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**Subsidiary Body for Scientific and  
Technological Advice**

**Fifty-ninth session**

United Arab Emirates, 30 November to 6 December 2023

Item 3(a) of the provisional agenda

**Matters relating to adaptation**

**Glasgow–Sharm el-Sheikh work programme on the  
global goal on adaptation referred to in decision**

**7/CMA.3**

**Subsidiary Body for Implementation**

**Fifty-ninth session**

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Item 12(a) of the provisional agenda

**Matters relating to adaptation**

**Glasgow–Sharm el-Sheikh work programme on the  
global goal on adaptation referred to in decision**

**7/CMA.3**

**Workshops under the Glasgow–Sharm el-Sheikh work  
programme on the global goal on adaptation**

**Report by the secretariat**

*Summary*

This report provides an overview of the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation and key activities thereunder, and an analysis of the outcomes of the workshops under the work programme, including reflections on addressing the objectives of the work programme and a summary of the discussions in 2023 on the global goal on adaptation framework and outcome of the work programme.



## Abbreviations and acronyms

AC	Adaptation Committee
AR	Assessment Report of the Intergovernmental Panel on Climate Change
BTR	biennial transparency report
CGE	Consultative Group of Experts
CMA	Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
COP	Conference of the Parties
GGA	global goal on adaptation
GST	global stocktake
IPCC	Intergovernmental Panel on Climate Change
LEG	Least Developed Countries Expert Group
MEL	monitoring, evaluation and learning
NAP	national adaptation plan
NDC	nationally determined contribution
NWP	Nairobi work programme on impacts, vulnerability and adaptation to climate change
SB	sessions of the subsidiary bodies
SDG	Sustainable Development Goal

## I. Introduction

### A. Mandate

1. CMA 3 decided to establish and launch a comprehensive two-year Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation to start immediately after that session and to be carried out jointly by the subsidiary bodies.<sup>1</sup>
2. CMA 3 also decided that four workshops should be conducted per year under the work programme, with the support of the secretariat and under the guidance of the Chairs of the subsidiary bodies, and requested the secretariat to prepare, under the guidance of the Chairs of the subsidiary bodies, a single annual report on the workshops for consideration at the sessions of the subsidiary bodies coinciding with the sessions of the CMA.<sup>2</sup>
3. SB 56 requested the secretariat to prepare, under the guidance of their Chairs, a summary of each workshop, in the context of preparing the single annual report on the workshops,<sup>3</sup> for consideration at SB 57, capturing progress and informing subsequent considerations by Parties under the work programme.<sup>4</sup>
4. CMA 4 requested the secretariat to publish the single annual report on the workshops for 2023 no later than three weeks prior to CMA 5 and to include therein an analysis of the outcomes of the workshops for consideration at SB 59.<sup>5</sup>
5. CMA 4 decided to initiate the development of a GGA framework, for guiding the achievement of and the review of overall progress towards achieving the GGA, which may take into account the dimensions, themes, cross-cutting considerations and sources of information referred to in paragraph 10 of decision 3/CMA.4, with a view to the GGA framework being adopted at CMA 5.<sup>6</sup>
6. SB 58 considered possible structural elements for a draft decision for consideration and adoption at CMA 5,<sup>7</sup> which were discussed at the seventh and eighth workshops under the work programme.

### B. Approach

7. This annual report, which has been prepared in response to the mandates referred to in paragraphs 2 and 4 above, contains:
  - (a) An overview of the work programme and key activities thereunder (see chap. II below);
  - (b) Analysis of the outcomes of the workshops under the work programme, with a focus on:
    - (i) Reflection on the contributions of the work programme (see chap. III.A below) to its objectives. It intends not to present any agreement among the workshop participants but to generally reflect on how the work programme has potentially contributed towards its objectives outlined in decision 7/CMA.3.
    - (ii) How the workshops considered the possible structural elements referred to in paragraph 6 above and proposals for specific provisions to be captured for each element, and clarified areas of convergence and divergence, as well as options, for each element, where available. Chapter III.B below describes the substantive content suggested for the GGA framework, structured around the main themes that emerged

<sup>1</sup> Decision 7/CMA.3, paras. 2–4.

<sup>2</sup> Decision 7/CMA.3, paras. 12 and 16.

<sup>3</sup> FCCC/SB/2022/INF.2.

<sup>4</sup> FCCC/SBSTA/2022/6, para. 159, and FCCC/SBI/2022/10, para. 192.

<sup>5</sup> Decision 3/CMA.4, paras. 14–15.

<sup>6</sup> Decision 3/CMA.4, paras. 8–10.

<sup>7</sup> FCCC/SBSTA/2023/4, para. 38, and FCCC/SBI/2023/10, para. 64.

during the discussions in 2023. It reflects the key contours of the debate and the main options proposed for the content and its placement, where available. However, the chapter does not systematically address the related issue of the structure of a possible draft CMA 5 decision on the outcome of the work programme, and is not intended to prejudge how the substantive content of the framework will be reflected by the CMA in the outcome of the work programme;

(c) References in the annex to the summary reports on the eight workshops convened under the work programme.

## II. Overview of the Glasgow–Sharm el-Sheikh work programme

8. The eight objectives of the work programme are to:<sup>8</sup>

(a) Enable the full and sustained implementation of the Paris Agreement, towards achieving the GGA, with a view to enhancing adaptation action and support;

(b) Enhance understanding of the GGA, including of the methodologies, indicators, data and metrics, needs and support needed for assessing progress towards it;

(c) Contribute to reviewing the overall progress made in achieving the GGA as part of the GST with a view to informing the first and subsequent GSTs;

(d) Enhance national planning and implementation of adaptation actions through the process to formulate and implement NAPs and through NDCs and adaptation communications;

(e) Enable Parties to better communicate their adaptation priorities, implementation and support needs, plans and actions, including through adaptation communications and NDCs;

(f) Facilitate the establishment of robust, nationally appropriate systems for monitoring and evaluating adaptation actions;

(g) Strengthen implementation of adaptation actions in vulnerable developing countries;

(h) Enhance understanding of how communication and reporting instruments established under the Convention and the Paris Agreement related to adaptation can complement each other in order to avoid duplication of efforts.

9. In summary, the following took place under the work programme:

(a) Eight workshops and the preparation of the respective summary reports, as well as the 2022 annual summary report, which are referenced in the annex;

(b) An event during SB 56 in response to an invitation from CMA 3 for the IPCC to inform the work programme by presenting the findings of the contribution of Working Group II to the AR6<sup>9</sup> that may be relevant to reviewing overall progress in achieving the GGA, and to engage in the work programme by clarifying methodologies and other elements related to the GGA;<sup>10</sup>

(c) The compilation and synthesis of more than 110 submissions<sup>11</sup> received from Parties and observers of views on the workshops, captured in concept notes prior to each workshop;<sup>12</sup>

<sup>8</sup> Decision 7/CMA.3, para. 7.

<sup>9</sup> IPCC. 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>10</sup> Decision 7/CMA.3, para. 10.

<sup>11</sup> Available at <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx> (in the search field, type “global goal on adaptation”).

<sup>12</sup> See document FCCC/SBSTA/2022/6, para. 155.

(d) The compilation and synthesis of indicators, approaches, targets and metrics that could be relevant for reviewing overall progress in achieving the GGA.<sup>13, 14</sup>

10. In February 2023, the Chairs of the subsidiary bodies published an information note<sup>15</sup> outlining the themes of the workshops to take place during the year taking into account paragraph 20 of decision 3/CMA.4. The fifth workshop concerned changing mindsets towards transformational adaptation, including consideration of Indigenous Peoples' wisdom, values and knowledge and cross-cutting issues, and built upon the work of AR6 Working Group II. The sixth workshop was on mainstreaming adaptation, including target-setting, methodologies and indicators, and featured discussions on the role of stakeholders in the design and implementation of the GGA framework and the links between the GGA and the GST.

11. SB 58 invited their Chairs to continue considering, at the remaining workshops under the Glasgow–Sharm el-Sheikh work programme, matters related to the GGA 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.<sup>16</sup> Subsequently, the seventh workshop covered interfaces of the GGA process with other processes, in particular the GST, and considered matters related to the GGA framework, 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. It included sessions for Parties to explore areas of commonality in developing the GGA framework and taking stock of progress. Finally, the eighth workshop took stock of the work programme, taking account of the SB 58 conclusions<sup>17</sup> regarding the seventh and eighth workshops, and included discussions on targets, means of implementation and/or enabling conditions, the development of the GGA framework and follow-up work.

12. Each of the workshops was well attended, with between 200 and 400 participants. Overall, 45 per cent of the participation in the hybrid workshops was in person, and 59 per cent of the participants were women and 41 per cent observers. The work was informed by more than 110 submissions from Parties and observers.

### **III. Analysis of the outcomes of the workshops under the Glasgow–Sharm el-Sheikh work programme**

#### **A. Reflections on addressing the objectives of the Glasgow–Sharm el-Sheikh work programme**

13. Through the workshops under the work programme, a large amount of information and knowledge has been accumulated, with each workshop building on the deliberations at the previous one in order to gradually develop options and common understandings as input to both the outcome of the work programme and the design of the GGA framework. It was highlighted, in particular, that for adaptation efforts to be successful a global change in mindset is required to move away from exploitation of nature to symbiosis with it, and that consideration of Indigenous values provides opportunities to establish such a connection with nature and to raise a new generation of stewards of nature.

14. Through sharing of experience from the perspective of Parties, existing international regimes and stakeholders, the work programme has helped to enhance understanding of how targets, metrics and indicators can be developed and applied, where synergies might be found, what challenges and limitations exist, and how data quality can be improved in relation to the GGA. Combining the GGA with nationally appropriate targets and indicators requires a balance between ambition and realism, working towards a range of options that enables national choice, ensuring bias-free indicators and focusing on both process and outcomes.

<sup>13</sup> Available at <https://unfccc.int/documents/613843>.

<sup>14</sup> See document FCCC/SBSTA/2022/6, para. 157.

<sup>15</sup> Available at: <https://unfccc.int/documents/626532>.

<sup>16</sup> FCCC/SBSTA/2023/4, para. 36, and FCCC/SBI/2023/10, para. 62.

<sup>17</sup> As footnote 16 above.

Workshop participants considered a wide range of potential targets and indicators that could guide adaptation and be used to assess progress towards the GGA (see chap. III.B below). In this context, participants outlined the importance of synergies, in particular with existing UNFCCC communication and reporting arrangements, the GST and other international regimes.

15. Enhanced clarity on methodological options for assessing progress towards the GGA together with a better understanding of links between the GGA process and the GST and shared linkages with other goals under the Paris Agreement informed the consideration of how to articulate a more robust relationship between work related to the GGA and the GST. In particular, it is apparent that GGA-related work will facilitate the review of progress under the GST, with existing reporting and communication arrangements being the basis for assessing progress towards the GGA under the GST, facilitated by the provisions of the GGA framework, in particular by possible common elements, targets and indicators, as well as the structure of the iterative adaptation policy cycle.<sup>18</sup> A mutually supportive relationship between the GGA process and the GST could thus involve using the GGA framework as an opportunity to guide the scope, structure and synthesis of the adaptation information that will inform the GST, and taking stock of collective action, recommending improvements and addressing gaps and needs throughout the iterative adaptation policy cycle and articulating baselines for future assessments under the GST.

16. In terms of enhancing the information basis for adaptation, the workshops highlighted the role of the GGA framework in orienting future reporting and communication on adaptation, in particular through common targets/priorities/messages/signals,<sup>19</sup> shared indicators and the structure of the iterative adaptation policy cycle. Participants also highlighted several resources that can support reporting on adaptation, in particular the work of various UNFCCC constituted bodies (e.g. the AC, the CGE and the LEG), the technical expert review of adaptation information in the BTRs and the knowledge resources of the NWP. Several suggestions were made for enhancing existing reporting and communication on adaptation, including by expanding its scope to sectors, systems and transboundary aspects, enhancing the availability of support for developing countries for reporting, and providing tools for scientifically informed adaptation reporting. In this context, participants considered how information synergies can enhance communication and reporting on adaptation and reduce duplication, with various possibilities existing through the complementary use of NAPs, adaptation communications and BTRs.

17. The workshops clarified that for an enhanced information basis MEL systems need to be strengthened. Participants learned about MEL systems developed under other international regimes for specific sectors or regions, including their evolution and limitations, and on that basis were able to consider the components of effective MEL, the options for developing robust systems, the similarities and differences between the requirements under other regimes and the UNFCCC, and potential lessons. Barriers were discussed in detail, in particular access to support for developing MEL systems; data availability, collection infrastructure and management capacity; and lack of institutional capacity; and participants were informed about the work of organizations to address those gaps. In addition, participants outlined a set of possible targets in relation to MEL as part of the iterative adaptation policy cycle, which provide opportunities for strengthening the coherence and robustness of MEL systems.

18. However, enhanced measurement tools, information arrangements and MEL systems will only have value if they are underpinned by robust arrangements for national planning and implementation of adaptation, which require strengthening particularly in vulnerable developing countries. In this regard, the work programme has confirmed the importance of NAPs as the main global instrument for adaptation planning and implementation, and the

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<sup>18</sup> Workshop participants used different terms to refer to the adaptation process (consisting of assessment, planning, implementation, and monitoring, evaluation and learning), namely “adaptation cycle”, “adaptation policy cycle”, “iterative adaptation cycle”, “policy cycle”, “adaptation process” and “adaptation planning policy cycle”. For simplicity and clarity, the term “iterative adaptation policy cycle” has been used in this report.

<sup>19</sup> This collection of terms is used throughout this report to represent the different terms used by workshop participants to articulate what they consider to be common aspiration levels for achieving the GGA.

role of, for example, NDCs and adaptation communications as sources of information for developing baselines, targets and indicators for understanding progress towards the GGA and for the GST. The barriers, including technical and financial, to implementing adaptation through NAPs are apparent, which helps to understand possible ways of enhancing the planning and implementation of adaptation. In terms of strengthening future adaptation efforts, the GGA framework is seen by some as a way to facilitate the provision of means of implementation and the development of enabling conditions; set out overarching and specific targets around the iterative adaptation policy cycle to guide adaptation planning, implementation and ambition; and outline modalities for enhancing the information basis for the GST, which, in turn, can lead to more robust assessments of adaptation needs and recommendations for enhanced action and support.

19. In summary, the deliberations under the work programme have helped to clarify key questions, concepts and the positions of workshop participants, thus contributing to shared understandings, in terms of both the specific outcomes of the work programme and the general orientation of future adaptation efforts. The deliberations have laid the foundations for the GGA framework – a key aspect of efforts to achieve the GGA – by enabling workshop participants to design the framework and helping them to understand potential commonalities, divergences and options in developing the framework.

## **B. Capturing the discussions on the global goal on adaptation framework and outcome of the Glasgow–Sharm el-Sheikh work programme**

20. In the course of the work, participants have discussed both the design and content of the GGA framework and possible structural elements of a draft decision for consideration and adoption at CMA 5.

21. This subchapter considers the substantive content discussed during the workshops, organized around the main substantive themes that emerged from the workshops in 2023. Participants discussed the placement of the content, in particular whether it should be captured within the framework or the draft CMA decision. The purpose of this chapter is to reflect the key contours of the debate and the main options proposed, as well as the proposed placement options for the content, where available, without prejudging in any way the outcome of the work programme at CMA 5.

### **1. General considerations**

22. Workshop participants highlighted potential contextual aspects that they consider relevant to the GGA framework, including:

- (a) The Paris Agreement and its temperature goals;
- (b) Current and anticipated levels of global warming and increasing impacts of climate change;
- (c) The challenges of sustainable development in the light of climate impacts;
- (d) Mitigation ambition and the relationship of the framework to mitigation;
- (e) Existing arrangements related to adaptation, including for planning and implementation (e.g. NAPs) and for communication and reporting (e.g. adaptation communications and BTRs);
- (f) The decisions in which the framework is anchored (decisions 7/CMA.3 and 3/CMA.4);
- (g) The findings of the AR6, the need to strengthen adaptation action and support, and the status of adaptation as a global priority.

23. In the context of the purpose of the GGA framework, it was noted that paragraph 9 of decision 3/CMA.4 states that the framework will guide the achievement of the GGA 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 enhance

adaptation action and support. Several participants suggested complementing that agreed purpose by specifying further aims, such as:

- (a) Operationalizing the GGA;
- (b) Informing the GST, for example by providing an analytical lens through which adaptation information and progress can be assessed, as well as enhanced coordination of adaptation reporting, and/or by outlining other sources of adaptation information;
- (c) Bringing stakeholders together and steering multilateral work;
- (d) Mobilizing means of implementation;
- (e) Guiding stakeholders in maximizing transformational adaptation at different levels and in fostering enabling environments;
- (f) Enhancing understanding of adaptation needs and gaps;
- (g) Enhancing adaptive capacity and reducing vulnerability;
- (h) Providing a global definition of what constitutes adaptation.

24. In addition, some participants highlighted that the framework should avoid maladaptation, and all agreed that it should avoid placing additional burden on Parties.

25. Participants considered whether and which principles should guide the implementation of the GGA framework. Some highlighted that, because all work under the Convention and the Paris Agreement is, by definition, guided by the principles of those instruments, there is no need to mention specific principles in the outcome of the work programme. Others specified their preference to reflect specific guiding principles in the outcome, including:

- (a) Convention and Paris Agreement principles;
- (b) Common but differentiated responsibilities and respective capabilities;
- (c) Equity;
- (d) Recognition of different national circumstances;
- (e) Special circumstances of most vulnerable countries;
- (f) Flexibility, country-drivenness and national determination;
- (g) Context of sustainable development and poverty eradication;
- (h) Articles 9 (finance), 10 (technology) and 11 (capacity-building) of the Paris Agreement, or means of implementation;
- (i) Importance of best available science;
- (j) Reflection of existing adaptation-related decisions.

## **2. Overarching or high-level targets/priorities/messages/signals**

26. Workshop participants shared the view that the GGA framework needs some overarching statements related to global aspirations pertaining to the GGA, sustainable development and the well-being of the most vulnerable. Such statements are seen, for example, as a way to define a holistic vision, link the GGA with specific targets, help policymakers to internalize the framework, and generate political will to drive adaptation ambition. In terms of the nature of such overarching aspects, some participants suggested specific overarching targets, while others would prefer aspirational political messages or signals.

27. Views differed on the matter of quantification:

- (a) Some participants suggested quantified overarching targets and developing indicators for measuring progress towards them;



(b) Others would prefer qualitative statements in order to reduce methodological complexity in the light of the challenges related to measuring progress towards overarching targets.

28. Additional cross-cutting views on overarching targets/priorities/messages/signals include that they should be:

- (a) Global and applicable to all;
- (b) Simple, concrete and communicable;
- (c) Specific to climate risk and adaptation;
- (d) Outcome-oriented;
- (e) Linked with mitigation targets;
- (f) Nationally owned, linked to national circumstances and not imposed on Parties;

(g) Able to accommodate all types of adaptation action, including incremental and transformational approaches to such action.

29. It was highlighted that reporting on overarching targets/priorities/messages/signals must be country-driven to avoid creating burdens. Participants also noted that discussions must clarify whether the targets/priorities/messages/signals are part of or separate from the framework.

30. Specific overarching targets/priorities/messages/signals were suggested:<sup>20</sup>

(a) By 20XX, reducing vulnerability and enhancing long-term [effective] resilience and adaptive capacity, reaching and benefiting XX billion people and their livelihoods, conserving XX per cent of land, freshwater and ocean ecosystems [in line with the 1.5 °C temperature goal], while increasing [action and] support in line with increasing demand due to rising global warming;

(b) Enhance adaptive capacity, reduce vulnerability, and strengthen resilience to reduce [withstand] the risk of climate change impacts in the context of the long-term temperature goal set out in Article 2, paragraph 1(a), of the Paris Agreement, in line with different national circumstances, needs and priorities and in the context of sustainable development and poverty eradication, which should be considered with the commitments and implementation of financial support provided by developed countries to developing countries under the Convention and the Paris Agreement at the global level;

(c) Ensuring an increase of adaptive capacity in the context of the long-term temperature and adaptation goals set out in Article 2, paragraph 1(a–b), of the Paris Agreement;

(d) By 2030, reducing exposure to climate-related risks by reducing the number of individuals affected as a share of the total population;

(e) By 2030, enhancing well-being and prosperity by increasing access to water, food, health and nutrition for the most vulnerable groups;

(f) By 2030, maintaining, enhancing or restoring ecosystems by protecting 30 per cent of land and oceans;

(g) Ensuring adequate support for adaptation action in order to reduce risk of and vulnerability to climate change;

(h) By 2030, enhancing resilience and reducing the impacts of climate change by increasing adaptation action and support by at least 30 per cent;

<sup>20</sup> The proposed targets/priorities/messages/signals captured in this report reflect the textual proposals, some of which contain bracketed text, presented by participants during the workshops and revisions to those suggestions contained in the submissions received.

(i) Reducing the risk of climate impacts and enhancing adaptive capacity in the context of the long-term temperature goal of the Paris Agreement in line with national circumstances and sustainable development;

(j) Protecting people, livelihoods and ecosystems by promoting accelerated implementation of adaptation actions and by providing adequate, long-term, scaled-up, predictable, new and additional finance, technology and capacity-building to developing countries in order to achieve the GGA;

(k) Enhancing the adaptive capacity and resilience of the global population, including reducing climate impacts by at least 50 per cent by 2030 and at least 90 per cent by 2050 compared with ‘business as usual’ and expected impacts identified in scientific reports.

31. The proposed targets/priorities/messages/signals referred to in paragraph 30 above could be clustered into the following:

(a) Enhancing adaptive capacity, strengthening resilience and reducing vulnerability;

(b) Enhancing implementation of adaptation and ensuring adequate support for adaptation;

(c) Protecting people, livelihoods and ecosystems;

(d) Reducing climate impacts on and/or the exposure of the most vulnerable countries and/or people(s);

(e) Access to climate services;

(f) Enhancing well-being, in particular in relation to food, water, health, ecosystems and infrastructure (see chap. III.B.4 below);

(g) The context of the long-term temperature goal of the Paris Agreement.

32. In addition, participants suggested that the overarching targets/priorities/messages/signals should reflect:

(a) Avoiding maladaptation;

(b) Climate-resilient development;

(c) Justice, equity and inclusion;

(d) Doubling adaptation finance and/or the new quantitative target for adaptation finance;

(e) Transformational and incremental adaptation;

(f) Mainstreaming adaptation in policies;

(g) Linkages with other global frameworks, while avoiding replication;

(h) Local action;

(i) Stakeholder engagement;

(j) Gender considerations;

(k) Early warning systems;

(l) Co-benefits;

(m) Science-based adaptation measures.

### 3. Specific targets related to the iterative adaptation policy cycle

33. In the course of the work programme, there has been extensive discussion of specific targets for the GGA framework. Common views have emerged on defining specific targets around the iterative adaptation policy cycle. In addition, specific targets related to themes and means of implementation have been proposed, which are reflected in chapter III.B.4 below and III.B.11 below respectively.

34. The targets proposed in relation to the iterative adaptation policy cycle are presented below, organized around that cycle and building on workshop participants' suggested clustering. While each target has been allocated to one part of the iterative adaptation policy cycle to reduce duplication, this is not intended to prejudge the placement of possible targets within the outcome of the work programme.

**(a) Assessment of impacts, vulnerabilities and risks**

35. Workshop participants suggested several targets in relation to the first step of the iterative adaptation policy cycle. They discussed the methodological challenges of measuring climate impacts and exposure, especially in the short term and without clear baselines. To address such challenges, they suggested that assessment-related targets defined under the UNFCCC would benefit from methodological inputs and guidance from the IPCC and/or other scientific sources, while also noting that such work would need to take into consideration the different mandates of processes related to the IPCC or other scientific sources.

36. The specific targets proposed at the workshops in this area are that:

- (a) 100 per cent of people protected by early warning systems;
- (b) By 2027, 100 per cent coverage by multi-hazard early warning systems, climate information services and response systems is achieved;
- (c) By 2030, climate change impact, risk and vulnerability assessments have laid the foundations for planning and subsequent implementation of action for adapting to risks and reducing impacts;
- (d) By 20XX, all Parties have conducted climate risk assessments for national adaptation planning and have in place early warning systems;
- (e) By 2030, all Parties have conducted climate risk assessments;
- (f) By 2030, all countries can access climate finance through the UNFCCC Financial Mechanism to carry out climate change risk, impact and vulnerability assessments;
- (g) By 2030, all countries have effectively conducted climate assessments for national adaptation planning and have in place multi-hazard early warning systems covering 100 per cent of people, and developing countries have accessed adequate finance through the Financial Mechanism to develop such assessments and systems;
- (h) Climate impacts on people, the economy and biophysical environment (human, economic and non-economic impacts) are reduced by at least 50 per cent by 2030 and at least 90 per cent by 2050.

37. These proposed targets/priorities/messages/signals could be clustered into the following:

- (a) Early warning systems;
- (b) Climate information systems;
- (c) Assessment of impacts, vulnerabilities and risks, including as the basis for national planning;
- (d) Access to financial support for assessing impacts, vulnerabilities and risks;

38. Additional proposals for this set of targets include that they should:

- (a) Include targets for sectoral risk assessments;
- (b) Acknowledge that risk assessment priorities differ from country to country;
- (c) Consider that finance is needed for assessing impacts, vulnerabilities and risks;
- (d) Reflect both action and support; although some participants noted that they would prefer support-related matters to be considered outside the GGA framework.

**(b) Adaptation planning**

39. The targets proposed at the workshops related to the second step of the iterative adaptation policy cycle are that:

(a) By 2030, all countries have formulated and are implementing NAPs, or other national adaptation policy instruments, to reduce national and local communities' vulnerability to climate risk;

(b) By 20XX, all Parties have established inclusive and transparent national adaptation planning processes and have mainstreamed adaptation in all relevant strategies and plans;

(c) By 2030, all countries have developed national policy instruments for addressing adaptation to climate change and have integrated it into their development strategies;

(d) By 2030, all Parties have undertaken inclusive and transparent national adaptation planning;

(e) By 2030, all countries consider regional adaptive capacity assessments as part of their national adaptation efforts over near-, medium- and long-term time frames and in the context of the long-term temperature goal of the Paris Agreement;

(f) By 20XX, all countries have mainstreamed adaptation in all relevant strategies and adaptation plans that are country-driven, gender-responsive and participatory and take into account vulnerable people and populations as per Article 7, paragraph 5, of the Paris Agreement;

(g) By 20XX, all countries have established inclusive and transparent adaptation planning processes;

(h) By 2030, all countries have national adaptation strategies, plans or policy instruments in place, covering the diversity of ecosystems and sectors, adaptation has been mainstreamed in all relevant strategies and plans and developing countries have effectively accessed climate financing through the Financial Mechanism for preparing NAPs;

(i) By 2027, achieve 100 per cent coverage by multi-hazard early warning systems, climate information services and response systems; and ensure all developing countries have been supported in putting in place comprehensive, implementable and effective adaptation plans, policies and strategies taking into account the GGA framework.

40. These proposed targets could be clustered into the following:

(a) Formulation of NAPs or other national adaptation policy instruments;

(b) Mainstreaming or integration of adaptation efforts in other processes;

(c) Principles that should guide adaptation planning (e.g. inclusivity and transparency);

(d) Access to means of implementation for adaptation planning;

(e) Sources of information that inform such planning.

41. Additional proposed aspects of this set of targets include that they should:

(a) Aspire towards an extension of coverage of adaptation plans;

(b) Capture flexibility around the instruments used by Parties for adaptation planning;

(c) Aim at increasing the capacity for national adaptation planning;

(d) Reflect the importance of considering the priorities of stakeholders, including Indigenous Peoples, local communities, women and children;

(e) Make references to means of implementation in the context of these targets.

**(c) Implementation of adaptation**

42. Specific targets proposed for the third step of the iterative adaptation policy cycle are that:

(a) By 2030, implementation of projects, plans, programmes and action has increased relative to the 2023 baseline in response to the impacts and risks of climate change identified by countries in their adaptation documents;

(b) By 20XX, all Parties have progressed in implementing the adaptation priorities identified in their national adaptation plans and strategies;

(c) By 2030, all Parties have begun to see outcomes as a result of implementing national adaptation plans and strategies;

(d) By 2030, each country has implemented 50 per cent of its adaptation projects;

(e) By 2030, adaptation action and support for enhancing resilience and reducing impacts has increased by X per cent;

(f) By 2030, the number of projects, plans, programmes and actions in response to climate risks identified by developing countries in adaptation-related documents has been incremented by X per cent [baseline], all vulnerable communities identified by countries and the diversity of ecosystems and sectors are covered, and developing countries have accessed funds from the Financial Mechanism for NAP implementation;

(g) Implementation of adaptation action and support has been accelerated in order to close the adaptation gap by 2030 in line with reducing climate impacts by at least 50 per cent by 2030 and at least 90 per cent by 2050.

43. These targets could be clustered into the following:

(a) Progress in implementing various types of adaptation action (including the number or proportion of implemented projects or actions) within a specific time frame;

(b) Implementation of efforts identified in NAPs and other planning instruments;

(c) Quantification of reduction of impacts through implementation of adaptation;

(d) Access to support for implementing adaptation.

44. Additional proposed aspects of this set of targets include that they should:

(a) Be linked with enabling factors;

(b) Be outcome-oriented;

(c) Involve qualitative outcome indicators or proxy indicators. In addition, some participants considered that counting the number of projects implemented adds limited value, that such calculations would disadvantage small countries, and that means of implementation should not be discussed in this context.

**(d) Monitoring, evaluation and learning**

45. Throughout the workshops, participants highlighted the key role of MEL in enhancing adaptation action and assessing implementation. They discussed how MEL links to other stages of the iterative adaptation policy cycle, how relevant capacity should be increased, and how consideration needs to be given to different levels of action (local, national, regional), to access to data and to cooperation, education and participation. It was emphasized that any targets should help to clarify how national MEL can be strengthened and consolidated to connect with targets and to ensure that MEL systems enable compilation of information from existing reports in order to understand progress towards the GGA.

46. The specific targets proposed in relation to this fourth step of the iterative adaptation policy cycle are that:

(a) By 2030, all countries have designed and implemented a framework or system for MEL of adaptation;

- (b) By 2030, all Parties have set up MEL systems for their national adaptation processes;
- (c) By 20XX, all Parties have set up MEL systems for their national adaptation processes;
- (d) By 2030, all countries have accessed funds from the Global Environment Facility, the Green Climate Fund, the Adaptation Fund, etc., for designing and implementing MEL frameworks or systems;
- (e) By 20XX, all developing countries have increased institutional capacity for MEL;
- (f) By 2030, all countries have designed, set up and improved and/or are implementing MEL processes or systems in the light of climate risks, and developing countries have accessed finance through the Financial Mechanism for developing such processes or systems;
- (g) By 2030, all developing countries have been supported in designing and implementing MEL systems for assessing potential impacts and vulnerabilities and for tracking adaptation outcomes;
- (h) 100 per cent of people are covered by a national adaptation policy instrument that includes MEL;
- (i) All countries have mechanisms in place for monitoring, evaluating and learning from the implementation of their adaptation planning instrument.

47. These targets reflect, in particular, the notions that:

- (a) All countries will design and implement systems or frameworks for MEL and increase their institutional capacity for MEL;
- (b) Developing countries will be able to access funding for their MEL systems or frameworks.

48. In the context of these targets, it was suggested that they should also reflect how many stakeholders are participating at different stages of the iterative adaptation policy cycle.

#### **4. Themes**

49. Workshop participants discussed how specific thematic areas, in particular those identified in paragraph 10(b) of decision 3/CMA.4 (water; food and agriculture; cities, settlements and key infrastructure; health; poverty and livelihoods; terrestrial and freshwater ecosystems; oceans and coastal ecosystems; tangible cultural heritage; mountain regions; and biodiversity) should be considered under the GGA framework, and views converged on the importance of themes.

50. The conversation focused on the inclusion of thematic targets/priorities/messages/signals within the framework. It was suggested, for example, that for each theme reflected in decision 3/CMA.4 there should be specific targets. Thematic targets were considered helpful in particular because:

- (a) While not all themes apply to all Parties, it was suggested that some overarching themes (specifically food, water, health, ecosystems and infrastructure) are universally applicable and can thus accommodate the priorities of all Parties. The importance of the country-drivenness of themes was highlighted in that context;
- (b) They can help bridge gaps between the national and global level by linking the GGA framework with people, ecosystems and sectors;
- (c) They provide a good basis for reflecting outcomes and enable, inter alia, transboundary aspects to be captured.

51. It was emphasized that thematic targets are already being developed by other international organizations, and that the GGA framework would be an opportunity to lead and ensure the climate- and adaptation-relevance of that work.

52. There were divergent views about the inclusion of specific thematic targets, and it was suggested, for example, that:

(a) Themes should be reflected across the framework rather than as stand-alone elements, and that, as each country implements the framework at the national level, they can do so on the basis of the themes most relevant to them and report accordingly, thus ensuring that the themes addressed are consistent with national circumstances;

(b) Themes are better reflected as part of the overarching layer (see chap. III.B.2 above), given that overarching targets can integrate multiple themes within them;

(c) Thematic targets are already captured under other international regimes, although references to themes could help the framework to contribute to sustainable development by orienting the choice of national adaptation priorities;

(d) Considering thematic targets at the global level is challenging owing to the different contexts of Parties and the availability of thematic data;

(e) It would be important to clarify how thematic targets for the GGA would differ from those under the SDGs, for example.

53. Notwithstanding the above-mentioned advantages and disadvantages of thematic targets, several participants suggested the following specific targets:

(a) Achieving universal coverage in addressing climate impacts by 2030, and reducing by 100 per cent global climate-related mortality and 50 per cent morbidity by 2035–2040;

(b) By 2030, increasing the resilience and adaptive capacity of biodiversity and ecosystem services, including by protecting at least 50 per cent of land, freshwater, marine and coastal ecosystems against climate impacts, and enhancing other ecosystem services;

(c) Reducing climate impacts on livelihoods and economic sectors by 50 per cent by 2030 and 100 per cent by 2050, including through social protection and economic resilience interventions;

(d) Reducing adverse climate impacts on agricultural production and productivity by 50 per cent by 2030 and 100 per cent by 2050, and ensuring food security and improved nutrition for all;

(e) Reducing the number of people and amount of infrastructure vulnerable to climate impacts by 50 per cent by 2030 and 100 per cent by 2050, while increasing development of climate-resilient urban and rural infrastructure;

(f) By 2030, achieving universal access to potable water and reducing climate-induced water scarcity for domestic, industrial and ecological purposes by enhancing drought management and flood protection and climate-resilient infrastructure development;

(g) By 2050, protecting 100 per cent of significant tangible heritage sites and cultural heritage from climate change impacts through infrastructure development that promotes climate-resilient development to conserve tangible and intangible cultural heritage;

(h) Promoting climate-resilient development through policies for reducing the vulnerability of mountain populations and ecosystems and protecting threatened biodiversity and ecosystems from increased warming.

54. These targets reflect, in particular:

(a) The themes of health, biodiversity and ecosystems, water, ocean, agriculture and food security, infrastructure, cultural heritage and mountain populations;

(b) Quantified goals, in particular of achieving a 100 or 50 per cent reduction or increase in a key parameter that is relevant to climate impacts within the thematic area.

55. Additional proposed aspects of these thematic targets include that they should:

(a) Reflect further possible themes such as transboundary aspects, sustainable societies, reduced damage, economy, society, well-being, communities and economies;

- (b) Be based on the categorization of sectors in the AR6;
- (c) Capture the various levels of governance in the context of each theme.

## 5. Cross-cutting considerations

56. Workshop participants highlighted the importance of the considerations referred to in paragraph 10(c) of decision 3/CMA.4 in guiding the implementation of adaptation, and discussed whether they should be addressed by defining specific targets in relation to each of them or whether they are best captured as enablers of action under the GGA framework.

57. The main suggestions for capturing cross-cutting considerations in relation to the GGA framework were that they should be:

- (a) Addressed flexibly depending on national priorities and/or across the GGA framework;
- (b) Captured throughout the different stages of the iterative adaptation policy cycle;
- (c) Clustered further (e.g. into participation, knowledge and equity);
- (d) Organized around thematic activities (e.g. agriculture) and linkages;
- (e) Reflected by developing indicators for understanding relevant progress;
- (f) Seen as guiding adaptation, but not in a compulsory manner.

## 6. Indicators

58. Views converged on the inclusion of indicators within the GGA framework, with suggestions that indicators could help in operationalizing the framework, defining what constitutes the GGA, enhancing coherence and direction (e.g. for prioritization of adaptation action), enhancing action and support, establishing baselines, capturing synergies, attracting investment, supporting MEL, measuring progress, monitoring effectiveness, understanding the state of adaptation, providing input to the GST and sharing lessons learned.

59. Workshop participants discussed indicators in the context of the different targets, namely overarching targets/priorities/messages/signals (see chap. III.B.2 above), specific targets around the iterative adaptation policy cycle (see chap. III.B.3 above), thematic targets (see chap. III.B.4 above) and targets related to means of implementation (see chap. III.B.11.(a) below).

60. It was emphasized that overarching targets/priorities/messages/signals should not have indicators, but that indicators should be developed for dimension-related or thematic areas referred to in paragraph 10(a–b) of decision 3/CMA.4.

61. Others, noting the challenges in relation to national reporting already faced by many Parties, highlighted that much useful information on climate impacts is available but not always as quantitative indicators, and emphasized that developing new indicators will increase burden and difficulty and make implementing the GGA framework more complex. An option suggested in this regard was to develop a pool of indicators for countries to choose from.

62. In terms of next steps, it was suggested to have a placeholder for indicators and/or to first agree on targets around the iterative adaptation policy cycle and then consider possible indicators. To that end, participants proposed developing indicators through a technical process launched at CMA 5 (see chap. III.B.12 below).

## 7. Role of the global goal on adaptation framework within the global stocktake

63. Participants shared the view that the deliberations under the work programme would be a helpful input to the first GST, and that the dimensions, themes, cross-cutting considerations and sources of information referred to in paragraph 10 of decision 3/CMA.4 could be used to structure the inputs to the GST or provide orientation for the GST proceedings. Other suggestions included organizing inputs around the iterative adaptation policy cycle and/or the provisions of Article 7, paragraph 14, of the Paris Agreement.



However, it was highlighted that time is limited for preparing specific input from the work programme to the first GST.

64. Participants considered options for defining a mutually supportive relationship between the GGA and future GSTs. In this context, it was suggested to link the time frames of the two processes more closely, and to consider the connection between the mitigation goals of the Paris Agreement and the GGA framework. Participants proposed, in particular, the roles for the two processes presented in table 1.

Table 1

**Roles of the processes for the global goal on adaptation framework and the global stocktake**

<i>GGA framework</i>	<i>GST</i>
Provide structure for adaptation information that informs the GST through targets and indicators, including on forward-looking aspects	Assess progress towards the GGA Take stock of collective adaptation efforts Identify gaps and needs in terms of action and support
Orient the synthesis and aggregation of adaptation information to inform future GSTs	Recommend steps for enhancing adaptation ambition
Evaluate knowledge gaps under the GST	Align action with the goals of the Paris Agreement Assess the adequacy and effectiveness of adaptation and support and identify ways to enhance them Identify potential baselines for adaptation and associated data needs

## 8. Sources of information

65. There is strong convergence of views about the key role of existing information sources, in particular national documents submitted under the UNFCCC (adaptation communications, BTRs, NAPs, etc.), in the functioning of the GGA framework. Workshop participants discussed what specific sources of information are needed to operationalize the framework and review it if necessary. It was suggested, in particular, that specific information sources should be identified as part of the framework through, for example, an expert process, that information sources should be identified for each indicator determined under the framework, that one specific source of information could be a synthesis report on information relevant to global and national adaptation targets, and that reporting instruments under other international frameworks can provide further adaptation-related information. It was also proposed that resources under the NWP could serve as a source of knowledge for the GGA framework. Some questioned which additional sources of information would be needed in the light of the large amount of information already captured in national reports and informing the GST and what it would mean functionally to identify sources of information for the framework.

## 9. Reporting

66. Workshop participants discussed how reporting and communication on adaptation could be arranged to best support the assessment of collective progress. It was emphasized that adaptation reporting is not limited to the GGA, but informs multiple processes, including the GST, and thus exists independently of the GGA framework. The role of existing reporting in avoiding additional burden was emphasized, but it was also suggested that it could be complemented by analysis and additional orientation under the GGA framework. The GGA framework was seen, in particular, as an opportunity to guide and enhance reporting and communication in relation to adaptation, through, for example, common targets/signals, shared indicators and the structure of the iterative adaptation policy cycle.

67. Participants identified resources that can support adaptation reporting, such as CGE training materials in relation to BTRs, the AC supplementary guidance for voluntary use by

Parties in communicating adaptation communications,<sup>21</sup> other work of the AC and the CGE, as well as the LEG, the technical expert review of adaptation information in the BTRs, and the knowledge resources of the NWP.

68. Participants suggested that reporting and communication could be enhanced by:

(a) Expanding the scope of reporting and communication to cover, for example, sectors, systems and transboundary aspects;

(b) Ensuring the availability of support to developing countries for communication and reporting, as well as for building institutional capacity;

(c) Scientifically informed adaptation reporting, for example reporting based on methods developed by scientific organizations and on data from observation networks, weather services and disaster management systems.

69. Participants also discussed how the GGA framework should link and complement other existing frameworks and processes, for example those under the Convention on Biological Diversity, the United Nations Office for Disaster Risk Reduction and the SDGs. Multiple participants noted that, to avoid additional burden, the reporting structures of those frameworks and processes should be used for the GGA framework, though it was noted that the GGA framework should not complicate matters and duplicate work already undertaken by other frameworks.

## **10. International cooperation and role of stakeholders**

### **(a) International cooperation**

70. Workshop participants discussed how international cooperation could be reflected in the GGA framework. Several presentations outlined existing and potential areas of cooperation, as part of national efforts as well as those of international organizations. Possible benefits of cooperation were emphasized, including accelerated action, enhanced access to finance and technology, and solutions for capacity gaps; improved governance, coordination and inclusive decision-making; stronger connections between risks and adaptation; support for knowledge, data and monitoring; and options for moving beyond project-based approaches.

71. The GGA framework was described as providing an opportunity to guide cooperation, for example by providing a forum for networks and coalitions, integrating stakeholders, enabling synergistic effects and considering transboundary adaptation issues. Some understood international cooperation as one of the enabling factors under the GGA framework, and it was suggested that it could focus on strengthening adaptive capacity and enhancing access to finance and knowledge, and involve indicators that reflect levels of global and regional cooperation. Furthermore, it was highlighted that international cooperation should be driven by the priorities of Parties, and that the framework should consider the impacts of adaptation efforts on employment.

### **(b) Role of stakeholders**

72. The key role of stakeholders in the GGA framework was emphasized throughout the work programme. The role of stakeholders as an enabling factor was emphasized, particularly their importance in generating data and information; increasing awareness and accountability; providing means of implementation, technical solutions and standards; enabling MEL; and strengthening inclusive governance. As particularly fruitful areas of stakeholder cooperation, participants identified planning and implementation, development of indicators, metrics, methods and national information platforms, reporting and consideration of transboundary issues (e.g. climate-related displacement, human mobility and links between climate, peace and security).

73. Participants discussed, in particular, the importance of considering the role of women, Indigenous Peoples and local communities, youth, subnational government actors and the

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<sup>21</sup> FCCC/SB/2022/5/Add.1 and Add.1/Corr.1.

private sector. More specifically, it was suggested that stakeholder involvement could be captured, for example, by:

- (a) Capturing their roles in overarching targets;
- (b) Recognizing the role of the rights of Indigenous Peoples and local communities;
- (c) Following the principles of locally led adaptation;
- (d) Involving non-Party stakeholders at all stages of the adaptation process (e.g. by giving local governments a key role in monitoring and evaluation);
- (e) Engaging the private sector, such as by recognizing its potential, developing partnership arrangements, mainstreaming adaptation in corporate social responsibility and engaging small and medium-sized enterprises;
- (f) Creating enabling conditions.

74. It was therefore suggested that the centrality of stakeholders, as key enablers, should be captured within the framework, although some would prefer capturing their role in a draft decision text, reflecting the provisions of Article 7, paragraph 6, of the Paris Agreement. It was highlighted that further clarity would be needed on the definition of stakeholders and their specific roles, given, in particular, that the roles of stakeholders vary significantly: governments are the main stakeholders, non-governmental stakeholders can inform the design of the framework and be closely involved in its implementation, each element of the framework requires specialists, and the role of stakeholders varies across countries. In this regard, it was proposed by some that the exact roles of stakeholders should be defined after the design of the framework has been completed.<sup>22</sup>

## **11. Means of implementation and enabling factors**

### **(a) Reflecting means of implementation**

75. Workshop participants shared the view that means of implementation are important but had differing views on how to reflect those means of implementation. In articulating their visions for the framework, several emphasized, for example, that developing countries require support for implementing the framework, in particular to apply targets and indicators and implement transformational adaptation, where possible. It was highlighted that adaptation should be fully and adequately funded, that risks and needs should be addressed together, and that vulnerable groups should receive inclusive, context-specific and flexible financial support.

76. While the importance of means of implementation was recognized, there was no agreement on, for example, how means of implementation should be reflected in the GGA framework, and the relationship between means of implementation and enabling factors. Regarding the consideration of means of implementation within the framework, the following views were frequently expressed:

- (a) Means of implementation must be directly integrated within the GGA framework, given that developing countries depend on them for implementing it. It was proposed to reflect them in the form of overarching targets, in the context of the targets along the iterative adaptation policy cycle;
- (b) Means of implementation are one of many enabling factors that support activities under the GGA framework and should be captured in a draft decision text accompanying the framework, rather than within the framework.

77. It was also suggested to first agree on the overall design of the GGA framework and then decide how to address means of implementation, with the means of implementation to be considered in textual negotiations rather than in conceptual discussions.

<sup>22</sup> See table 1 in the summary report on the sixth workshop under the Glasgow–Sharm el-Sheikh work programme, available at <https://unfccc.int/documents/630504>.

78. In addition, it was emphasized that the GGA framework should consider links with UNFCCC agenda items and processes related to finance, technology and capacity-building. Some suggested pursuing coherence between the GGA and the ongoing work related to the new collective quantified goal on climate finance and ensuring a balance between mitigation and adaptation finance. Specifically, it was suggested that the Standing Committee on Finance could assess adaptation needs at each stage of the iterative adaptation policy cycle to inform the discussions on the new collective quantified climate finance goal. In addition, it was proposed that means of implementation should be directed towards addressing the priorities, barriers and gaps identified in adaptation communications. Others emphasized that finance-related matters should not be addressed under the GGA discussions, the GGA framework is about adaptation action and there are methodological and data uncertainties about calculating adaptation needs as suggested.

79. Workshop participants suggested capturing means of implementation within the GGA framework in the form of specific targets. Such targets were seen as an opportunity to enhance support, drive funding and mobilize finance, technology and capacity-building support for developing countries. Some proposed articulating an overarching target or a high-level political message, which could reflect, for example, a specific time frame for delivery of support, as well as the importance of balance between mitigation and adaptation finance and of grant-based finance. Others would prefer not to include targets for means of implementation within the framework.

80. In terms of the process for defining targets, it was suggested to first identify indicators for means of implementation and, during the review of the GGA framework, to consider whether the indicators could evolve into targets. Others proposed drawing inspiration from targets under other processes (e.g. the Kunming–Montreal Global Biodiversity Framework, the Sendai Framework for Disaster Risk Reduction 2015–2030 and the SDGs), but it was noted that many processes and frameworks do not involve new and additional financial resources and hence those targets are difficult to apply in the UNFCCC context.

81. The specific targets proposed are that:

(a) By 2030, all countries can access climate finance through the Financial Mechanism to carry out climate change risk, impact and vulnerability assessments;

(b) By 2030, 100 per cent of developing countries have been supported in developing national adaptation planning instruments;

(c) By 2030, all countries can access climate financing through the Green Climate Fund and the Adaptation Fund for preparing and implementing NAPs;

(d) By 2030, all countries have accessed funds from the Global Environment Facility, the Green Climate Fund, the Adaptation Fund, etc., for NAP implementation, and addressed the needs and priorities reported in adaptation communications, BTRs and other climate planning instruments at the national level;

(e) By 2030, a balance has been achieved in international climate financing between adaptation and mitigation, and such finance has increased in line with commitments and the new collective quantified goal on climate finance;

(f) By 2030, the capacities to prepare and implement NAPs and address the needs and priorities present in adaptation communications, BTRs and other climate planning instruments at the national level have been strengthened.

(g) By 2027, all developing countries have received support for developing their national adaptation instruments;

(h) By 2030, the total number of supported adaptation projects, plans and actions has increased by 50 per cent in developing countries (with respect to a specified baseline);

(i) Enhanced enabling conditions (leadership, institutional frameworks, policies, knowledge, financial resources, monitoring and evaluation, and governance) are supporting adaptation plans and policies;

(j) By 2030, funding for addressing at least 80 per cent of needs expressed by developing countries in NDCs, NAPs or other nationally identified programmes and projects

has been provided, with the quantum of adaptation finance reaching at least USD 400 billion per annum and achieving 50 per cent adaptation finance in the total share of the total flows of climate finance to developing countries;

(k) Needed funding, through grant-based and concessional instruments, for achieving the GGA is being delivered;

(l) At least 50 per cent of the new collective quantified goal on climate finance is delivered for adaptation and resilience.

82. These targets reflect, in particular, the following aspects:

(a) All countries receiving support from specific sources for certain aspects of their adaptation efforts (e.g. assessing impacts, vulnerability and risk, planning, projects, preparing reports, addressing specific needs) within a certain time frame;

(b) A balance between finance provided for mitigation and for adaptation being achieved within a certain time frame;

(c) The quantity of adaptation finance that needs to be provided within a certain time frame.

83. Proposed additional aspects of these targets include that they should capture the notion of adequacy of support; reflect the importance of climate finance reaching the most impacted groups; address the notion of increasing financial flows to developing countries; strengthen references to technology and capacity-building; differentiate between accessing, providing and receiving finance; differentiate between support for planning and support for implementation; help to address issues of access to finance; and avoid duplication with other UNFCCC workstreams related to means of implementation.

**(b) Reflecting enabling conditions or factors**

84. Participants discussed the relationship between means of implementation and enabling factors, highlighting, in particular, the following views:

(a) Means of implementation are different from enabling conditions and the two cannot be used interchangeably, discussed jointly or substituted for each other. Means of implementation are a responsibility of developed countries under the Convention and the Paris Agreement to provide finance, technology and capacity-building support to developing countries. It was highlighted that enabling conditions cannot be a condition for means of implementation;

(b) Enabling conditions, in contrast, are the national arrangements that enable implementation of adaptation and the GGA framework (e.g. governance arrangements, policies, mainstreaming, institutions, data, climate information, education). It was suggested that, while enabling conditions are different from means of implementation, they may stimulate support;

(c) While recognizing the differences, some emphasized the interlinked nature of means of implementation and enabling conditions, considering that the former are a part of the latter, and that both are needed to implement the GGA framework, and thus there should be no either/or choice between the two.

85. In terms of enabling conditions or factors, participants shared the view that they play an important role in the GGA framework. It was suggested that the centrality of the enabling conditions should be captured either within the framework or as part of the accompanying draft decision text. In terms of the form of capturing them, participants proposed, for example, defining targets and indicators in relation to enabling conditions and considering linkages with other discussions and negotiations.

**12. Follow-up work**

86. Several workshop participants called for further work on the GGA framework to be launched at CMA 5 given the general understanding that some follow-up work will be required. Some participants suggested that the follow-up work should focus, for example, on indicators based on the targets possibly agreed under the framework, guidance for

operationalizing the framework, related methodologies, enhancing and exchanging knowledge, assessing progress and inputs to future GSTs, guidelines for the review of the GGA framework, future oversight of GGA work, addressing linkages and enhancing the visibility of adaptation. Others, however, did not see the need for further work, arguing that the work programme should be completed at CMA 5 and that the outcomes must include an implementable framework.

87. With regard to the review of the GGA framework, workshop participants emphasized the importance of having adequate information for performing the review, for example a regular overview of the global status of adaptation, or suggested that the review should inform the GST. Participants suggested that the review should take place before the second GST, after the second GST or in 2027.

88. There are diverging views about what follow-up work should entail, who should undertake it and by when. As such, participants did not agree on any specific type of follow-up work but their proposals for further work are captured in table 2.

Table 2

**Proposals for follow-up work on the global goal on adaptation framework**

<i>Proposed area of further work</i>	<i>Aim(s)</i>	<i>Responsible</i>	<i>Timeline</i>	<i>Other proposed parameters</i>
Indicators	Develop indicators for the GGA framework	Expert group or task force (ad hoc)	By CMA 7	Participation: national experts, experts from organizations, MEL experts; inputs from constituted bodies and/or the IPCC
	Synthesize relevant indicators from other global frameworks	AC	By the end of 2025	After concluding the work, the AC decides how to proceed with indicator development in 2026
Guidance for operationalizing the framework	Prepare training materials on reporting on the GGA	AC and/or LEG	–	–
	Support the operationalization of the GGA framework	Constituted bodies (e.g. LEG)	–	Consideration of how GGA-related work can link with other workstreams (e.g. NAPs, NWP); Parties to identify inputs
	Develop guidance for communication and reporting under the GGA framework	Constituted bodies (e.g. AC or CGE)	By SB 60	–
Enhancing and exchanging knowledge	Prepare a report on transformational adaptation	Secretariat	By SB 60	Focus: how transformational adaptation is defined and understood at different spatial scales, and how planning and implementation of such approaches can be assessed
	Conduct a dialogue to share experience in applying the GGA framework and help to prepare for future reviews of the framework	Chairs of the subsidiary bodies, secretariat	Annual, with two workshops per year	The secretariat and Chairs of the subsidiary bodies to summarize the dialogues at future COP/CMA sessions
Assessing progress towards the GGA/informing the GST	Prepare a synthesis report on implementation of the GGA framework and progress towards targets	Secretariat or AC	Annual or single report prior to the second GST	–
	Assess adaptation needs	Standing Committee on Finance	By COP 29	- The assessment could provide input to the new collective quantified goal on climate finance - Some emphasized that assessment of adaptation finance needs should be addressed as part of finance discussions

<i>Proposed area of further work</i>	<i>Aim(s)</i>	<i>Responsible</i>	<i>Timeline</i>	<i>Other proposed parameters</i>
	Prepare a regional assessment report on adaptive capacity	IPCC and/or AC	–	Focus: gaps, challenges and needs in developing countries
	Revise 1994 IPCC technical guidelines for assessing impacts and adaptation	IPCC	During seventh assessment cycle	Reiterate paragraph 21 of decision 3/CMA.4
Review of the GGA framework		CMA	Prior to or after the second GST	Determine what would be reviewed and when; consider what works and what does not, whether it should be periodical or not
Oversight of matters related to the GGA	Standing agenda item for overseeing work related to the GGA and implementation of the framework	Joint contact group under the subsidiary bodies or CMA	Work to commence at SB 60 for completion by CMA 7	Work under the agenda item should help Parties to guide work, enhance parity of adaptation with mitigation, and connect the matters related to the GGA framework between technical and political levels
	Streamline adaptation workstreams under the GGA framework	–	–	Some see no need for a new agenda item. Consider, for example, how the NWP and NAPs relate to the GGA framework
Addressing linkages	Work programme on linkages across Article 7, paragraph 14, of the Paris Agreement	Under the subsidiary bodies	Three-year work programme	–
	AC and LEG mandate	AC and LEG	–	There are existing mandates on provisions of Article 7, paragraph 14
Enhancing visibility of adaptation	Ministerial meetings	–	–	–



## Annex

### Workshops under the Glasgow–Sharm el-Sheikh work programme in 2022–2023 and references to the respective summary reports

<i>Workshop</i>	<i>Dates</i>	<i>Location</i>	<i>Summary report</i>
1	8–9 June 2022	Bonn, Germany	Contained in annex I to document FCCC/SB/2022/INF.2
2	30–31 August 2022	Bonn, Germany	Contained in annex II to document FCCC/SB/2022/INF.2
3	17–18 October 2022	Cairo, Egypt	Contained in annex III to document FCCC/SB/2022/INF.2
4	5 November 2022	Sharm el-Sheikh, Egypt	Contained in annex IV to document FCCC/SB/2022/INF.2
5	20–22 March 2023	Malé, Maldives	Available at <a href="https://unfccc.int/documents/627908">https://unfccc.int/documents/627908</a>
6	4–5 June 2023	Bonn, Germany	Available at <a href="https://unfccc.int/documents/630504">https://unfccc.int/documents/630504</a>
7	31 July to 2 August 2023	Buenos Aires, Argentina	Available at <a href="https://unfccc.int/documents/631606">https://unfccc.int/documents/631606</a>
8	27–29 September 2023	Gaborone, Botswana	Available at <a href="https://unfccc.int/documents/632815">https://unfccc.int/documents/632815</a>