mandate

2. The Ad Hoc Working Group will make recommendations for consideration by the Conference of the Parties (COP) at its thirtieth session (November–December 2025) and the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA) at its seven session (November–December 2025) in accordance with paragraph 13 of this decision;
3. The work of the Ad Hoc Working Group will be concluded with the adoption of the indicators for assessing progress of the GGA and its framework no later than at COP 30 and CMA 7;
4. The work of the Ad Hoc Working Group will consider the following criteria for selecting and developing the framework's indicators:
  - (a) Relevance and meaningfulness to the adaptation agenda towards achieving the GGA; including filling critical gaps;
  - (b) Availability to create a baseline of data for, and to assess progress, towards achieving the indicator;
  - (c) A designated institution / organization responsible for its tracking;
  - (d) Consideration of the global nature of the indicators;

- (e) Allow for easy access and stakeholder participation;
- (f) Allow data comparability with a standardized methodology developed and used, as relevant.

▪ **Composition**

5. The Ad Hoc Working Group shall have 31 members, to be nominated no later than 15 February 2024, comprising 10 members from developed country Parties, 14 members from developing country Parties and 7 members representing UNFCCC non-governmental constituencies as follow:

- (a) 10 members from developed country Parties;
- (b) Three members from Africa;
- (c) Three members from Asia and the Pacific;
- (d) Three members from Latin America and the Caribbean;
- (e) Two members from small island developing States;
- (f) Two members from the least developed countries;
- (g) One member from a developing country Party not included in the categories listed above;
- (h) Seven members from UNFCCC non-governmental organizations constituencies.

6. Also invites the Ad Hoc Working Group to consult, as appropriate, with other constituted bodies with relevant expertise, including in particular the Adaptation Committee; the Intergovernmental Panel on Climate Change; and other United Nations agencies;

▪ **Modalities of work**

7. The Ad Hoc Working Group shall be chaired by two co-chairs, one from a developed country Party and one from a developing country Party;

8. The Ad Hoc Working Group will hold at least three meetings a year;

9. The UNFCCC Secretary will convene the 1st meeting of the Ad Hoc Working Group no later than April 2025;

10. Recommendations of the Ad Hoc Working Group shall be adopted by consensus;

11. The Ad Hoc Working Group will be guided by the best available science in conducting its work.

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