

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

Taking stock of the Glasgow-Sharm el-Sheikh work programme: exploring areas of commonality in developing the framework and taking stock of progress

14 September 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).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 of the workshops and the 2022 annual report are available on the global goal on adaptation (GGA) webpage.²

3. The CMA at its fourth meeting³ welcomed the 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.

4. In 2023, so far, three workshops have taken place. Workshop five was on the theme of Transformational adaptation: changing mindsets, indigenous wisdom, and cross-cutting issues, and the sixth workshop focused on the theme of Mainstreaming adaptation: Target-setting, methodologies and indicators. Following the additional guidance from SB 58, the seventh workshop signalled a shift in emphasis from technical aspects, towards defining specific areas of commonality on targets/adaptation priorities, the GST, and the development of the framework. This will now be developed further at the final workshop.

5. The eighth workshop under the GGA work programme will take place from 27 to 29 September, in a hybrid format,⁴ with the in-person element taking place in Gaborone, Botswana. Due to resource limitations, the hybrid component will be made available for the plenary room only. This final workshop under the work programme will take stock of the GGA work programme and take account of the SB 58 draft conclusions vis-à-vis the seventh and eighth workshops. As with the previous workshops, the outputs of this workshop will feed into the GGA annual report, which in turn will inform all participants of preparation for the negotiations in Dubai, to ensure an ambitious outcome is reached.

II. Overview of Submissions

6. Contributions relating to the eighth workshop were included in response to one call for submissions, where Parties and observers could submit additional views on the workshops

¹ Decision 7/CMA.3

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 Due to resource limitations, the hybrid component will be made available only for the plenary room.

taking place throughout 2023.⁵ Responses to this call are included 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.

7. As of 11 September 2023, nine submissions from Groups of Parties, Parties and observer organizations have been received that were not reflected in previous concept notes. Five submissions were received from Parties, namely China on behalf of Like-Minded Developing Countries (LMDC), Samoa on behalf of the Alliance of Small Island States (AOSIS), Australia, Canada and the United Kingdom. Four submissions were received from observer organizations, namely Care About Climate (CAC) on behalf of the Children and Youth Constituency of the UNFCCC (YOUNGO), Institute for Sustainable Development and International Relations (IDDRI), United Nations Children's Fund (UNICEF) and United Nations Economic Commission for Europe (UNECE) on behalf of the secretariat of the Convention on the Protection and Use of Transboundary Watercourses and International Lakes (Water Convention). All submissions can be found on the UNFCCC submissions portal⁶ and by searching 'global goal on adaptation'.

III. Substantive overview of the workshop

A. Taking stock of the Glasgow-Sharm el-Sheikh work programme

8. The first section of the workshop will provide an overview of the work programme to date, including a recap and overview of the key themes and discussions that have taken place at workshops 1 to 7, building on the workshop reports. There will be an opportunity for participants to reflect on the substance of the work programme and the process for developing the GGA framework.

B. Exploring areas of commonality in developing the framework for the global goal on adaptation

9. Throughout workshops 1 to 7, many useful and substantive discussions have taken place which have been captured in the summary reports,⁷ and participants are encouraged to read these prior to the workshop.

10. At workshop eight, space will be provided for further technical discussions where required; however, we would encourage participants to use this final workshop to build upon the foundations of the technical work and move towards finding commonality on the development of a final framework for the GGA. On a number of the structural elements outlined below, participants have already had in-depth discussions which have been captured, and thus we would only suggest participants raise any additional points in these areas.

11. On those possible structural elements where there are options in the SB 58 conclusions (*enabling conditions or means of implementation, overarching targets and targets, indicators and metrics or shared adaptation priorities under the framework for the global goal on adaptation, follow-up work or no section on follow-up work*), participants will have the opportunity for further focused discussions to make progress towards finding commonalities.

1. Purpose

12. During the work programme, participants have considered the 'purpose' of the GGA framework, building upon Article 7.1 of the Paris Agreement and paragraph 9 of Decision 3/CMA.4.

13. One submission suggested that the purpose of the framework as being an analytical lens for the GST to assess adaptation information and deliver on its findings on adaptation

⁵ See Decision 3/CMA.4, para. 17

⁶ Available at: <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>

⁷ Available on the UNFCCC website: <https://unfccc.int/topics/adaptation-and-resilience/workstreams/glasgow-sharm-el-sheikh-WP-GGA#Background>

progress as part of the GST cycle. The stages of the adaptation policy cycle can provide guidance to stakeholders to maximise effective and transformational adaptation at different regional, national, sub-national and local levels. Another submission noted that the purpose of the framework should be to provide implementers with guidance to enhance adaptation action and foster enabling environments for this, using the adaptation policy cycle.

14. During the seventh workshop⁸ further suggestions for the purpose included informing the GST, operationalising the GGA, bringing actors together, enhancing adaptation globally, supporting the creation of enabling environments, and providing a global definition of what adaptation is. Participants discussed the use of political messages as a way of raising ambition for global adaptation and increasing long-term climate resilience, which may also feed into the discussion on the purpose.

2. Dimensions

15. Throughout the work programme and in Decision 3/CMA.4, the adaptation cycle has been the basis for the dimensions of the GGA framework, and it was noted that participants have proceeded with discussions accordingly. However, progress still needs to be made on precisely what this means in practice for the framework, and where the dimensions link to other areas, for example, targets or reporting.

16. Two submissions suggested that global targets should be based around the adaptation cycle, which would focus around actions to enhance adaptation efforts.

3. Themes

17. Throughout the work programme a shared understanding has developed with regard to the themes being aligned with those of the Intergovernmental Panel on Climate Change (IPCC), with certain themes such as water, wellbeing and livelihoods being particularly common throughout. During the eighth workshop, it will be important for participants to discuss exactly what role themes will play within the framework. Suggestions made to date include themes being highlighted as part of high-level political messages, used to articulate adaptation priorities, having specific targets for each theme and using themes as a lens for Parties to consider specific sub-targets that are relevant to their national circumstances.

18. One submission, includes specific examples of targets, indicators and metrics using for some of the themes of Decision 3/CMA.4, focusing on essential services that reach children and vulnerable communities. The submission also suggested the additional theme of education.

19. Another submission suggested that indicators could be developed around key thematic areas, including food security, water, health, ecosystems, and infrastructure as these are globally applicable. There is also potential to draw on existing indicators, to avoid additional burdens and duplication of efforts, under other frameworks, such as the SDGs and Sendai Framework, while also taking into account national circumstances and capabilities.

20. Throughout the work programme, this topic has been discussed at length, and inputs have been captured, particularly relating to how themes will act as one of the building blocks of the GGA framework. Participants may wish to provide additional views that have not yet been captured.

4. General and cross-cutting considerations

21. In workshops 1 to 7, as well as in Decision 3/CMA.4, paragraph 10(c), a range of cross-cutting considerations for the GGA framework were raised. These include gender, intergenerational equity and indigenous peoples' knowledge and wisdom.

22. One submission mentioned that high-level targets could be complemented by the cross-cutting considerations of the GGA framework.

23. Other submissions noted the importance of youth and their perspectives when it comes to addressing climate challenges, and therefore this should also be reflected in the GGA

⁸ <https://unfccc.int/documents/631606>

framework. Additionally, the importance of interconnectedness, inclusivity, raising public awareness of adaptation, and reference to children's and youth rights was also stressed.

24. Several proposals have been made on how to reflect cross-cutting considerations, including through high-level political messages. It was also proposed that individual Parties should consider cross-cutting issues as they see fit and based on their national circumstances as they implement the framework.

25. Throughout the work programme this topic has been discussed at length, and inputs have been captured. Participants may wish to provide additional views that have not yet been captured.

5. Enabling conditions (option 1) or means of implementation (option 2);

26. One of the headings within the possible structural elements of the framework agreed at SB 58 (paragraph 7, part (d), section (v)) currently consists of two options, *enabling conditions* or *means of implementation*. During the work programme, this broader topic has been discussed, both in its own right but also as part of wider discussions on targets, the implementation phase of the adaptation cycle, the role of stakeholders as well as in other areas. There are some divergent views among participants on this element, hence this workshop will provide the space for an in-depth discussion.

27. One submission noted the importance of leveraging international climate finance and mobilizing private sector finance for adaptation, as well as enhancing technology transfer and capacity building, and suggested a range of ways the GGA framework can do this. For example, working with the Green Climate Fund, Global Environment Facility and Adaptation Fund, encouraging transparency around adaptation finance and using innovative mechanisms to stimulate private sector investment.

28. It is hoped that participants will approach this session with a constructive mindset, and with the aim of increasing understanding of each other's ideas working towards a framework that reflects *enabling conditions* or *means of implementation* in a way that will enhance adaptation on the ground and make a tangible difference to vulnerable communities.

6. Reporting

29. Throughout the work programme, participants have discussed this issue, but two submissions reiterated that the framework should not increase reporting obligations, rather build on existing instruments within the UNFCCC (Adcoms, BTRs, NAPs, etc) and outside the UNFCCC (e.g. under the SDGs, Sendai Framework and Kunming Montreal Global Biodiversity Framework).

30. One submission suggested a modus operandi for the GGA framework and reporting under it, which includes an assessment at a national level combined with a scientific or technical assessment from experts. This would combine quantitative and qualitative information and would generate a final appraisal which would contribute to the global stocktake.

31. Should participants have any additional views on *reporting* that have not yet been captured in the workshops thus far, they will have the opportunity to share them during the eighth workshop.

7. 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)

32. During the 7th workshop, participants discussed overarching targets/high-level messages, and created a shortlist of possible targets that were considered "overarching". Additionally, during the previous workshops, there appeared to be an interest in using dimensions of the adaptation policy cycle as a basis for defining targets, as well as a discussion on what could be considered an overarching target and what could be considered a high-level political message.

33. One submission suggested global adaptation priorities could centre around (1) the IPCC findings, particularly on the need for systems change, transformational adaptation and

climate resilient development, (2) communities, economies, and nature, (3) water, food, health and infrastructure and (4) the need to scale up support for adaptation. Potential global targets could include those which ensure monitoring and evaluation and learning actions and solutions and ensure substantial progress is made by 2028 (GST 2).

34. Another submission suggested a range of overarching elements for the GGA framework, including the need for transformation of systems, improved approaches to governance, safeguards for human rights and indigenous peoples and the importance of ecosystem-based adaptation.

35. At this workshop, participants will be asked to consider the relationship between targets/adaptation priorities and other elements of the GGA framework (purpose, dimensions, themes, reporting, enabling conditions or means of implementation, links to the GST), specifically their role as a building block of the framework, and how they may be included in the final outcome.

8. Link to the global stocktake

36. There is a mandate for the GGA framework to be reviewed prior to the second global stocktake, as well as a mandate for the GGA work programme to inform the GST(s). At workshop 7, participants discussed how the GST could consider issues related to the GGA, what would be the optimal result of the second GST in relation to adaptation, and how the processes of the GGA and the GST can complement each other in the longer term.

37. One submission suggested that the GGA framework's purpose is to be used as an analytical lens or tool for the GST to assess adaptation progress.

38. Should participants have any additional views on the global stocktake that have not yet been captured in the workshops thus far, they will have the opportunity to share them at workshop eight.

9. International cooperation and the role of stakeholders

39. Regarding the framework and its elements, in the workshops to date, many rich contributions were made, and certain areas were discussed at length.

40. One submission strongly suggested that, given the transboundary impacts of climate change the GGA framework should be able to catalyse and strengthen regional and international cooperation, with another submission reiterating that transboundary cooperation is vital, especially in relating to water basins, and that the framework should facilitate this process, leading to mainstreaming on this issue.

41. On the role of stakeholders, one submission suggested that one element to focus on would be to identify what is missing while building on existing information, bodies and institutions such as the role of the Adaptation Committee (AC), the Least Developed Countries Expert Group (LEG), Nairobi work programme (NWP), and other constituted bodies in implementing the framework.

42. The seventh workshop included a session on international cooperation and the role of stakeholders, which has been captured in the summary report. Should participants have any additional views on this topic that have not yet been captured in the workshops thus far, they will have the opportunity to share them at workshop eight. However, we would encourage participants to consider the practicalities of operationalizing the framework and the stakeholders involved during their discussions.

10. Follow-up work (option 1) or no section on follow-up work (option 2)

43. Finally, this possible structural element as outlined at SB 58 included two options: *follow-up work* or *no section on follow-up work*. During the work programme and in one breakout group at workshop 7, participants discussed possible additional work as the GGA framework is operationalized following COP 28.

44. Suggestions included; a joint SB agenda item on the GGA framework; a working/expert group on the development of indicators, based on the outcomes of discussions on targets; a report by the secretariat on transformational adaptation; the UNFCCC secretariat

coordinating the operationalization of the framework and reporting on its progress, with guidance from the SB Chairs and contributions from the AC and other constituted bodies; secretariat to be responsible for consolidating information from each country reported through the reporting mechanisms such as Adcoms; involvement of relevant constituted bodies and existing arrangements such as NWP, the Technology Executive Committee, the Climate Technology Centre and Network, and LEG in the operation of the framework, in order to enhance synergies and avoid duplication; further work by the secretariat, Parties, constituted bodies and experts to bring the information feeding to the framework into a synthesis report prior to the second GST, including information on progress on global priorities and targets, national targets/priorities, enablers, policies and plans and external factors. One submission suggested that there should be no additional work following the conclusion of the Glasgow–Sharm el-Sheikh work programme, and any feedback on the framework in light of the GST 1 findings should be addressed by the Adaptation Committee.

45. One submission highlighted that the framework should take into consideration that the GGA is inherently tied to the temperature goal and mitigation progress. Therefore, the framework should be flexible, allowing for targets (and indicators) to be reviewed periodically, to ensure that progress on adaptation is responsive to current levels of risk, reiterating the linkage to the temperature goal, as well as the gaps in addressing the risks and impacts.

46. At the eighth workshop, all participants will be given the opportunity to discuss this element in detail.

11. Finance and budgetary provisions (option 1) or no section on finance and budgetary provisions (option 2).

47. Parties are invited to share their views on this element within their final submissions and at COP 28.

C. Proposed guiding questions

48. What is the relationship between targets/adaptation priorities and other elements of the GGA framework?

49. What are the high-level global targets and/or priorities (quantitative or qualitative), and how should these be reflected in the GGA decision text/framework/COP 28 outcome?

50. How should enabling conditions or means of implementation be reflected within the framework to catalyse transformational change in adaptation action and ambition?

51. How should the GGA framework be operationalised following COP 28?

52. Are there any additional considerations with regard to potential structural elements of the framework that have not been discussed?

53. How will different building blocks of the framework be included in the final outcome?

IV. Modalities of the discussion at the workshop

54. Following the 7th workshop, positive feedback was received on the modalities, in particular the breakout groups where participants could talk openly and learn in more detail about each other's ideas and proposals. Alongside this, breakout group moderators used a range of interactive modalities such as flip charts and online tools to facilitate these conversations which gave participants the opportunity to contribute in different ways. Several submissions requested that similar modalities be utilized at this workshop, specifically the use of smaller breakout groups.

V. Provisional Agenda

Day 1	
Plenary 13:00 – 13:30	Opening of the workshop
Plenary 13:30 – 15:00	Taking stock of the GGA work programme
15:30 – 16:00	Break
Plenary/BOGs 16:00 – 18:00	Targets/priorities/political messages for the GGA framework, vis a vis dimensions, themes and cross-cutting considerations Guiding Questions: What is the relationship between targets/adaptation priorities and other elements of the GGA framework? What are the high-level global targets and/or priorities (quantitative or qualitative), and how should these be reflected in the GGA decision text/framework/COP 28 outcome?
Day 2	
BOGs 9:00 – 11:00	Enabling conditions or means of implementation Guiding Question: How should enabling conditions or means of implementation be reflected within the framework to catalyse transformational change in adaptation action and ambition?
11:00 – 11:30	Break
BOGs 11:30 – 13:00	Development of the GGA Framework, part 1 Guiding Question: How will different building blocks of the framework be included in the final outcome?
13:00 – 14:00	Lunch
BOGs 14:00 – 16:00	Development of the GGA Framework, part 1 (continued) Guiding Question: How will different building blocks of the framework be included in the final outcome?
Day 3	
BOGs 9:00 – 10:30	Development of the GGA Framework, part 2 Guiding Questions: How will different building blocks of the framework be included in the final outcome? Are there any additional considerations with regard to potential structural elements of the framework that have not been discussed?
10:30 – 11:00	Break
BOGs 11:00 – 13:00	Next steps and operationalization of the framework / follow up work Guiding Question: How should the GGA framework be operationalised following COP 28?
13:00 – 14:00	Lunch
Plenary 14:00 – 15:00	Wrapping up and closing of the workshop

*All times are approximate local times – these may be adjusted slightly depending on the details of the final agenda.