

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

Zooming out: Interfacing the GGA with other processes, including a specific focus/session on the GST process (para 20(i) of decision 3/CMA.4).

21 July 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 seventh workshop under the GGA work programme will take place on 31 July–2 August, in Buenos Aires, Argentina and will continue to build on the discussions that took place in the fifth and sixth workshops and take account of the draft conclusions vis-à-vis the seventh and eighth workshops, with the aim of achieving an ambitious outcome at CMA.5 in November–December 2023.

5. This workshop will cover interfacing the GGA with other processes including a specific focus on the global stocktake (GST) process (para 20(i) of decision 3/CMA.4). In addition, as per further guidance given by Parties at the fifty eighth session of the subsidiary bodies (SB 58),⁵ it will consider matters related to the framework; inter alia, the development and use of targets, indicators and metrics, global adaptation priorities, and modalities for increasing international cooperation in support of the framework. It will include workshop sessions for Parties to explore areas of commonality in developing the framework and taking stock of progress.

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 See FCCC/SB/2023/L.4, para. 5.

6. Furthermore, following the above additional guidance, the workshop will also take into account views presented by Parties during SB 58,⁶ recognizing that these views do not capture all those of Parties and do not represent consensus.

Additional considerations

7. As 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 along with the discussions on targets, metrics, methodologies and indicators during the sixth workshop are considered, particularly as participants make progress on the GGA framework.

9. Furthermore, following the additional guidance from SB 58, this workshop will signal a shift in emphasis from technical aspects, towards defining specific areas of commonality on the framework and for the final outcome of the GGA work programme to be developed further at the concluding workshop.

10. To this end, we hope that the workshop can contribute to advance discussions on possible structural elements referred to in paragraph 7 of the SB 58 draft conclusions on the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation referred to in decision 7/CMA.3, in particular sub-paragraphs (e) overarching targets and specific targets, indicators and metrics (option 1) or shared adaptation priorities under the framework for the global goal on adaptation (option 2); (f) link to the global stocktake; and (g) international cooperation and the role of stakeholders.

11. In addition, we hope that this workshop will be a major steppingstone in the development of the framework, and that significant substantial progress can be made. The possible structural elements in the SB 58 conclusions could be used as a guide for this, and we hope that participants can leave the workshop with common understanding on a range of key points.

12. With the shared desire to make significant substantive progress on the topics mentioned, we would remind participants that this is a workshop setting, rather than negotiation. We encourage you to optimize this interactive space to maximize collaboration and open discussion.

II. Overview of Submissions

13. Contributions relating to the seventh workshop were included in response to two separate calls for submissions; some were included in submissions on overall views on the work programme in 2023,⁷ while others were shared in submissions specific to this workshop.⁸ Responses to both calls for submissions are synthesized in section III below, reflecting issues relevant to the subject matter of the workshop and taking into account the objectives of the GGA work programme.

14. Five submissions from Groups of Parties, Parties and observers were received (as of 19 July) on substance for the seventh workshop (from 31 July to 2 August 2023). Two submissions were received from Parties, namely Senegal on behalf of Least Developed Countries (LDCs) and Japan, and three submissions were received from observer organizations, (Conservation International, International Institute for Sustainable Development and United Nations University). All submissions can be found on the UNFCCC submissions portal⁹ and by searching 'global goal on adaptation'.

⁶ See FCCC/SB/2023/L.4, para. 6.

⁷ See decision 3/CMA.4, para. 16.

⁸ See decision 3/CMA.4, para. 17.

⁹ Available at: <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>.

III. Substantive overview of the workshop, including matters related to interfacing the GGA with other processes considered throughout the previous GGA workshops

15. The global goal on adaptation has interfaces with a wide range of processes, organizations and frameworks, either “internally” to other UNFCCC processes, in particular with the GST to which it is linked by a clear CMA mandate¹⁰ or “externally” with some work under other United Nations organizations and intergovernmental processes. For example, among others, the Sustainable Development Goals (SDGs), the Kunming-Montreal Global Biodiversity Framework (GBF) under the Convention on Biodiversity (CBD), the Sendai Framework under United Nations Office for Disaster Risk Reduction (UNDRR), and the United Nations Secretary General’s Call (SG’s EWS initiative) to action on early warning systems which can contribute to achieving the global goal on adaptation in a range of ways.

16. Different aspects of “external and internal” linkages have been considered throughout the work programme, including those that have been reiterated at the SB 58, matters related to the framework for the global goal on adaptation, such as the development and use of targets, indicators and metrics, global adaptation priorities, and modalities for increasing international cooperation in support of the framework. Similarly, the topic of international cooperation and the role of stakeholders has also been raised frequently in the discussions throughout the work programme. A short summary of matters considered during the workshops, and in submissions, in respect to these themes is provided below.¹¹

A. The development and use of targets, indicators and metrics, and global adaptation priorities

17. Throughout the work programme, participants have had the opportunity to hear from various representatives of international processes on their existing targets and indicators, their experiences for developing targets and indicators, and the methodology for reporting under those frameworks.

18. During previous workshops,^{12,13} participants discussed targets and indicators that could be relevant to achievement of the global goal on adaptation and the review of overall progress in achieving it, including the Sendai Framework, SDGs, SG’s EWS initiative, Kunming-Montreal GBF targets and more. Suggestions in the workshops included to develop links with the SDG process, given that Article 7.1 of the Paris Agreement refers to the context of sustainable development; to consider the indicators available in the CBD and SDG frameworks (e.g. those relating to water, ecosystems, nature-based solutions and others), and the SG’s EWS initiative. The discussions also highlighted the importance of focusing on forward-looking elements, solutions and transformational processes, and included, during the sixth workshop’s breakout groups, discussions on the role of targets and indicators as well as the specific targets and indicators that would be relevant in the development of the framework.

19. Possible lessons from the experiences of other multilateral processes included the importance of focusing on outcomes, combining global goals and country-specific indicators, developing targets through an iterative process combining policymaker and expert involvement, taking precautions to prevent biases in indicators (e.g. through complementary information and/or a combination of indicators), balancing ambition and realism, defining a “menu of options” that allows national choice but also convergence, and finding ways to enhance data coherence. However, it was also emphasized that caution should be taken when adopting indicators and targets from other frameworks, as they may have been developed differently and may not involve climate considerations, and that targets should complement

¹⁰ See decision 3/CMA.4

¹¹ Detailed summary notes for all previous workshops can be found: <https://unfccc.int/topics/adaptation-and-resilience/workstreams/glasgow-sharm-el-sheikh-WP-GGGA#Background>.

¹² The summary note for the third workshop is available at: <https://unfccc.int/documents/621283>.

¹³ The summary note for the sixth workshop is available at: <https://unfccc.int/documents/630504>.

existing targets and indicators from existing frameworks (SDGs, Sendai framework, etc.) and address gaps therein.

20. Participants will have the opportunity to consider how these existing intergovernmental processes could be used in the development of the framework. Participants can discuss the interlinkages and where gaps exist, and where the GGA framework could fill those gaps. Participants will also be able to discuss the extent to which multilateral frameworks and non-Party initiatives could contribute to the GGA (e.g. The Sharm el-Sheikh Adaptation Agenda, the Global Shield against Climate Risks, Race to Resilience, The Global Forest Finance Pledge, the IPLC Forest Tenure Pledge, and Congo basin pledge).

21. In the submissions, it was suggested that overarching targets could play a role in understanding and guiding global progress. Additionally, several submissions provided more detailed examples of what potential targets to assess progress could look like.

22. One submission suggested the GGA framework should include a clear, measurable yet achievable overarching target, which can help to mobilize political commitments and set direction for Parties. An overarching target would have three key elements, notably people, economy and ecosystems, and could then have sub-targets based around the adaptation cycle and themes, and could also incorporate means of implementation. Another submission suggested the use of five overarching targets, which could be adjusted based on the levels of ambition, aligned with the ‘stabilization,’ ‘SDG’ or ‘transformational’ approaches. One submission noted that an overarching target be aligned with the implementation of the adaptation cycle in each country.

23. Another submission suggested that, in this workshop, participants should focus on the dimensions of the adaptation policy cycle as a basis for targets, whilst recognizing the methodological burdens of different types of targets and that further technical work may be required due to the complexity of this issue, learning from similar organizations such as UNDRR and CBD. One submission noted that time bound targets should be used with caution due to the dynamic nature of climate change, and that any overarching target(s) could also incorporate the link to the temperature goals of the Paris Agreement. One submission highlighted the role of monitoring, evaluation and learning in relation to targets, particularly at the local level, and that this can be used to document successful and unsuccessful adaptation efforts, which will allow for corrective and improved decision-making.

24. During SB 58, some examples of overarching targets were contained in the in-session submissions¹⁴ and in the informal note prepared by the co-facilitators for this agenda item¹⁵. This list of targets can serve as an input to discussions during the seventh and eighth workshops, recognizing these views do not capture all those of Parties and do not represent consensus. The views can be complemented with any new suggestions during the facilitated sessions during the workshop. Possible guiding questions include:

(a) Whether and how could the global targets or/and shared priorities for achieving the GGA facilitate (i) the implementation of the adaptation process at the country level and (ii) the review of overall progress at global level?

(b) What does an ambitious and feasible outcome on the development and use of targets in the framework look like?

(c) What criteria should be used to develop the targets or shared priorities for the GGA framework?

(d) To what extent could multilateral frameworks and non-Party initiatives contribute to the GGA? How can such existing processes and initiatives support a more thorough review of overall progress in achieving the GGA?

¹⁴ Available at: <https://unfccc.int/event/sbsta-58?item=5>

¹⁵ Available at: <https://unfccc.int/documents/629890>

B. Linkage with the global stocktake

25. Regarding the GGA framework and the global stocktake, it is important to highlight the mandated link from decision 7/CMA.3. Paragraph 7(c) states “CMA 3 decides that the objectives of the work programme should be to, inter alia, contribute to reviewing the overall progress made in achieving the global goal on adaptation as part of the global stocktake referred to in Article 7, paragraph 14, and Article 14 of the Paris Agreement with a view to informing the first and subsequent global stocktakes”; decision 3/CMA.4, Paragraph 11, states ‘The CMA decides to review the framework referred to in paragraph 8 above prior to the second global stocktake’ and paragraph 24 states ‘The elements contained in paragraph 10 will be taken into consideration for reviewing overall progress in achieving the global goal on adaptation in the context of the first global stocktake.’

26. Submissions and discussions from the past workshops highlighted the link between the global goal on adaptation and the GST, noting that it will provide an opportunity to assess collective progress on adaptation in the context of the temperature goal of the Paris Agreement, noting Article 7.14 of the Paris Agreement. Generally, Parties and observers highlighted that the GST is an important milestone in the UNFCCC process, providing an opportunity to ‘course correct’ through enhancing adaptation action and support, also noting the need for the GGA framework to incentivise communication and reporting of adaptation at national and sub-national levels. One submission suggested that the GGA provide input to the GST using the adaptation cycle as its structure and with a consideration for nature-based solutions and the role of ecosystems, with another suggesting that this workshop should define follow-up work, including a well-defined process that links the GGA and global stocktake.

27. Previous workshops and submissions also considered how the GGA can provide inputs to the GST. Notably, the options for the structure, which could be aligned with the adaptation policy cycle, the elements outlined in decision 3/CMA.4 or with the elements of Article 7.14 of the Paris Agreement.

28. The form of inputs to the first GST was also raised, with some options including a technical report by the UNFCCC secretariat, or the GGA annual report. Sources to be included in any input could be based on existing processes, such as national adaptation plans (NAPs), adaptation communications (ADCOMs), nationally determined contributions (NDCs), as well as others. However, it was also noted that there are many other sources of information available at different levels and, thus far, commonality has not been reached on this issue and it is an area for discussion at this workshop.

29. At this workshop, whilst considering the GGA framework, participants can also consider how the framework can be designed to inform the second global stocktake, noting that to have a high ambition outcome at subsequent GSTs, an ambitious outcome for the GGA at this stage is critical.

30. Specifically, Parties and observers shared their expectations of the GGA contribution to the GST, including by providing inputs such as:

(a) Information relevant to different stage of the adaptation policy cycle, including national reports such as ADCOMs, NAPs, NAP Expo reports, and NDCs, submissions, organization reports such as IPCC AR6, the UNEP Gap Report and others, as well as information from Sendai and SDG processes;

(b) Organization of such inputs around the adaptation policy cycle and/or elements of Article 7, para. 14 of the Paris Agreement;

(c) The review of progress towards achieving the GGA under the global stocktake should be cyclical rather than linear, using the work programme objectives as its basis;

(d) A two-step ‘collection’ and ‘analysis’ approach, which generates a feedback loop over time in order to (i) enable the identification of meaningful trends in global progress and (ii) inform and scale up transformative local practice;

(e) GGA contribution to the GST should enhance mobilization of and simplify access to financial resources, as well as providing technical guidance on increasing climate resilience;

(f) GGA contributions to the GST should highlight the importance of ecosystem-based approaches.

31. Possible guiding questions:

(a) What added value can the framework bring when assessing adaptation at the second global stocktake, compared to a business-as-usual approach?

(b) Given a lot of inputs from previous discussion, what would be the clear output and contribution of GGA work programme to the GST at both a short-term (First GST), and long-term (Second and subsequent GSTs) time frame?

(c) What should be the immediate input of the GGA work programme to the first GST in 2023? What would be its content, form and modality of submission? What process is required to prepare it in light of the upcoming finalization of the first GST?

(d) What should be the long-term relationship between the GGA framework and future GSTs? More specifically:

(i) How will the GGA framework guide the review of overall progress towards the GGA as stipulated in paragraph 9 of decision 3/CMA.4?

(ii) What specific functions happen under each process?

(iii) How is mutual supportiveness ensured, and duplication avoided?

(iv) How could this relationship be captured in a CMA 5 decision?

C. International cooperation and the role of stakeholders

32. A common theme raised throughout the work programme is international cooperation. Many countries will have similar adaptation contexts and face similar climate impacts, with both vulnerabilities and adaptation actions having transboundary influences. In addition, international organizations are often key in facilitating actions at each stage of the adaptation cycle.

33. During the fifth workshop, an example of transboundary cooperation was highlighted amongst Southern African countries relating to water management that helped to reduce vulnerability in the region. The global goal on adaptation framework has the potential to provide a basis for increasing such examples by raising the profile of adaptation at regional and global levels, and to provide guidance to stakeholders that work beyond single countries. This seventh workshop will provide space to discuss how national governments can engage with countries in their regions specifically on adaptation actions, learning from each other and sharing experiences, with a workshop outcome being to outline how the GGA framework can facilitate increased transboundary cooperation. Regional political organizations and non-governmental organizations could be key stakeholders in this process.

34. Throughout the work programme, the topic of linking between the national and global levels has also been discussed. Where there are organizations that collected regional climate adaptation data, there is an opportunity to enhance this data collection and to enhance international adaptation policies and projects, as part of the global assessment of progress. During the third workshop, the European Environment Agency presented its Climate-ADAPT platform, and this could provide a template for other regions to work together to pool information on adaptation. This is particularly beneficial when there are shared adaptation needs and priorities amongst countries.

35. The sixth workshop included a session on relevant stakeholders for the global goal on adaptation, and international organizations and development agencies were among those discussed. As well as this, throughout the work programme, many intergovernmental organizations and non-governmental organizations have contributed by making submissions and presentations during workshops. International organizations' expertise can be invaluable

in enhancing adaptation action via the framework, at local, national, regional and global levels, by facilitating information sharing, providing financial support, technical assistance, capacity-building and policy advice, bringing stakeholders together, as well as many more functions. This workshop can provide a space for advancing the conversation on international cooperation and the role of stakeholders within the framework and it is hoped that participants can find areas of commonality on this topic as an outcome of the workshop.

36. Possible guiding questions:

- (a) Who does what under the GGA Framework?
- (b) How can existing bodies that facilitate regional cooperation utilize the GGA framework to enhance adaptation actions on a transboundary level?
- (c) What are the entry points for neighbouring governments to coordinate on and enhance adaptation efforts?
- (d) What specific roles do you foresee international organizations undertaking under the GGA framework?
- (e) What considerations/modalities should be included in the framework to increase international cooperation?
- (f) How do you see international cooperation and role of stakeholders being reflected in the GGA framework decision text?

D. Possible structural elements of the GGA framework

37. Following the outcomes of SB 58 where the SBs considered possible structural elements of the GGA framework, numerous submissions provided further elaboration on the topic. Throughout the workshop, and during discussions on the themes outline above, reaching a common understanding on how they can be reflected in the GGA framework will be a key outcome. As well as this, participants will be given the space throughout the workshop to advance discussions on the structural elements of the framework.

38. Multiple submissions, both prior to this seventh workshop and preceding workshops included draft templates for the framework that took into account a range of elements. Participants may wish to reflect on these inputs in their preparations for this workshop.

39. One submission noted that the vision of the framework should be to create the sustainable society that reduces damages caused by climate change impacts, increase resilience, ensures healthy and cultural lives for people and promote prosperous social and economic development. The GGA framework should therefore facilitate this, utilizing the adaptation cycle, but in an easy-to-understand manner that can be applied in all countries, using themes based on national circumstances.

40. Another submission suggested that the framework include various key elements. Specifically, a clear overarching target and detailed targets and indicators should guide international efforts on climate change adaptation. The framework should explore options for enhancing efforts to mainstream adaptation in national priority themes while considering the use of internationally recognized methodologies and metrics. It was also emphasized that adequate means of implantation are needed to achieve the GGA, and that additional reporting burdens should be avoided.

41. One submission suggested that the framework and its targets be structured with three levels, ambition, process and outcome. Firstly, the *ambition* would allow for modifying and progressively raising the ambition of a target. Next, the *process* view captures the dimensions of the adaptation cycle. Thirdly, the *outcome* captures the cross-cutting considerations to allow for comprehensively reviewing progress in the target. It was also suggested that sub-targets can be utilized to take account of cross-cutting considerations, as well as transboundary initiatives.

42. One submission suggested that the UNFCCC secretariat should coordinate the operation of the framework and report on its progress, and that the progress review of the framework should be conducted one year prior to the GST.

IV. Modalities of the discussion at the workshop

43. Responding to recurrent calls by Parties and observers, and additional guidance provided at SB 58, the remaining workshops will be organized in a more interactive manner, with less technical presentations at this stage, and enough space devoted to the discussion on the GGA framework. As indicated above, the intended outcome of the workshop would be to provide building blocks for further discussion at the final workshop, exploring areas of commonality in developing the GGA framework and taking stock of progress.

44. Throughout previous workshops, there have been a wide range of expert presentations on a variety of topics and have been crucial in increasing understanding and contextualising discussions. At this workshop, presentations will not be used extensively as to allow more time and space for participants' discussions, and will only be used to provide short overviews or recaps of progress made in previous workshops and sessions.

45. The workshop will include interactive sessions, with a mix of plenary and breakout group/small group brainstorming sessions, along with other interactive modalities to explore the topics and to fuel discussions. Online tools will also be utilized, with full inclusivity for those participating in the workshop virtually. Some additional knowledge materials will be provided to aid discussions in different settings.

46. Consistent with the mandate at SB 58, the workshop will include some sessions for participants from Parties to explore areas of commonality in developing the framework and to take stock of progress

47. Finally, the seventh workshop will conclude with a wrap-up session, which will provide an opportunity to capture progress made during this workshop and to consider the milestones towards the conclusions at CMA 5.

V. Provisional Agenda

Day 1: Targets, indicators, metrics and shared priorities	
Opening of the workshop	Opening
13:00 – 13:30	Secretariat to provide short overview of preparation materials and 'where we are'
	Ice breaker activity
Day 1: Overarching targets, shared global priorities	
BOGs	Interactive exercise to identify high level overarching visionary targets and/or possible landing zones, with input from experts
13:30 – 14:30	
Plenary	Reporting back session and preparation for the next topic
14:30 – 15:00	
15:00 – 15:30	Coffee Break
Plenary/BOGs	Interactive modality to link each high-level overarching vision / landing zone to a longer list of targets
15:30 – 17:45	Reporting back session, and preparation for exercise on assessment of targets
Plenary discussions	Areas of commonality and building the GGA framework
17:45 – 19:00	

Day 2: Targets discussion continued and the GST	
Plenary	Opening of day 2, including a short recap of day 1
09:00 – 09:30	Ice breaker activity
Plenary/BOGs	Discussion of results of assessment exercise
09:30 – 10:30	
Parties' discussions	Concluding discussions on targets and shared priorities
10:30 – 12:00	
12:00 – 13:00	Lunch break
Interfaces with the global stocktake	
Plenary	Short presentation on 'where we are' on the GST and on preliminary findings on how adaptation is being covered under the GST
13:00 – 13:30	Discussion on how the GGA framework would inform the GST
BOGs	Interactive modality on the how the GGA framework would contribute to future global stocktakes
13:30 – 14:30	
Plenary	Reporting back
14:30 – 15:00	
Parties' discussions	Concluding discussions on the global stocktake and areas of commonality
15:00 – 16:00	
Day 3: International cooperation and the GGA framework	
International Cooperation	
Plenary	Presentations and open discussion on how international cooperation would be reflected in the GGA framework
12:00 – 13:30	
13:30 – 14:30	Lunch break
GGA Framework	
Plenary	Ice breaker activity
14:30 – 14:45	
BOGs	Interactive modality on developing the structural elements of the framework
14:45 – 16:00	
16:00 – 16:20	Coffee break
Plenary	Reporting back, open discussion
16:20 – 17:00	
Parties' discussions	Finding areas of commonality on structural elements of the framework
17:00 – 18:15	
Wrapping up and closing	
18:15 – 18:30	Closing

*All times are approximate local times – these may be adjusted slightly depending on the final list of virtual participants.