

Canada's Submission on the 2023 Workshops of the Glasgow-Sharm el-Sheikh Work Programme on the Global Goal on Adaptation

February 2023

Canada is pleased to submit its views on the 2023 workshops of the Glasgow-Sharm el-Sheikh Work Programme on the Global Goal on Adaptation (GlaSS), per FCCC/PA/CMA/2022/L.16, paras 16 and 17, in anticipation of the first workshop of the year in March. The current submission reflects Canada's views on the topic for the March 2023 workshop and the proposed approach for 2023, as proposed by the SB Chairs in the information note of February 8, 2023. All parts of the world are feeling the effects of climate change, and all actors must mobilize to contribute to progress on climate adaptation.

While support for adaptation action is critical, the best measure to protect against future adverse impacts of climate change is to limit emissions as rapidly as possible. Countries in all parts of the world already experience adverse impacts of climate change, and, on our current trajectory, these impacts are likely to continue to worsen in the coming years. Within Canada, the northern region has experienced annual mean temperature increases of roughly three times the global mean warming rate. Without rapid and deep emissions reductions, best efforts to close the adaptation gap globally will remain insufficient. Both mitigation and adaptation—for the near and long term—are urgently needed, and this must inform all our efforts in the UNFCCC and under the Paris Agreement.

Overall Design of the Framework

Considering that climate change impacts are felt differently in different parts of the world and by different parts of society, a framework on the global goal on adaptation should be flexible enough to be relevant for all Parties and should allow for adaptation action to include different types of knowledge such as Indigenous Knowledge, local knowledge, and under-represented voices. As such, it should avoid focusing on any particular region or type of knowledge, instead capturing ways that Parties can coordinate at a higher level to contribute towards progress on adaptation and measure such progress. Similarly, the framework should be developed in such a way that it establishes a frame that endures in the years to come, and is able to evolve as knowledge and capacity evolves. It must avoid any singular pathway as we respond collectively and individually to the challenges of climate change. National governments are not able to meet the goals of the Paris Agreement alone, so a framework on the global goal on adaptation should reflect the roles of civil society, the private sector, Indigenous Peoples, and the scientific community. The framework may capture knowledge co-production, in terms of how diverse ways of knowing can learn and engage with one another. The concept of common risk and common resilience highlights that climate change impacts in one part of the world have ramifications elsewhere—for example in terms of health impacts, supply chain issues, changing global markets, and immigration—and that resilience in one part of the world supports resilience in other parts of the world. Additionally, climate risk is highly dependent on other factors, such as structural determinants including

socio-economic inequalities. All these elements must be thoughtfully considered in the design of the framework, and inform how adaptation measures are decided upon and implemented.

The **cross-cutting considerations** outlined in paragraph 10(c) of the CMA.4 decision on the GlaSS should be discussed throughout the development of the framework. Notably, this includes the **diverse and distinct knowledge systems and sciences of Indigenous Peoples**. Indigenous Knowledge, Indigenous science, and Indigenous ways of knowing and being should have a central role in communicating impacts of climate change and adaptation solutions and actions to global fora. Ethical and equitable engagement and inclusion of Indigenous perspectives in reporting enables dynamic, values-based, and community-driven adaptation. The GlaSS and the resulting framework can help build bridges between decision-makers, Indigenous communities, Indigenous scholars, and other researchers by engaging with and incorporating Indigenous science and knowledge practices. The GlaSS process, and any ongoing work related to the global goal on adaptation, must provide space to ensure that Indigenous Peoples are speaking for themselves, and to ensure that these processes can be informed by the work of the Local Communities and Indigenous Peoples Platform to build capacity for engagement of Indigenous Knowledge¹. The International Indigenous Peoples' Forum on Climate Change may be invited to support discussions in this regard as the representative voice of Indigenous Peoples at the UNFCCC, alongside contributions from the Local Communities and Indigenous Peoples Platform (LCIPP). The LCIPP intends to develop a scoping document for the contribution of Indigenous Peoples' and local community perspectives to considerations on the global goal on adaptation as part of Activity 6 of its 2022-2024 workplan.

Structured Approach: Themes and Guiding Questions for the Workshops in 2023

The first four GlaSS workshops, which occurred in 2022, provided a useful forum for Parties to exchange information about adaptation priorities and needs, as well as share stories of successes and challenges in adaptation planning, implementation, and monitoring and evaluation. In the coming year, efforts must focus on generating a constructive outcome for the conclusion of the GlaSS at COP28.

Recalling paragraph 8 of the CMA.4 decision on the GlaSS, which decides that the development of a framework for the global goal on adaptation will be undertaken through a **structured approach** under the GlaSS in 2023, Canada would suggest that adequate time in the workshops is allocated to design and refine the framework in advance of COP28.

Canada appreciates the information provided by the SB Chairs in the note published on February 8, 2023. We are encouraged to see Indigenous Knowledge, Indigenous science, and Indigenous ways of knowing featured prominently in the theme for the March 2023 workshop.

¹ See, for example, the training webinar series produced as part of Activity 4 of the first 2-year workplan of the LCIPP (<https://lcipp.unfccc.int/about-lcipp/workplan-activities>).

In response to the four workshop themes proposed by the SB Chairs, Canada would provide the following reflections and suggestions for guiding questions, with the intention of raising questions that will help Parties hone in on elements that could be reflected in a framework on the global goal on adaptation. Over the course of 2023, Canada will be pleased to share additional views as the GlaSS progresses and the framework evolves.

- **March Workshop – Changing mindsets and worldviews towards transformation in adaptation**

Since the IPCC highlighted that transformation across societies is necessary to address the impacts of climate change, Canada suggests that the GlaSS program could consider how various sectors and aspects of society must transform to achieve the global goal on adaptation. Paragraph 10(b) of the CMA.4 decision on the GlaSS lists **themes** to consider in the development of the framework. Canada suggests that these themes could be distilled, but not limited to, the following proposed areas:

- **Health and Wellbeing;**
 - Which can include water, food and agriculture, health, and tangible cultural heritage;
- **Nature and Biodiversity;**
 - Which can include terrestrial and freshwater ecosystems, oceans and coastal ecosystems, mountain regions, polar regions, and biodiversity;
- **Infrastructure;**
 - Which can include cities, settlements and key infrastructure; and
- **Economy and Workers;**
 - Which can include poverty and livelihoods.

The workshop design, and the resulting framework, should reflect that these areas are interconnected. Climate impacts can affect multiple areas and sectors simultaneously, and adaptation actions can mutually benefit multiple sectors. At the same time, some adaptation actions may have positive benefits on one area while adversely affecting another, which would constitute maladaptation. Any configuration of a framework for the global goal on adaptation should reflect this interconnectivity and the need for well-designed and thoroughly considered adaptation action.

A framework on the global goal on adaptation can help connect Parties' efforts in each of these overarching areas, covering various sectors and ecosystems, to the international context in which the UNFCCC operates. This may also include, as appropriate, disaster risk reduction as a core element that must be addressed across all thematic areas.

Indigenous Science and Indigenous Knowledge are essential to support effective adaptation action. In each of the areas outlined above, Indigenous Peoples must be meaningfully included in transformative actions at all stages of the adaptation policy cycle: assessment, planning, implementation, and monitoring, evaluation, and learning. Indigenous perspectives on environmental stewardship and adaptation are also more holistic and systems-based with a tendency to anticipate and avoid long-term consequences. Ethical and equitable inclusion of these distinct and diverse perspectives will help develop solutions that are more likely to benefit all parties over time. This should be reflected in a final framework on the global goal on adaptation, and put into practice as all Parties work towards transformative adaptation.

Canada would provide the following suggestions for guiding questions for the workshop, for the consideration of the SB Chairs:

- What prevents or creates barriers to changing mindsets and worldviews towards transformation in adaptation?
 - How can the framework reflect the need for meaningful engagement and inclusive processes involving Indigenous Peoples, youth, communities and those most vulnerable to the effects of climate change, such as women and girls, and other segments of society that must be included in the adaptation policy process?
 - How can the framework respectfully acknowledge the self-determination and data sovereignty of Indigenous Peoples and Indigenous Knowledge(s), as well as respect for the rights of Indigenous Peoples, while making room for a long-term, mutually beneficial, adaptation framework?
 - Elements of health, infrastructure, adaptation, sustainability and climate are all interconnected. How can we support capacity building to help create opportunities to pass Indigenous science and Indigenous Knowledge on adaptation strategies to the next generation?
 - How is your country or Party advancing transformative adaptation in different sectors and ecosystems, considering the interconnectivity of these areas?
 - How does your country or Party consider transboundary implications in its national adaptation planning and action?
 - How can we incorporate these areas (sectors and ecosystems) into a framework for the global goal on adaptation, with the view of enhancing global action on adaptation while also respecting the rights of Indigenous Peoples?
- **June Workshop – Zooming in: Target-setting, metrics, methodologies and indicators for the GGA as well as steps of an iterative adaptation cycle and means of implementation**

At the October 2022 workshop, Parties were able to exchange views on the topic of “Methodologies, indicators, data and metrics, monitoring and evaluation” and hear insightful presentations from external experts. To make the best use of the limited time available to

develop the framework, the upcoming workshops should build on, rather than repeat, the previous workshop topics.

During the previous workshop, many Parties and external experts noted challenges associated with global target setting, and potential risks of doing so. There is not consensus on whether the framework should include new targets and indicators. This must be reflected in the design of the workshop and the guiding questions, which should not presume consensus on issues that are still under discussion. A constructive approach for the June 2023 workshop may be to encourage Parties to hone in on which existing global targets and indicators can best support the global stocktake. Canada remains open to creative ideas about how to measure progress towards adaptation at the global level that address challenges and risks raised during the October 2022 workshop.

Paragraph 10(a) of the CMA.4 decision on the GlaSS outlines the four stages of the **iterative adaptation policy cycle**, noting that support in terms of finance, capacity, and technology must be a consideration at each stage. It could be useful in the June 2023 workshop to delve into each of these stages individually, to better understand how we measure outcomes at each stage. Moreover, we should recall the enabling conditions for adaptation, as described in the IPCC's Working Group II report from the Sixth Assessment Report, and consider how these can affect the success in carrying out adaptation action throughout each stage in the policy cycle.

Canada would provide the following suggestions for guiding questions for the workshop, for the consideration of the SB Chairs:

- What existing global metrics can support an assessment of progress towards the global goal on adaptation?
 - What successes and challenges has your country or Party experienced at the various stages of the adaptation policy cycle?
 - How can the international community, through the UNFCCC, help overcome the challenges?
 - How has your country or Party considered the IPCC's enabling conditions at the various stages of the adaptation policy cycle in terms of national efforts on adaptation?
- **August Workshop – Zooming out: Interfacing the GGA with other processes, including a specific focus/session on the GST process**

We hope that the March and June workshops will provide Parties with a better sense of what inputs the GlaSS can provide to the second global stocktake. By the time the workshop takes place in August, we expect that the events in the first half of 2023, including the third technical dialogue under the global stocktake in June, will have provided Parties with insights as to existing gaps in knowledge. At this stage, we may be able to consider how to address these gaps

in knowledge, in order to make recommendations from the GlaSS for the second global stocktake. It would be useful if an expert engaged in the global stocktake were able to participate in the August workshop to provide an update on the process of the first global stocktake, as well as any reflections about how progress on adaptation could be better captured in subsequent global stocktakes.

Canada would suggest the following guiding questions for the workshop, for the consideration of the SB Chairs, although we expect that we may want to provide additional suggestions closer to August:

- As we approach the end of the process for the first global stocktake, where do you see gaps in knowledge on adaptation? How can countries and Parties support a more thorough assessment of global progress on adaptation for the second global stocktake?
 - How can Indigenous Knowledge and Indigenous science be better included to inform global progress on adaptation?
- **September/October Workshop – Taking stock of the Glasgow-Sharm el-Sheikh work programme**

As the final workshop before COP28, the September/October workshop will be crucial to finalize the draft framework. Ideally, Parties will agree on most, if not all, elements of the framework by the conclusion of the September/October workshop. This will allow Parties to reflect on the GlaSS, and share views regarding successes and challenges of the Work Programme. Such a discussion may have useful application for other work programmes under the UNFCCC, and could provide insight as to next steps on adaptation under the UNFCCC.

Canada would provide the following suggestions for a guiding questions for the workshop, for the consideration of the SB Chairs, although we expect that we may want to provide additional suggestions closer to the September/October workshop:

- What features of the GlaSS contributed to fruitful and constructive discussions?
- How did the modalities of the GlaSS help or hinder Parties' efforts to make progress towards achieving the global goal on adaptation?
- What recommendations would your Party suggest to bolster future work programmes under the UNFCCC, drawing on experiences during the GlaSS?

Modalities of the GlaSS Workshops in 2023

As Parties to the Paris Agreement, it is our collective responsibility to undertake our work in such a way that takes into account our own impact on mitigation efforts. As such, it is imperative that we plan the GlaSS workshops wisely, with every effort to limit greenhouse gas emissions throughout the execution

of the GlaSS. Canada encourages the UNFCCC Secretariat and all Parties to consider holding the 2023 GlaSS workshops in tandem with other meetings or events that are already expected to be attended by some of the GlaSS participants.

A strength of the GlaSS is that it enables engagement of non-Party actors, including Indigenous Peoples, Indigenous scholars, and other representatives from non-governmental organizations. Accordingly, Canada would encourage consideration of how the agenda for the GlaSS workshops can allow for virtual engagement, as well as the direct participation of Indigenous representatives and Knowledge-holders. Recognizing that many Parties will choose to attend in person, given the benefits of face-to-face engagement, a viable virtual option may enable greater participation by other subject matter experts or negotiators, including those who work on cross-cutting issues such as finance and technology, as well as non-Party representatives.

Canada looks forward to engaging in the GlaSS throughout 2023, with a view of contributing to the development of a framework for the global goal on adaptation.