

Concept note by the Chairs of the subsidiary bodies on the sixth workshop under the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation

Zooming in: Target-setting, metrics, methodologies and indicators for the GGA as well as steps of an iterative adaptation cycle and means of implementation, taking account of the systems and sectors set out by the IPCC, and of options for enhancing efforts to mainstream adaptation in national priority areas or sectors (para 20(a)(b)(c)(d) of 3/CMA.4)

23 May 2023

I. Introduction

1. The Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA) decided, at its third session, to establish and launch a comprehensive two-year Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation (GGA work programme) to start immediately after CMA 3 and be carried out jointly by the Subsidiary Body for Scientific and Technological Advice (SBSTA) and the Subsidiary Body for Implementation (SBI) (decision 7/CMA.3).¹ The CMA further decided that four workshops should be conducted per year, with the support of the secretariat and under the guidance of the Chairs of the subsidiary bodies (SBs).
2. In 2022, four workshops were held in June, August, October and November, covering a broad range of topics in line with the eight objectives of the work programme. The summary reports and annual report of the 2022 workshops are available on the global goal on adaptation (GGA) webpage.²
3. The CMA at its fourth meeting³ welcomed progress made in the first year of the work programme, initiated the development of a framework for the global goal on adaptation (hereafter referred to as the GGA framework), set timelines and modalities for the 2023 work, and suggested areas which the workshop themes should take into account. CMA 4 also requested that the SB Chairs select the themes for the workshops. Further details can be found in the SB Chairs' information note, published 8 February 2023.⁴
4. The fifth workshop⁵ under the GGA work programme was held in hybrid format from 20–22 March 2023, with the in-person element taking place in Malé, Maldives. The workshop theme was “Transformational adaptation: changing mindsets, indigenous wisdom, and cross-cutting issues”.
5. The sixth workshop under the GGA work programme will take place on 4–5 June 2023 in Bonn, Germany. In accordance with the mandate, it will be held in-person, with active virtual participation. The theme of the sixth workshop is “Zooming in: Target-setting, metrics, methodologies and indicators for the GGA as well as steps of an iterative adaptation cycle and means of implementation, taking account of the systems and sectors set out by the IPCC, and of options for enhancing efforts to mainstream adaptation in national priority areas or sectors”.
6. The sixth workshop will contribute to the development of the framework for the GGA and will build upon discussions that took place at the fifth workshop, with the aim of achieving an ambitious outcome at CMA 5 in November–December 2023.

¹ Available at: <https://unfccc.int/documents/460952>.

² See: https://unfccc.int/topics/adaptation-and-resilience/workstreams/glasgow-sharm-el-sheikh-WP-GGA#tab_home.

³ Available at: <https://unfccc.int/documents/624436>.

⁴ Available at: <https://unfccc.int/documents/626532>.

⁵ Available at: <https://unfccc.int/documents/627908>.

Additional considerations

7. As we noted in our information note published in February, it is important that participants see the workshops as continually building upon one another throughout the year towards an ambitious outcome at CMA 5.

8. With this in mind, it is key that the concepts of transformational adaptation, mindset change and indigenous peoples' contributions that were highlighted during the fifth workshop remain key pillars of discussions at the sixth workshop, particularly as participants make progress on the GGA framework.

9. Regarding the theme of this workshop, participants will be aware that targets, metrics and indicators were also considered during the third workshop in October 2022. Here, discussions were technical, framed by a range of expert presentations intended to enhance participants' understanding of the topic and knowledge of relevant current examples, experiences and lessons learned. Progress has been made since then, and we would therefore suggest that at this workshop, rather than repeating what has already been discussed, participants focus on how targets, metrics and indicators can be used to raise ambition towards transformational outcomes, in the context of developing the framework.

10. Finally, as workshops six and seven are the final two where technical matters are discussed (noting that workshop eight is to take stock of the work programme), we would remind participants of the eight objectives of the GGA work programme. These can be clustered around enhancing action and support, enhancing understanding of the goal, reviewing progress and enabling effective monitoring and evaluation (M&E), and enhancing communications and reporting. As workshop participants progress on developing the framework and look forward to CMA 5, we would encourage you to recall these objectives, and to work towards an outcome that achieves them.

II. Overview of submissions

11. Contributions relating to the sixth workshop were included in responses to two separate calls for submissions; some were included in submissions on overall views on the work programme in 2023⁶, while others were shared in submissions specific to this workshop.⁷ Responses to both calls for submissions are synthesized in sections A–D below, reflecting issues relevant to the subject matter of the workshop and taking into account the objectives of the GGA work programme referred to in para 10 above.

12. Twelve submissions from Groups of Parties, Parties and observers were received on the substance and modalities of the sixth workshop from 9 March to 17 May 2023. Five submissions were received from Parties, namely Saudi Arabia on behalf of the Like-Minded Developing Countries (LMDC), Canada, European Union, Australia, and Argentina on behalf of Argentina, Brazil and Uruguay (ABU) and the Alliance of Latin America and the Caribbean group of countries (AILAC). Seven submissions were from observers, namely IUCN, London School of Economics, the Health Community, UNICEF, UNICEF on behalf of Sanitation and water for all (SWA), United Nations University, and YOUNGO. Submissions can be found on the UNFCCC submissions portal⁸ and by searching 'global goal on adaptation'.

A. Framework for the Global Goal on Adaptation

13. As participants have highlighted in submissions and during the fifth workshop, there is a collective desire to make substantial progress on developing the framework for the GGA during the remaining workshops. Alongside this, with the first global stocktake (GST) concluding this year, it is imperative that collective understanding is reached on how

⁶ See decision 3/CMA.4, para. 16.

⁷ See decision 3/CMA.4, para. 17.

⁸ Available at: <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>.

the GGA can contribute in this first GST cycle and beyond. When developing the framework, it is important to build upon the outcomes of the fifth workshop, specifically on moving toward a transformative approach and facilitating mindset change.

14. Multiple submissions suggested that this sixth workshop provide an opportunity to “build out” the framework and focus on the analysis of information on and identification of good practices for climate risk reduction. Another submission noted the importance of developing a common understanding of the framework, specifically focusing on its purpose, whom it addresses, and its structure to deliver over time. Another submission highlighted that national governments are unable to meet the Paris Agreement goals alone, and thus the framework on the GGA should address all relevant actors undertaking adaptation actions, including civil society, the private sector, the scientific community, and children and youth.

15. The role of youth was also highlighted in one submission, which stressed the importance of their participation in decision making processes, as well as their contribution to enhancing adaptation efforts at local, national and global levels through the GGA.

16. As was widely discussed during the fifth workshop, there is a range of ways indigenous perspectives can be integrated into the GGA framework. This includes input on how indigenous knowledge is being applied at national levels, as well as on the participation of indigenous peoples in the development of adaptation policies. As the work programme moves forward, the framework can help build bridges between these communities and decision makers, and can draw on the work of indigenous scholars and science.

17. One submission suggested developing the framework by using the levels of ambition approach as outlined in a previously-published technical paper focused on the compilation and synthesis of indicators, approaches and metrics⁹ – specifically survival, stabilization, SDG and transformational adaptation outcomes. In this submission, the Secretary General’s call for early warning systems for all is used as an example of a transformational outcome at the global level.

18. Several submissions shared draft templates for the framework, with some including details on targets and indicators, while others focused on how to incorporate the elements described in paragraph 10 of decision 3/CMA.4. Some areas of commonality include using the adaptation cycle as a basis, as well as the use of existing targets and frameworks, such as the Sustainable Development Goals (SDGs), the Sendai Framework and the Convention on Biological Diversity (CBD). Several submissions also highlighted the time constraints currently faced and the consequent need to seek opportunities to collaborate intersessionally, potentially by establishing an ad hoc working group, while acknowledging that the framework can be developed in further iterations beyond CMA 5.

19. Some submissions noted that the discussion on targets, metrics and indicators should be progressed within the wider context of building the framework, by having specific indicators for each of the four dimensions, themes and cross-cutting considerations. Others considered how targets are relevant to specific cross-cutting themes, notably water, ecosystems and health, and how these link to assessing climate impacts and adaptation actions. One submission took a deep dive into how one framework theme (water) can be measured with baseline targets and indicators aligned with the next global stocktake cycle, utilizing SDGs. It was also noted that the cross-cutting considerations should provide guidance on how the work on dimensions and themes is carried out, without dedicated targets.

20. One submission suggested developing the framework that combines top down and bottom up approaches. It suggested, on one hand, including targets and indicators on adaptation action and support along the adaptation cycle based on existing international frameworks and processes, and on the other hand incorporating nationally driven processes identified by Parties through voluntarily submitted biennial transparency reports using modalities, procedures and guidelines from section F of decision 18/CMA.1. This

⁹ Available at: <https://unfccc.int/documents/613843>.

submission also included a range of 2030 targets structured along the four stages of the adaptation cycle, each with corresponding indicators, which also provide scope for inclusion of cross-cutting considerations.

21. Another submission suggested that the framework consider equity and the principles of common but differentiated responsibilities and respective capabilities (CBDRRC), unique local realities, different national circumstances, needs, priorities, and means of implementation.

B. Enhancing understanding and reviewing progress towards achieving GGA, contributing to the GST

1. Methodologies

22. It has been highlighted throughout the work programme that due to the varied nature of climate impacts and consequent adaptation actions across regions, it is a challenge to create globally relevant adaptation targets and to aggregate national level information to feed into a global assessment.

23. Multiple submissions noted that although the framework for the GGA should be structured to reflect global priorities, national actions and outputs should be the focus, as every country will have varying circumstances and adaptation priorities.

24. Several submissions specifically noted the role of financial entities under the Convention in filling capacity gaps for implementing adaptation actions on the ground that address long-term needs. As well as this, it was noted that these entities, such as the Adaptation Fund, Green Climate Fund and Global Environment Facility can provide insights into supporting national priorities, as well as examples of indicators and methodologies already being used by Parties.

25. One submission noted that based on national experience, indicators and methods for assessing adaptation progress in key areas should be refined, and that existing challenges and possible solutions should be identified.

26. One submission suggested further presentations and technical discussions on how to aggregate between local, national and global level indicators, with another highlighting that the GGA framework should include both collation and aggregation of national-level components. One resource that was highlighted in a submission was the UNEP report “Adaptation Metrics: Perspectives on measuring, aggregating and comparing adaptation results.”

2. Targets, metrics, indicators

27. This sixth workshop will consider targets, metrics and indicators relevant for the GGA. Measuring progress is a key element of the GGA, especially in terms of how it will feed into the global stocktake. Therefore, when developing the framework it is vital to consider how this can best be achieved across the dimensions and themes in a way that is feasible for Parties, but that will also enable the global goal to be a catalyst for ambitious adaptation results and increased resilience to climate change.

28. This workshop will build on previous work undertaken, including the Adaptation Committee’s technical paper¹⁰, the compilation and synthesis of indicators technical paper¹¹ and the 3rd GGA workshop¹² that took place in October 2022.

29. One submission reviewed goals and targets highlighted during 2022 workshops and identified how these can be grouped in specific categories, notably, planning and process, population, systems and resilience, avoiding loss and damage, securing resilience in different sectors and solution orientated goals. Others provided specific examples of how

¹⁰ Available at: <https://unfccc.int/documents/309030>.

¹¹ Available at: <https://unfccc.int/documents/613843>.

¹² The summary report is available at: <https://unfccc.int/documents/621283>.

water related SDG indicators can be used for monitoring adaptation, and on how existing M&E processes related to nature based solutions and community-based adaptation can be utilized.

30. Several submissions discussed the governance levels at which indicators, targets and metrics should be considered. Multiple submissions suggested that the national level should be the point of departure, based on national adaptation plans (NAPs), adaptation communications (ADCOMS) and nationally determined contributions (NDCs). Alongside this, others suggested that the workshop consider how to improve national monitoring, evaluation and learning (MEL) systems, including information on translating national policies to nationally appropriate targets that are relevant to local circumstances, using a bottom-up approach.

31. Multiple submissions noted the challenge of developing uniform quantitative targets globally, and suggested that the most context specific indicators would be those at the local level citing the principles of locally led adaptation. Other submissions encouraged the consideration of transboundary perspectives in target setting, building on the discussions in the fifth workshop, with early warning systems and universal healthcare coverage suggested as examples in this regard.

32. Multiple submissions, as well as many discussions throughout the work programme thus far, have noted the value of building upon existing indicators and targets for the GGA, which can be considered when developing the framework. These include the SDGs, the Sendai Framework and the targets under the Kunming-Montreal Global Biodiversity Framework. By keeping the global goal simple, additional burdens on Parties could be avoided. When learning from existing processes, it was suggested in one submission that it is important to understand the resources involved in assessing progress in content-heavy processes, such as the SDGs. One submission suggested that during this workshop, participants should consider what existing targets can best support the global stocktake, although it was also noted that there is still no final consensus on whether to use existing indicators, develop new processes for the GGA, or proceed with a combination of both.

3. Contributing to the Global Stocktake

33. One submission discussed how the GGA can contribute to the global stocktake, following the mandate of 19/CMA.1. It was suggested that inputs be clearly defined using the adaptation policy cycle, using quantitative and qualitative information.

34. Another submission suggested that the GST should reflect equity and CDRRC in light of national circumstances, and that it should both incorporate a backward-looking approach and look to prospectively fill outstanding gaps in means of implementation.

C. Enhancing adaptation action and support in priority areas or sectors

1. Mainstreaming adaptation

35. During the fifth workshop, it was acknowledged that in order to shift towards transformative adaptation, mindsets need to change so that adaptation is considered on a broader scale. To achieve, this, it is vital to ‘mainstream’ adaptation in public discourse both inside and outside the climate change sector, with the GGA likely to have a critical role in this process. If successful, this can move adaptation ambition away from a minimal level of resilience for survival and towards achieving transformational adaptation in all contexts.

36. The fifth workshop considered how adaptation can be mainstreamed across groups, including children and youth, the private sector, multilateral investment banks and trade bodies. These are just a few examples of the enormous range of adaptation stakeholders whose lives, livelihoods are impacted by climate change, which provide a sense of the wider benefits that mainstreaming adaptation through the global goal will add to an ambitious outcome.

37. Multiple submissions highlighted the need to mainstream adaptation across policies and sectors at multiple governance levels, and that it is imperative that the GGA framework encourages a shift towards transformational adaptation. Most highlighted mainstreaming adaptation at a national level, and that aligning it with national priority areas through planning and policies is a crucial next step. Several submissions raised how mainstreaming can be achieved across sectors, with some suggesting the use of the IPCC sectors and/thus accounting for adaptation co-benefits, and another highlighting specific areas in which one theme (water) can be mainstreamed into national priority areas.

38. One submission proposed a draft framework table, which includes the example of the CBD's use of an indicator to measure mainstreaming of biodiversity across a range of national priority sectors. As well as the CBD, other UN organizations and processes have different ways of mainstreaming their key issue into national policies, and thus it is vital to learn from these experiences.

2. Enhancing action and support in all steps of the adaptation cycle

39. When considering how to enhance adaptation action and support, one of the objectives of the GGA, many submissions and participant contributions in workshops have suggested that this be done through the lens of the four stages of the adaptation cycle.

40. Means of implementation (MOI) has been a common issue raised throughout submissions and in previous workshops. Many participants have made it clear that to implement transformative adaptation aligned with an ambitious global goal, existing levels of means of implementation must be increased. Specifically, some submissions highlighted that currently, the quantity and quality of MOI are insufficient for advancing adaptation efforts on the ground.

41. Several submissions considered how the GGA and the framework currently being developed can be used to assess levels of MOI and how these correspond to adaptation needs. Some submissions suggested that MOI should be considered across each stage of the adaptation cycle, aligned with the dimensions of the framework, while another explained that special circumstances and vulnerabilities of small island developing States (SIDS) and least developed countries (LDCs) must be considered when developing common metrics for MOI.

42. Acknowledging the divergent views on means of implementation, one submission suggested it be considered differently through two facets of the GGA, namely providing an ambitious global target(s) that drives adaptation action, and to comprehensively monitor and evaluate adaptation efforts. In a proposed outline for the framework in this submission, themes and cross-cutting considerations are clustered into four groups, and MOI can be reflected in how to meet targets within these specific clusters.

43. Other submissions also noted that means of implementation within the GGA should consider local circumstances and proposed time-bound finance targets that are linked to needs of the most vulnerable groups. Another submission noted the empirical, methodological and political challenges of developing new standardized targets on MOI and suggested avoiding this approach.

III. Substantive overview and modalities of the discussion at the workshop

44. Following introductory remarks from the SB Chairs, the first part of the workshop will begin with a short presentation from the secretariat, establishing 'where we are' and recapping what has been achieved so far on target setting, methods and indicators.

45. This will be followed by zooming in on several existing approaches for target-setting and the use of indicators and methodologies for assessing progress in areas related to adaptation, with presentations on technical experience in goal setting in relevant processes (such as CBD, United Nations Office for Disaster Risk Reduction (UNDRR), etc.). Participants will have the opportunity to engage in a question and answer session and open discussion on the specifics of implementing such approaches and their relevance to

the global goal on adaptation, and how they contribute to building the framework and providing inputs to the global stocktake.

46. Following this session, participants will move into breakout groups, which will focus on developing the GGA framework. The work should build on both the first session above and the relevant aspects of the fifth workshop (e.g. on how the framework can support a transformational approach and changing mindsets in setting goals and targets and applying metrics and indicators in its different components).

47. The second session of the workshop will start with an exchange on approaches to mainstreaming adaptation in national priority areas or sectors. A panel featuring national representatives will provide insights into how adaptation actions are being mainstreamed across a range of priority sectors, taking account of the systems and sectors set out by the IPCC, followed by open discussion and a Q&A session. Following this, there will be a further opportunity to break into smaller groups, to consider how these elements and lessons learned can be incorporated into the framework and steps of an iterative adaptation cycle.

48. The third section of the workshop will focus on approaches and methodologies used for tracking and enhancing action and support across the stages of the adaptation cycle. It will begin with a panel discussion featuring operating entities under the Financial Mechanisms under the Convention and other mechanisms, which provide insights into existing methods of assessing adaptation actions on the ground, utilizing a range of indicators and targets, as well as aggregation processes. Crucially, as these mechanisms are operating under the convention, there is a certain ‘legitimacy’ for utilizing their processes for the GGA. Further space will then be given for small group discussions to enable participants to make progress on the framework, building on what has been achieved in sessions one and two.

49. The final session will provide the space for participants to focus on the GGA’s contribution to the global stocktake, and how targets can be best utilized to assess outcomes at each stage of the adaptation cycle, and how this aligns with the various framework themes. The workshop will then conclude with a short session to capture progress, before closing remarks from the SB Chairs.

50. Participants repeatedly expressed their willingness to use the time at the workshop to make progress on the framework development, building on ideas shared during the fifth workshop and through submissions and intersessional work. As described above, the workshop will provide an opportunity for more focused discussions in breakout groups and plenary settings; as well as the space for ‘workshopping’ – working in the small groups on development of the GGA framework. This work will be facilitated by guiding questions as well as different tools to enable to make progress in substantiating the framework structure.

IV. Possible guiding Questions

51. Building on the submissions and previous discussions, possible guiding questions for facilitating the discussion at the workshop Q&A, and breakout sessions may include the following below.

52. On the technical level:

(a) What lessons, methodologies, indicators and metrics from the CBD, UNDRR and SDG are relevant and applicable to development of the framework and can support an assessment of progress towards the GGA?

(b) What successes and challenges have countries experienced at the various stages of the adaptation cycle? How can the international community, through the UNFCCC, help overcome the challenges?

(c) What targets and indicators are relevant to the assessment of adaptation efforts and can be collated based on Adaptation components of the NDC, Adaptation Communications, and National Adaptation Plans?

(d) How to assess and effectively address adaptation gaps regarding adaptation support and implementation? How to enhance adaptation support to the most vulnerable?

(e) How can we measure inclusivity and justice in the implementation of the GGA? What are examples of targeted adaptation and resilience investments to promote justice and equity at global and national levels?

(f) What targets, metrics and indicators are relevant to enhance adaptation action, using a common metric that can be aggregated from the national to global level?

(g) Can targets be best utilized to measure outcomes at each stage of the adaptation cycle which align with the proposed framework themes as outlined in decision 3/CMA.4?

53. On the GGA framework development and contribution to the GST:

(a) How can we unpack the framework into its main components to produce a shared view of possible future outcomes?

(b) How could the GGA framework support transformational adaptation and climate resilient development pathways in countries? What would be the responsibilities of each stakeholder to implement the framework?

(c) How do we convert these into something tangible for the GST?

V. Draft Agenda

DAY 1

9:15–9:30	Opening by SB Chairs
Zooming in on target-setting, metrics, methodologies and indicators	
9:30–10:45 Plenary	<ul style="list-style-type: none"> Overview presentation by secretariat on where we are regarding target-setting, metrics, methodologies and indicators Panel of representatives of different processes zooming in on the implementation of, and data needs for, existing methodologies and goal setting and assessing progress (UNDRR, CBD and others) <p>Q&A and General discussion, including on the status of the GGA framework and feeding into the global stocktake.</p>
10:45–11:00	Coffee break
11:00–12:30 Breakout group discussions	Breakout groups: Building the framework for GGA: Unpacking its purpose, relevant stakeholders, and what would be its potential outcome
12:30–13:30	Lunch
13:30–14:00	Reporting back
Approaches to enhancing efforts to mainstream adaptation in national priority areas or sectors	
14:00–15:30 Plenary	Panel of national representatives Q&A and General discussion
15:30–15:45	Coffee break
15:45–17:30 Breakout group discussions	Breakout groups: Further building the GGA framework: Unpacking its purpose, relevant stakeholders and what would be its potential outcome
17:30–18:00	Reporting back and closing day 1

DAY 2

9:15–9:30	Welcome and opening of day two
Approaches for enhancing and tracking action in and support for the steps of adaptation cycle	
9:30–10:45 Plenary	Panel discussions with representatives from multilateral development banks (MDBs) and operating entities of the financial mechanism (FM)
10:45–11:00	Coffee break
11:00–12:00 Breakout group discussions	Breakout groups Further building the GGA framework: Unpacking its purpose, relevant stakeholders, and outcome
12:00–13:00	Lunch
13:00–13:30	Reporting back
Reviewing progress and contributing to the GST	
13:30–14:00 Plenary	Brainstorming discussions
14:00–15:45 Breakout group discussions	Breakout group discussions: Further building the GGA framework
15:45–16:00	Coffee break
16:00–17:15 Plenary	Capturing progress and wrapping up
17:15–17:30	Closing by the SB chairs