



SUBMISSION BY SWEDEN AND THE EUROPEAN COMMISSION ON BEHALF OF THE EUROPEAN UNION AND ITS MEMBER STATES

Stockholm, 11 May 2023

Subject: EU submission on the 6th workshop to be held under the Glasgow-Sharm el-Sheikh work programme on the Global Goal on Adaptation.

Summary

- The sixth workshop under the GlaSS should be focused on achieving a common understanding of the purpose, addressees and structure of the GGA framework.
- The purpose of the framework should be to guide adaptation action. It should promote action along the four steps of the adaptation policy cycle.
- The framework should be structured to reflect global priorities for action, while at the same time taking into account different circumstances and priorities of countries and regions.
- Cross-cutting considerations provide guidance on how the work on dimensions and themes is to be carried out.
- The GGA framework should be linked to, and incorporate wherever relevant, other existing globally agreed frameworks, addressing the current fragmentation of processes and structures in adaptation at the global level.
- Targets or indicators for the framework should consider current reporting requirements under UNFCCC and the Paris Agreement and, where appropriate, could draw on relevant existing targets and indicators from other UN processes.
- The development of the GGA framework and the identification of inputs to be reflected into the first and subsequent GSTs are closely linked. For this reason, the second element of this submission speaks to an approach to reviewing overall progress made in achieving the GGA as part of GST 1.

Introduction

The European Union and its Member States (EU) recognize the importance of achieving the Global Goal on Adaptation (GGA), as established in Article 7.1 of the Paris Agreement, for the full and effective implementation of the Agreement. The EU welcomes the decision to engage in a structured approach in the second year of the Glasgow – Sharm el-Sheikh work programme



on the GGA (GlaSS), as specified in decision 3/CMA.4, with a view to developing and adopting a framework for the GGA at CMA 5 in November this year.

This submission responds to a call in decision 3/CMA.4, paragraph 17, to provide “[...] over the course of 2023, via the submission portal, additional views on the workshops to be held in 2023, noting that views pertaining to a specific workshop should be submitted three weeks in advance thereof.” It addresses **two issues of relevance for the sixth GGA workshop**, namely **(1) work towards a common understanding of the function, structure and content of a framework for the GGA** and **(2) an approach to reviewing overall progress made in achieving the GGA as part of the first Global Stocktake (GST)**.

Developing a common understanding of the purpose, addressees, structure and content of a framework for the GGA

The EU is committed to working together with all groups, Parties and Non-Party stakeholders in developing a common understanding of the purpose of the framework for the GGA as well as of the structure and content needed to deliver that purpose. A common understanding on these key elements is an important precondition to allow Parties to successfully establish the framework at CMA 5 later this year.

The EU would like to thank other groups and parties for the ideas and proposals put forward on the framework to date, including ideas presented at the fifth GlaSS workshop in March of this year.

The framework should be developed **following a structured approach**, as foreseen in decision 3/CMA.4, paragraph 8 – and we have proposed a sequence of steps for such an approach in our previous submission from February 2023.¹

We believe that discussions should address **three key questions**:

1. What is the purpose of the framework? What does it seek to achieve? (Purpose)
2. Who is the framework for, who should take action? (Addressees)
3. How should the framework be structured to deliver on its functions over time? (Structure and content)

¹ <https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202303021127---SE-2023-03-02%20Submission%20on%20GlaSS.pdf>



Decision 3/CMA.4 offers a number of elements to draw upon in developing answers to these questions. From an EU perspective we see them as follows:

Purpose of the framework

- The purpose of the framework should be to guide adaptation action. It shall be facilitative, and not prescriptive.
- The framework shall improve our approach to its two functions; 1) enhancing action and support and 2) reviewing overall progress on adaptation action taken towards achieving the GGA.²
- The framework should encourage a shift towards transformational adaptation at all levels. Transformational adaptation is key to overcome fragmentation of efforts and to achieve progress towards achieving the GGA.
- The framework should promote action along the four steps of the adaptation policy cycle³ at all levels and over time, as adaptation is a continuous and iterative process.

The addressees of the framework

- Addressees of the framework are all relevant actors undertaking adaptation actions. This includes first and foremost, but not exclusively, national governments and sub-national authorities.
- The framework should also guide adaptation actions of Non-Party Stakeholders, including international organizations, the private sector and Multilateral Development Banks (MDBs).

The structure and content of the framework

- The **main elements** of the framework, as per decision 3/CMA.4, paragraph 10, include (a) dimensions, (b) themes and (c) cross-cutting considerations (Figure 1).

² Decision 3/CMA.4, paragraph 9: „Also decides that the framework referred to in paragraph 8 above will guide the achievement of the global goal on adaptation and the review of overall progress in achieving it [...]“

³Impact, vulnerability and risk assessment; planning; implementation; monitoring, evaluation and learning

- The framework should be structured to **reflect global priorities for action**, while at the same time **taking into account different circumstances and priorities** of countries and regions.
- The **enabling factors for adaptation**, such as financing, institutional arrangements, leadership etc. are necessary throughout the policy cycle and should be treated in an integrated manner.⁴

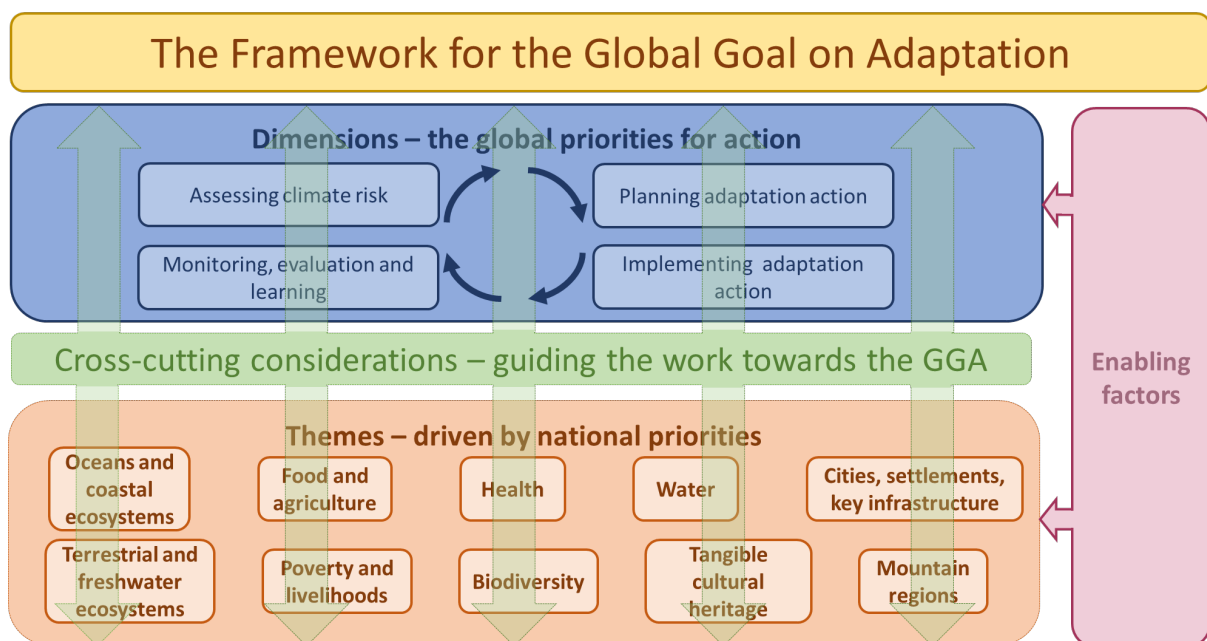


Figure 1: Structure of the framework

- The **dimensions** referenced in decision 3/CMA.4, paragraph 10(a), consisting of the four steps of the **adaptation policy cycle**, form the basis of the framework. The adaptation policy cycle is a universal approach that applies to and supports adaptation action across the globe. The dimensions therefore lend themselves well to the identification of global priorities for action, and to the setting of global targets. A possible approach could be to identify at least one high-level political target for each of the dimensions.
- The **themes**, as listed in decision 3/CMA.4, paragraph 10(b) represent relevant priorities for action and some of them are also reflected as SDGs. However, not all of these are equally relevant for all countries and regions. It is important that countries can decide

⁴ Decision 3/CMA.4, paragraph 10 (a): „[...] recognizing that support in terms of finance, capacity-building and technology transfer is a consideration in each stage of the cycle;”



on their adaptation priorities and how to best approach them, based on their climate risk analyses.

- The **cross-cutting considerations** are different in nature from dimensions and themes. They do not speak to what should be done, but rather **how** it should be done. As such, they should provide guidance on how the work on dimensions and themes is carried out, without dedicated targets and indicators.
- As appropriate, targets and indicators can provide direction and opportunities for monitoring progress. As described in the AC Technical Paper on “Approaches to reviewing the overall progress made in achieving the global goal on adaptation”⁵, the EU considers a mix of approaches relevant for reviewing progress on adaptation as part of the framework.
- Targets or indicators for the framework should consider current reporting requirements under UNFCCC and the Paris Agreement and, where appropriate, could draw on relevant existing targets and indicators from other UN processes such as the Sustainable Development Goals, the Convention on Biological Diversity and the Sendai Framework.
- **Keeping the structure of the framework simple is essential** to prevent additional reporting burdens, especially for developing countries. It is also important to allow time for the processes to mature and evolve in an iterative fashion, and we therefore suggest to start simple, finding a basic structure that does not create unnecessary complexity.
- A new framework should not lead to further fragmentation. It is important to specify how the framework relates to, and can enhance, existing arrangements such as Cancun Adaptation Framework. Developing the GGA framework is the occasion to **streamline and strengthen the adaptation agenda under the Paris Agreement**.

The EU is of the view that the sixth workshop under GlaSS could usefully look into the elements outlined above, with a view to identify global priorities for action as well as other areas of convergence. These could be further discussed and captured as part of the discussions under the related GlaSS agenda item at SB58.

Reviewing overall progress made in achieving the GGA at GST1

The development of the GGA framework and the identification of inputs to be reflected into the first and subsequent GSTs are closely linked. For this reason, the second element of this

⁵ <https://unfccc.int/documents/309030>



submission speaks to an approach to reviewing overall progress made in achieving the GGA as part of GST 1.

The GST has a mandate from Article 7.14 (d) of the Paris Agreement to “[r]eview the overall progress made in achieving the global goal on adaptation [...]”. The co-facilitators of the technical dialogue of GST1 have announced that the **third technical dialogue (TD1.3)** in June 2023 will focus on this mandate. The EU would like to stress that the **mandate** of the Paris Agreement is to **review progress made**, and that the focus is therefore on achievements made – i.e. progress – on adaptation globally. Furthermore, “identifying opportunities for and challenges in enhancing action and support for collective progress” is a key result for the consideration of outputs of the global stocktake (Decision 19/CMA.1 §34(a)).

The EU suggests to deliver on this mandate as follows:

- (a) Activities and reports under the GST related to adaptation⁶ should be structured by the adaptation policy cycle. Referenced information should be clearly distinguished according to i) information reported and communicated by Parties; and ii) other relevant data and scientific results, including the reports of the Intergovernmental Panel on Climate Change and United Nations agencies or non-party stakeholder inputs;
- (b) Reports under the GST should include quantitative and qualitative information on **progress along the steps of the adaptation policy cycle**, including the number of NAPs initiated and submitted as well as the progress of NAP implementation;
- (c) The Adaptation Committee (AC) should update existing analytical reports of relevance for GST 1, **considering inter alia reported information**.⁷ For future GSTs, the AC in collaboration with other Constituted Bodies should provide an overview of adaptation action taken in regular reports, based on information reported by Parties.

Decision 3/CMA.4, paragraph 24 stipulates that “the elements contained in paragraph 10 [of that decision, i.e. dimensions, themes, cross-cutting considerations, as well as sources of information] will be taken into consideration for reviewing overall progress in achieving the

⁶ For GST 1, the activities and reports are outlined in Decision 19/CMA.1, including a summary of output with opportunities and challenges for enhancing action and support, a factual synthesis of the technical assessments and a synthesis report on the state of adaptation efforts.

⁷ During the AC23 meeting, the Adaptation Committee expressed the need to identify and extract outputs from relevant AC reports on metrics and indicators, making sure there is no duplication of efforts. Continuing the compilation of methodologies into the AC technical paper on ‘approaches to reviewing the overall progress made in achieving the GGA’, and making it a “living document”, was also suggested. These proposals will be taken forward for further discussion and operationalization in the revamped AC working group on the GGA.



global goal on adaptation in the context of the first global stocktake;” The **adaptation policy cycle should thus serve as the basic structure for reviewing progress**, to be complemented by a focus on themes and cross-cutting considerations, drawing on sources of information including those referred to in decision 19/CMA.1, paragraph 37.

The EU supports a substantive review of progress on adaptation as part of GST 1. **Discussions at TD1.3 should be informed by, and in turn go on to inform, ongoing work under GlaSS.** Further fragmentation in the negotiation process and in implementation is to be avoided, instead enabling a common understanding of priorities on the next steps to enhance adaptation action and support. The EU sees the review of overall progress made in achieving the GGA as part of GST 1 as:

- Providing the foundation for future assessments, to be continuously complemented by additional and more detailed layers of information, including from the framework.
- A learning exercise, prompting improved collective review of adaptation efforts over time.

Conclusion

The EU remains fully committed to the GlaSS process and to delivering a solid outcome on a framework for the GGA at CMA 5. We will continue to actively contribute to the discussions throughout this year. We look forward to engaging with Parties and Non-Party stakeholders, including experts, practitioners and civil society, through the structured approach envisaged in decision x/CMA.4, working in pursuit of our common goal – the global goal on adaptation.