

# Submission by Argentina on behalf of ABU ARGENTINA, BRAZIL AND URUGUAY

February 2023

## Views on the framework and the workshops of the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation in 2023

Following the invitation to Parties contained in Decision 3/CMA.4 on the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation (the GlaSS) referred to in decision 7/CMA.3; and considering the **“Information note on the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation”**<sup>1</sup>, prepared by the Chairs of the Subsidiary Bodies, ABU would like to provide its views on the preliminary themes and timelines proposed.

### *General considerations*

Based on the **“Information note on the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation”**, prepared by the Chairs of the Subsidiary Bodies, in response to the request in paragraph 20, decision 3/CMA.4, the SB Chairs proposed the following preliminary themes and timeline for the workshops in 2023: **Workshop 5: Changing mindsets and worldviews towards transformation in adaptation**, with the inclusion of indigenous peoples’ wisdom, values and knowledge and consideration of cross-cutting issues included in paragraph 20 (g) (e) of decision 3/CMA.4; **Workshop 6: Zooming in: Target-setting, metrics, methodologies and indicators for the GGA as well as steps of an iterative adaptation cycle and means of implementation**, taking account of the systems and sectors set out by the IPCC, and of options for enhancing efforts to mainstream adaptation in national priority areas or sectors (para 20(a)(b)(c)(d) of 3/CMA.4); **Workshop 7: Zooming out: Interfacing the GGA with other processes**, including a specific focus/session on the GST process (para 20(i) of decision 3/CMA.4) and **Workshop 8: Taking stock of the Glasgow-Sharm el-Sheikh work programme: transforming towards an adapted/resilient world**, building on: recent scientific research/ knowledge/ assessment/ understanding; and action and support towards that transformation (para 20(f)(h) of 3/CMA.4).

In general terms ABU supports the proposed themes. However, we would like to suggest some changes in the order that has been presented. We are of the view that 2023 GlaSS workshops should give continuity and align Parties and non Parties stakeholders efforts with the substantial core of Decision 3/CMA.4, which is the development of a framework for the GGA (currently captured in workshop 6 of the SBs Chairs information note). In that regard, ABU would like to see **workshop 5** resume discussions around the GGA framework, its elements and their relationship with the sectors/themes and cross-cutting approaches. Additionally, the first workshop would be useful to advance conversations on possible indicators, metrics, approaches and targets as appropriate.

For ABU, the sequence would be: **workshop 6** addressing the interlinkages between the GGA and the GST process (workshop 7 of the SBs Chairs information note); **workshop 7:**

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<sup>1</sup> <https://unfccc.int/sites/default/files/resource/GGA%20Information%20Note%202023.pdf>

changing mindsets and worldviews towards transformation in adaptation (workshop 5 of the SBs Chairs information note) and, **workshop 8**: take stock of the Glasgow-Sharm el-Sheikh work programme, as it is already proposed in the SBs Chairs information note.

Additionally, we would like to provide further reflections on Workshop 5, including questions related to the proposed themes for that workshop.

Moreover, taking into account paragraph 8 of decision 3/CMA.4, that decided to initiate the development of a framework for the global goal on adaptation to be undertaken through a structured approach under the Glasgow–Sharm el-Sheikh work programme in 2023, ABU is pleased to provide a deeper, but preliminary, conceptual understanding of the framework, including some examples.

ABU understands that we are in a key moment for the process, with the final stage of the Global Stocktake approaching, and where technical and political dimensions are two aspects of the same discussion that need to be jointly addressed. In that regard, the GlaSS workshops provide the space to hold the technical discussions, whose results should be in correspondence with the political conversations in the negotiating process, at the next SB session.

### *The framework according to ABU*

The framework of the GGA needs to be **people-centered**, address the **urgency** of climate action and the limited window of opportunity to develop an **ambitious adaptation policy** (IPCC, 2022); be **evidence-based**; be **multi-scale** and comprise **cascading risks with transboundary and multi-system impacts**; be **measurable** and **assessable**; include both **collation and aggregation of national-level components** but at the same time a **value-added**; be **communicable** and a tool to improve **transparency** and the **collective learning exercise**. It is ABU's perspective that the framework should be a **vision** about the progress of adaptation at the global level in dialogue with all the experiences already happening at the national and local level.

**The framework involves both an action and a support function** including reviewing the progress made in achieving the GGA -through the GST- and the need to achieve the goal as a continuous global effort.

**Article 7.14 of the Paris Agreement** guides the adaptation collective assessment for the Global Stocktake, and this should ensure **linkages between its four elements** avoiding duplication and overlaps as well as building up synergies between the assessment on the global goal on adaptation and the GST process.

ABU made an initial proposal<sup>2</sup> that comprised key dimensions anchored in the **adaptation policy cycle (APC)**; **sectors and/or areas based in IPCC previous work, cross cutting approaches** and a **set of indicators/metrics/targets** to be developed over the second year of the GlaSS. This is in line with the Technical Paper prepared by the Adaptation Committee (2021) and the need to agree on what to track (establishing conceptual clarity on the global goal) and only then on how to track it (identifying appropriate methodologies, metrics and indicators).

For ABU the relationship between the elements included in para 10 of the Decision 3/CMA.4 is determined by the adaptation policy cycle (APC) as an overarching umbrella that informs the work of identifying, selecting and/or developing indicators, metrics and targets where appropriate. The rationale behind is that the APC is the way in which the adaptation community, in which the UNFCCC is included, has understood progress on adaptation for

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<sup>2</sup>ABU - AILAC Conference Room Paper at COP27 / CMA.4: <https://unfccc.int/documents/623166>

more than two decades, including action and support. The APC allows Parties, communities, subnational governments and different stakeholders **to understand how adaptation is occurring** at local, regional, national and international levels. Moreover, the framework would be a **useful tool to communicate the progress made** and what is needed, giving clear signals to the stakeholders on national and local needs and gaps .

As a two-way process, the framework based on the APC presents a **flexible and sensitive to national context design** but also an overarching concept and a vision that allows a **systematic tracking** of the global adaptation efforts. On the one hand, a **first track** where Parties will be enabled to easily identify their efforts and contributions to each adaptation policy cycle stage and sectors. Many Parties have made progress in adaptation through NAPAs, NAPs and other policy instruments, and for this reason a clear relationship can be established between those processes at the national level and the progress made towards achieving the GGA. It will also enable Parties to identify and communicate in their subsequent reporting instruments (BTRs, ADCOMMs, National Communications, NDCs, etc.) their new contributions, challenges and needs. On the other hand, a second track could be identified, assessing whether the processes, initiatives, mechanisms and instruments developed are aligned with the three components of the GGA.

ABU is aware of the huge challenge that Parties have ahead as well as the time constraints. For this reason, the strategy of work for the following workshops should strike the optimal balance between a feasible framework, which is an expected output of the process of this year, and a more ambitious framework that could be better improved over time.

Figures 1 and 2 show how ABU understands the interaction and intersections between the elements set out in paragraph 10 of the decision 3/CMA.4; and how the group sees the operationalization of the GGA framework. Figure 1 represents an example of the **first dimension of the APC "impact, vulnerability and risk assessment"** and it seeks to capture the two functions established for the framework in paragraph 9 of decision 3/CMA.4, which are: **guide the achievement of the global goal on adaptation;** and **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. In this regard, several targets can be considered, and a number of indicators, metrics and methodologies may be helpful to assess the progress of those targets.



**Figure 1:** first dimension of the APC (impact, vulnerability and risk assessment) example

Dimensions of adaptation policy cycle	Target	Indicators / metrics / methodologies	Themes	Indicators / metrics / methodologies	Cross-cutting considerations
<p><b>Impact, vulnerability and risk assessment</b></p>	<p><b>Examples of targets applicable to impact, vulnerability and risk assessment:</b></p> <ul style="list-style-type: none"> <li>- At least 80% of Parties to the UNFCCC includes information on vulnerability and risk assessment through NDC, ADCOMs, A-BTRs by 2030</li> <li>-At least 80% of Parties to the UNFCCC developed scientifically-based knowledge on current and future climate risks at the appropriate scale (Source: IDDRI).</li> <li>- At least 80% of Parties to the UNFCCC have future climate risks projected at a relevant/useful scale (Source: IDDRI).</li> </ul>	<p><b>Example of indicators according to the targets:</b></p> <ul style="list-style-type: none"> <li>-Number of countries using vulnerability and risk assessments to inform adaptation planning and action as communicated and/or reported to the UNFCCC (Source: LEG and UNFCCC secretariat).</li> <li>-Number of countries that have comprehensively assessed climate vulnerability (Source: LEG and UNFCCC secretariat).</li> <li>-GAP-Track (Source: IDDRI).</li> </ul>	<p><b>Water</b></p>	<p>Trends in the proportion of the population exposed to drought of the total population (Source: UNCCD).</p>	

Regarding **indicators, metrics and methodologies**, progress has been made in setting goals and targets relating to other development and environmental challenges, all of which interact with climate change (UNFCCC, September 13<sup>nd</sup>, 2022; Adaptation Committee, 2021). As it is the first version of a framework for the GGA it could build on those already used by different regimes and agreements such as *UNFCCC sources, the CBD, the 2030 Agenda for Sustainable Development and the Sendai framework for Disaster Risk Reduction, the UNEP Adaptation Gap Report*, and others. The framework would help better connect the policy domains of sustainable development, disaster risk reduction, and climate change adaptation which already have well recognized synergies. In the previous example, and according to paragraph 10 of decision 3/CMA.4, **water** has been defined as a theme, and under the first stage of the APC an indicator from the United Nations Convention to Combat Desertification (UNCCD) could be useful to carry out an initial characterization of climate risk analysis in that respect. The second example (**figure 2**), shows the **planning dimension of the APC**, where an indicator of the Convention on Biological Diversity (CBD) addresses mainstreaming of biodiversity values on a variety of policy instruments, which can clearly include those related to climate change.

With regard to cross-cutting considerations, a combination of approaches in order to generate a holistic picture of all the elements included in paragraph 10 (c) of decision 3/CMA.4. This would imply making use of descriptive assessments and case studies, grounded in the information reported through national communication and other reporting instruments that improve visibility of different efforts and actions (Beauchamp and Bueno 2021). This can also be complemented by using a selection of quantitative and /or proxy indicators. The example below illustrates how UNEP, in its Adaptation Gap Report (2022), focuses the analysis in the inclusiveness criteria, by examining national laws and policies to assess whether groups in vulnerable situations that may include persons with disabilities, children, youth; gender<sup>3</sup>; indigenous peoples; migrants; and local communities) are being considered in planning processes.

Finally, it is important to highlight that all the elements of the framework should be fed by the sources of information included in paragraph 37 of Decision 19/CMA.1, as established in paragraph 10 (d). By doing this, the sources of information to the GST are the same used to nurture the GGA framework, aligning them in order to capture progress.

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<sup>3</sup> See footnote on page 13 of the Adaptation Gap Report (UNEP, 2022).

**Figure 2:** second dimension of the APC (planning) example

Dimensions of adaptation policy cycle	Target	Indicators / metrics / methodologies	Themes	Indicators / metrics / methodologies	Cross-cutting considerations	Sources of information
Planning	<p><b>Examples of targets:</b></p> <ul style="list-style-type: none"> <li>-Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020 (Source: Sendai framework)</li> <li>-Every Party (100%) to the UNFCCC developed a national policy instrument to address climate change adaptation by 2030.</li> </ul>	<p><b>Example of indicators according to the targets:</b></p> <ul style="list-style-type: none"> <li>-Number of countries that adopt and implement national disaster risk reduction strategies in line with the Sendai Framework for Disaster Risk Reduction 2015-2030 (Source: Sendai framework).</li> <li>- 13.2.1 Number of countries with nationally determined contributions, long-term strategies, national adaptation plans and adaptation communications, as reported to the secretariat of the United Nations Framework Convention on Climate Change (Source: SDG framework).</li> <li>-Number of countries that identifies adaptation options to address key vulnerabilities; Number of countries that have undertaken activities on integrating adaptation into national and subnational development planning (Source: LEG and UNFCCC secretariat).</li> </ul>	<p><b>Terrestrial and freshwater ecosystems</b></p>	<p>13.0.1 Extent to which national targets for integrating biodiversity values into policies, regulations, planning, development processes, poverty reduction strategies and accounts at all levels, ensuring that biodiversity values are mainstreamed across all sectors and integrated into assessments of environmental impacts (Source: CBD).</p>	<p><b>Including gender considerations</b></p>	<p><b>Example of indicator:</b></p> <ul style="list-style-type: none"> <li>- Number of climate laws and policies referencing different stakeholder groups (Source: GAP Report, UNEP).</li> </ul> <p>Argentina's Second Adaptation Communication - Section 4.3.4: Good practices and lessons learned, and exchange of information: mainstreaming gender in adaptation</p>

## *Guiding questions and speakers for workshop 5*

ABU proposes that the **workshop 5** builds on **questions** like:

1. What are the main information and data gaps that developing countries are experiencing and constrain the development of vulnerability and risk assessments to inform adaptation decision-making processes?
2. What are the main lessons learned from the adaptation planning process that can be drawn on?
3. What are the main issues of the APC that can be collated/aggregated at the global level and what should be the added value of the GGA framework?
4. How can **national monitoring, evaluation and learning systems** provide information to the GGA framework?
5. How can the **GGA framework contribute to the national efforts** made to build adaptation M&E systems?
6. What **additional approaches** can be useful to address each of the adaptation policy cycle, sectors/themes and cross-cutting approaches?
7. In which way different stakeholders like subnational governments, NGOs, institutions, communities, etc. can **make use of the framework and also contribute with information** for the assessment of the GGA progress?
8. What elements and conditions should consider the GGA framework to assess progress but also the challenges that different countries and regions have in terms of adaptation?
9. How can the GGA framework adequately reflect the balance between action and support?

Finally, we would like to propose the following speakers that may provide insightful information and give presentations that considers the elements referred in paragraph 10 (a) (b) (c) of decision 3/CMA.4 for the fifth workshop:

1. The UNFCCC secretariat to briefly present at the beginning of the workshop the document "Compilation and synthesis of indicators, approaches, targets and metrics for reviewing overall progress in achieving the global goal on adaptation" (UNFCCC, September 13th, 2022).
2. IPCC authors, to present possible useful indicators, metrics and approaches at local, national and global levels, for each of the sectors as contained in the WGII contribution to the IPCC Sixth Assessment Report.
3. Representatives of the Local Communities and Indigenous People Platform – LCIPP that could provide qualitative and quantitative approaches to be captured by the framework.
4. UN Women and Gender Constituency to provide qualitative and quantitative approaches to be captured by the framework.
5. UN organizations, cities and private sector whose work can be taken as a source of information for the different elements of the framework (I.E International Institute for the Environment and Development – Iied; UNEP, IDDRI, experts from CBD, SDG and Sendai frameworks, etc.).



## *General reflections on the 2023 workshops, timeline, modalities and expected outcomes*

For ABU, the workshops are not negotiation spaces. They should help to enhance the understanding of Parties on issues related to the objectives of the GlaSS, so as to agree on specific mandates and recommendations **under the SBs and the COP and CMA**, as appropriate. However, the technical conversations and their results should be brought as inputs to the negotiating spaces. The linkage between the two tracks is key to continue the development of the framework as it was decided in paragraph 8, Decision 3/CMA.4.

For ABU, an important consideration to take into account is that the GGA is already defined in Article 7, paragraph 1, of the Paris Agreement, and for assessing progress towards the GGA, Article 7.1 should be considered in its entirety, that is, “enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change” and “with a view to contributing to sustainable development and ensuring an adequate adaptation response in the context of the temperature goal referred to in Article 2”. In this sense, we should take a holistic approach to it.

For ABU the **expected outcome** is to have a clearer understanding on the linkages between the components of the framework and its possible set of targets, metrics, methodologies and indicators, based on those already developed by various organizations and institutions to date.

ABU agrees to have a **dedicated workshop on the GST** (we suggest to switch workshop 7 into 6) that provides substantial input on what should be assessed and the approaches that could be used in the first GST, in line with the framework established in decision 3/CMA.4. This dedicated workshop should also look into other outcomes to subsequent GSTs, considering the needs for support of the Parties to **establish robust adaptation monitoring and evaluation systems** at the local, national and regional levels, to improve their future capacity to monitor and evaluate adaptation.

The workshops should be informed, to the extent possible, by **examples and case studies** that are in line with their selected themes. With this aim, the SB Chairs, with the assistance from the secretariat, could ask IPCC WGII authors and the Adaptation Committee to suggest specific examples and case studies for each workshop as well as who can present them.

Regarding the **modalities** of the workshops, ABU is of the view that the in person modality is best for the engagement of the participants and that there should be **balanced geographical representation**. In this sense, we kindly ask the Secretariat to provide support to ensure the participation in person of ABU countries.

In the same line, the **virtual modality** also presents advantages for inclusive participation and we appreciate that the 2023 workshops will be spread over longer time periods, with fewer hours per day, in favor of this type of participation.

Regarding the **new modalities** suggested by the SBs Chairs for greater interaction and inclusivity, we agree on the proposal of having panels with presentations by Parties, relevant UNFCCC constituted bodies, organizations, experts, and practitioners, in order to ensure all participants have the same information and are given the same opportunity to reflect about a selection of topics. After the main panel, breakout groups sessions with different areas of work based on the panel presentations can be organized, and be followed by plenary sessions to exchange the views expressed.

The participants should receive in advance the guiding question and information on the format of the sessions; relevant UNFCCC constituted bodies, organizations, experts, and practitioners should be considered as part of the moderators.