



ALLIANCE OF SMALL ISLAND STATES

SUBMISSION

27 July 2023

TOPIC: PARTIES AND OBSERVERS TO SUBMIT THEIR CONTRIBUTIONS TO AND VIEWS ON THE WORKSHOPS TO BE HELD IN 2023, INCLUDING QUESTIONS RELATED TO THE THEMES OF THOSE WORKSHOPS

Samoa on behalf of the Alliance of Small Island States (AOSIS) welcomes the opportunity to submit views on the outcomes of -and work conducted under- the Glasgow–Sharm el-Sheikh work programme on the Global Goal on Adaptation (GGA). Also, we would like to take this opportunity to share views on the draft decision for consideration and adoption at the fifth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA5), considering the possible structural elements contained in paragraph 7 of the Draft conclusions proposed by the SB Chairs at the fifty-eighth session (SB58).¹

Adaptation continues to be a high priority area for small island developing states (SIDS) and is regarded as a pathway to minimize loss and damage associated with increased climate impacts. As adaptation thresholds are threatened and breached in light of insufficient mitigation action, and the costs of adaptation are increasing, it is important to ensure timely operationalization of the GGA established in Article 7 of the Paris Agreement. For SIDS, the implementation of adaptation priorities, and provision of adequate support, which includes finance, capacity building, technology transfer and technical assistance, is inherently urgent.

Introduction

Following the information note prepared by the SB Chairs, and the work undertaken at SB58, AOSIS has decided to provide views on its vision of the GGA, including its framework and the remaining workshops of the Glasgow-Sharm el-Sheikh work programme, to ensure that a substantive decision is made at COP28 / CMA5 that pushes forward the operationalization of the GGA.

In developing the framework for the GGA, AOSIS continues to advocate for a focus on particularly vulnerable countries and communities, which include SIDS, even if adaptation

¹ Draft conclusions proposed by the Chairs. Available at: <https://unfccc.int/documents/629445>

data compiled through the GGA process is aggregated globally. The framework should move us toward the well-being and prosperity of people and planet, by providing an overall vision, or an aspirational articulation, for the GGA itself. To accomplish this, the framework should be **structured in a way that identifies what will be measured, at what scale, by when, what support is needed, and any resulting feedback loops.**

AOSIS has previously suggested² the consideration of seven factors in the development of the framework for the GGA:

- **First**, it is important to consider targets and indicators that are already being used and currently being developed by SIDS at regional, national and local levels.
- **Second**, it is critical that the framework should not increase reporting obligations for SIDS. Reporting should be voluntary and supported, and not duplicate existing reporting mechanisms under the Sustainable Development Goals (SDGs) and the Sendai Framework for Disaster Risk Reduction; rather, reporting should be improved based on the enhanced understanding of the global goal, information included and associated metrics. Reporting should utilize and strengthen existing monitoring, evaluation and learning frameworks in countries.
- **Third**, the framework should consider the special circumstances of SIDS, which include small population sizes, vulnerability to trade and supply chain volatilities, and limited human, technical and technological capacity. This should be considered in respect to reporting burdens, as well from the perspective of being particularly vulnerable. As such, the elements of the framework, and the designing of common metrics, should not disadvantage SIDS or limit access to means of implementation for SIDS.
- **Fourth**, as SIDS are at different stages in the development and implementation of national adaptation plans, the metrics for measuring progress need to be both process-oriented and outcome oriented. There are many internationally agreed process-oriented and outcome-orientated indicators that can be found in existing international frameworks, such the Sendai Framework on Disaster Risk Reduction and the Sustainable Development Goals. The development and selection of outcome level indicators should take into consideration challenges in what can be meaningfully measured and the subsequent data requirements.
- **Fifth**, the framework should help assess progress, but also be forward-looking in indicating the source of adaptation support for the stages of the adaptation policy cycle, including preparation, planning, implementation, and monitoring. Notably, the framework needs to take into consideration the commitment of developed countries to contribute climate finance to assist developing countries, pursuant to Article 9 of the Paris Agreement. Under the Glasgow Climate Pact at COP-26, developed countries agreed to at least double their collective provision of adaptation finance to developing countries from 2019 levels by 2025, in the context of achieving a balance between mitigation and adaptation in the provision of scaled-up financial resources. The framework should be designed in such a way that Parties can assess progress on these commitments and

² AOSIS submission on the topic ‘Parties and observers to submit their contributions to and views on the workshops to be held in 2023, including questions related to the themes of those workshops’ (1 March 2023). Available at: https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202303010700---AOSIS_GlaSS_Submission%2001.03.2023.pdf

where greater adaptation support needs to be provided to developing countries, especially those that are particularly vulnerable - like SIDS and LDCs.

- **Sixth**, the framework should take into consideration that the GGA is inherently tied to the temperature goal and mitigation progress. Therefore, the framework should be flexible, allowing for targets (and indicators) to be reviewed periodically, to ensure that progress on adaptation is responsive to current levels of risk, reiterating the linkage to the temperature goal, as well as the gaps in addressing the risks and impacts.
- **Seventh**, it is important to consider the key elements of well-being for people and planet, including food security, water, health, ecosystems, and infrastructure, which are threatened by climate risks and impacts, and are core to every country and community regardless of context. These can be used to further structure the framework.

AOSIS' proposal for the GGA Framework

AOSIS believes that the Glasgow-Sharm el-Sheikh work programme on the Global Goal on Adaptation should be able to deliver on increased action and support for adaptation by establishing a framework that incorporates high-level targets. In this regard, we propose four high-level targets that complement the elements of the draft framework adopted in Decision 3/CMA4³.

We believe the following four high-level targets will drive the implementation of the GGA framework to achieve climate resilient development:

- 1. Enhanced well-being and prosperity** by increasing access to water, food and nutrition, and health for the most vulnerable groups by 2030
- 2. Reduced exposure to climate-related risks** by reducing the number of individuals affected as a share of the country's total population by 2030
- 3. Ecosystems maintained, enhanced, or restored** by protecting at least 30% of the land and ocean by 2030
- 4. All countries have formulated and are implementing NAPs, or other national adaptation policy instruments, by 2030** to reduce national and local communities' vulnerability to climate risk

These high-level targets will allow the overall direction of the GGA to remain truly global, without becoming too prescriptive. The framing of these high-level targets does not disadvantage particularly vulnerable countries like SIDS with small populations, as they are not based on population size and per-capita indicators. These high-level targets will drive ambition for the GGA, while indicators from existing frameworks could be drawn upon. For each of the global targets, SMART indicators already exist- that are specific, measurable, achievable, relevant and time-bound. Achievement of these targets will be assessed through the development of a mix of process and output indicators. Achievement will be dependent on action across thematic areas. As such, indicators will be needed for each thematic area relating to both the adaptation policy cycle and means of implementation. These indicators

³ Decision 3/CMA4 on Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation referred to in decision 7/CMA.3. Available at: <https://unfccc.int/documents/624436>

should be developed at the technical level and there is some value to draw on existing indicators from frameworks like Sendai and the SDGs. However, it is important to ensure that the indicators take into account the special circumstances of SIDS, including reporting capacity and capabilities, and that the indicators do not disadvantage, and are applicable to SIDS. We also reiterate that, for AOSIS, the key thematic areas are: food security, water, health, ecosystems, and infrastructure. These thematic areas are globally applicable.

The high-level targets have been structured in such a way as to incorporate efforts undertaken in priority action areas (with related process indicators), which are the key thematic areas of the GGA framework.

- For the 1st high-level target (enhanced well-being and prosperity), adaptation actions on the themes of water, food and nutrition, and health, on multiple spatial scales, can be aggregated to assess progress.
- For the 2nd high-level target (reduced exposure to climate-related risks), adaptation actions on the theme of infrastructure, which can include cities and settlements, and often addresses poverty and livelihoods, will be used to assess progress.
- For the 3rd high-level target (ecosystems maintained, enhanced or restored), adaptation actions on the theme of ecosystems, including terrestrial, freshwater, ocean, and coastal ecosystems, will be used accordingly.
- The 4th high-level target (implementation of the adaptation cycle and NAPs) aims to fill the existing gap on process by identifying a high-level target to ensure countries are empowered to undertake best-practices in adaptation through the uptake of the adaptation policy cycle (or the *dimensions* of the GGA framework) and the implementation of NAPs, and allows for measuring progress on access and availability of adaptation support to developing countries, particularly SIDS and LDCs.

These high-level targets will additionally be complemented by the cross-cutting considerations of the GGA framework, which can be grouped under 'participation', 'equity', and 'knowledge-based' considerations.

AOSIS believes that there is no need to reinvent the wheel, and that existing complementary frameworks, targets and indicators can be utilized by the GGA and its framework to ensure no duplication of efforts, especially those that have already been negotiated and agreed upon in other international processes. There is a clear need for financial resources and technical capacity to be provided to SIDS for the purposes of monitoring, analysing data and embedding domestic capacity for monitoring, evaluation and learning (MEL) in the long term. The GGA Framework must also be able to catalyse and strengthen regional and international cooperation, given the transboundary impacts of climate change.

Upcoming Workshops: Workshop 7 & Workshop 8

Following the conclusions of the 5th and 6th workshops of the Glasgow-Sharm el-Sheikh work programme, and the negotiations held at SB58 in Bonn, AOSIS suggests increased

focus on the framework, namely through target identification and consolidation of ideas to ensure that the framework is fleshed out accordingly in the two remaining workshops. This would include selecting targets to focus on that guide adaptation action globally and to determine what is possible/not possible to measure, associated data requirements and implications, existing reporting commitments and other challenges.

Workshop 7 would be a crucial opportunity in this regard, to ensure that we have engaging, meaningful discussions on the framework with a deep exploration of options for targets, in order to identify a clear path forward for Workshop 8, which should take stock of the overall work programme and how the structure of the framework ties everything together.

AOSIS envisages the following elements for a CMA5 decision on the Glasgow-Sharm el-Sheikh work programme on the GGA:

Elements for a decision on the Glasgow-Sharm el-Sheikh work programme on the Global Goal on Adaptation referred to in decision 7/CMA.3

Preamble Text

- I. Establishment of the framework: Purpose/objective**
- II. Targets**
- III. Way forward for GGA after the conclusion of the Glasgow-Sharm el-Sheikh work programme**
- IV. Adaptation finance**
- V. Budgetary Provisions**