

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

Madrid, 30th October 2023

Subject: Views on the outcomes of and work conducted under the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation, as well as Additional views on the draft decision for consideration and adoption at CMA 5

Summary

- The EU is fully committed to delivering a framework for the global goal on adaptation (GGA) at CMA 5 – a framework that is global (applicable to all), simple and solution-oriented, and that speaks to policy makers and practitioners alike.
- The framework should incentivize a shift towards transformational adaptation, inter alia through mainstreaming adaptation at all levels, and through encouraging actions that deliver positive results for both adaptation and mitigation (climate-resilient development).
- The framework should focus on actions that strengthen national adaptation processes along the four dimensions of the adaptation policy cycle. Targets should focus on strengthening action along the dimensions, while overarching objectives of the framework should outline global priorities for adaptation action on people livelihoods, ecosystems and well-being, by focusing in particular on food systems, health, water and the preservation of ecosystems.
- We recognize that enablers such as finance, capacity building, technology transfer and institutional arrangements are crucial for the delivery of the framework. We support their inclusion in a CMA decision on the GGA, but not as part of the framework.
- An “enabler package”, in the CMA decision on the GGA framework could speak, among others, to the need to scale-up support for adaptation, prioritizing the poorest and most vulnerable, highlighting the critical role of MDBs, DFIs and the private sector, and improving access to climate finance, including for sub-national actors.
- We are open to considering further work in support of the framework under existing agenda items and/or the Adaptation Committee.

1. Introduction

The European Union and its Member States (EU) recognize the importance of achieving the Global Goal on Adaptation (GGA) in Article 7.1 of the Paris Agreement for the full and effective implementation of the Agreement. The EU is fully committed to working together with partners to develop and adopt a framework for the GGA at the fifth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA 5) in Dubai.

This submission responds to the call in paragraph 18 of decision 3/CMA.4 to “Parties and observers that wish to do so, following the final workshop in 2023, to submit their views on the outcomes of and work conducted under the Glasgow–Sharm el-Sheikh work programme” (GlaSS) as well as the additional call in the reports of SBI and SBSTA 58, respectively, to “further provide additional views on the draft decision for consideration and adoption at CMA 5 considering the possible structural elements set out in [these conclusions]”.¹

The submission provides general reflections on work under GlaSS over the past two years, and key insights we have gained from this work. It then provides EU views on possible structural elements for a CMA decision as well as possible areas of convergence and emerging commonalities in positions expressed by different negotiating groups.

2. General reflections on work under GlaSS over past two years

The EU is of the view that work under the GlaSS over the past two years has supported Parties’ understanding on additional global guidance needed for achieving the GGA and the review of overall progress made in achieving it. We believe that it also brought Parties and Non-Party stakeholders (NPS) closer together in discussing elements for what is to become a framework for the GGA.

Agreement to work on a framework as set out in decision 3/CMA.4 served as a catalyst for more targeted discussions in the second year of the work programme. Overall, the work programme has helped to develop a common understanding of the value of, and scope for, a GGA framework.

¹ SBI 58 report, FCCC/SBI/2023/10, para. 65; SBSTA report, FCCC/SBSTA/2023/4, para. 39.

3. Key insights from work under GlaSS

All eight workshops of the GlaSS have provided the opportunity to have valuable exchanges with Parties and Non-Party stakeholders that provided insights for the content and design of a framework. In particular, the EU notes the following key insights as being important for an actionable framework:

- Adaptation and mitigation are inextricably linked. The level of ambition on mitigation determines the range of options for adaptation – the more we reduce greenhouse gas emissions, the more adaptation options remain available. Therefore, mitigation in pursuit of the 1.5 °C goal is key to keep adaptation options open.
- An adequate adaptation response to rising global temperatures requires a shift towards transformational adaptation, inter alia through mainstreaming adaptation at all levels, and through encouraging actions that deliver positive results for both mitigation and adaptation priorities (climate-resilient development).
- The GGA framework should promote robust national adaptation processes which avoid maladaptation and which, by building on existing experience and practice, lead to transformational adaptation over time.
- The framework should be focused on adaptation, be action- and solutions-oriented and focus on actions that strengthen national adaptation processes along the four dimensions of the adaptation policy cycle which should form the basis of the framework.
- The purpose of the framework is to guide action and support towards achieving the GGA and the review of overall progress in achieving it. It should identify global priorities for action which can guide regional, national and local level action. It is a global framework for all countries, that is applicable to all.
- At the same time, adaptation action should remain country-driven and must take into account country-specific circumstances and priorities. The framework and any targets as part of it should be facilitative, not prescriptive.
- Themes represent important focus areas for adaptation action. Based on their national circumstances countries should prioritize their work and set national targets, as appropriate. Themes are often reflected in other frameworks and existing practices and these targets and actions should not be duplicated by the GGA framework.
- Adaptation action contributes towards other goals and international frameworks, and vice versa (e.g. the Sustainable Development Goals, the Sendai Framework, the Kunming-Montreal Global Biodiversity Framework,

UNCCD, etc.). Overall, promoting sustainable development and policy coherence is key in order to improve synergies and avoid maladaptation.

- Enablers such as leadership, finance, capacity building, technology transfer, institutional arrangements, data/knowledge, skills and inclusive governance are crucial for adaptation action in the delivery of the framework. MDBs, IFIs, and the private sector have a very important role to play in climate proofing investments and enhancing adaptive capacity, strengthening resilience and reducing vulnerability. The framework should encourage increased contributions inter alia from these actors.
- The framework will be an important tool to review overall progress made in achieving the GGA under the Global Stocktake.
- Existing reporting processes and requirements should form the basis of monitoring progress towards the GGA and may entail a mix of approaches including qualitative and quantitative information and indicators and assessments.
- Many Parties have expressed concern about increasing administrative and reporting burdens, which must be avoided. This is best ensured through a targeted, non-prescriptive framework that builds on existing reporting provisions and contributes to an efficient and effective adaptation agenda under the PA.
- Furthermore, progress towards the GGA can be informed by information from other sources, including existing indicators from relevant UN Conventions. These should be considered in any future work and should not be duplicated under the GGA framework. Additional institutional structures, within and outside the UNFCCC, need to be avoided.

On targets as part of the framework:

- Targets can provide direction for the work towards achieving the GGA and assist in assessment of progress. In order to fulfill these functions, they must be global (applicable to all), actionable, measurable and relevant. This means that targets should be relevant for adaptation and achievable within the remit of the framework.
- As mentioned above, work towards the GGA also contributes towards other global goals, such as the SDGs, including on food and water security, health and preservation of ecosystems. It would be useful to emphasize these contributions, by developing overarching objectives that signal the intention and direction of the GGA framework in the wider context.

4. EU views on possible structural elements for a CMA decision

Building on the key insights outlined above, the EU would like to propose the following considerations for possible elements in a CMA decision on the GGA.

Preamble

- Keep it concise and recall Article 7.1 of the Paris Agreement as well as decisions 7/CMA.3 and 3/CMA.4.

Reflections on the two years of work under the GlaSS and closing of the GlaSS

- Welcome progress made over the two years of the GlaSS , recalling the eight workshops, expressing appreciation to the SB chairs, the Secretariat as well as host countries of workshops.
- Decide to close the GlaSS.

Establishment of the framework for the global goal on adaptation

- Establish a framework for the GGA, stating that the framework will be global (applicable to all), and facilitative in nature.
- Recall that the purpose of the framework is guiding Parties and Non-Party stakeholders in enhancing adaptation action and support and contributing towards reviewing overall progress made in achieving the GGA, as part of the periodic GST process.

Overarching objectives

- Endorse (as appropriate) overarching objectives and highlight:
 1. Support a shift towards transformational adaptation, through climate proofing and integration of adaptation measures in all investments, strategies and plans.
 2. Make a contribution to the long-term global response to the negative impacts of climate change to enhance well-being and protect people, livelihoods and ecosystems, taking into account the urgent and immediate needs of the poorest and most vulnerable;
 3. Increase adaptive capacity and resilience and reduce vulnerability, focusing adaptation action on food, water, health and the preservation of ecosystems.

Dimensions

- Recognize the importance of the four stages of the adaptation policy cycle, consisting of climate risk assessment; planning; implementation; and monitoring, evaluation and learning, as these are universal and applicable to all Parties.

Targets

- Define a short list of targets under the framework that speak to the universal nature of the dimensions of the adaptation policy cycle.
- The EU is proposing one target for each dimension of the cycle, as follows:

1. Risk assessment: All Parties have conducted climate risk assessments for national adaptation planning and have in place early warning systems by 20xx.

2. Planning: All Parties have established inclusive and transparent national adaptation planning processes and have mainstreamed adaptation into all relevant strategies and plans by 20xx.

3. Implementation: All Parties have made progress in implementing the adaptation priorities identified in their national adaptation plans/strategies by 20xx.

4. Monitoring/evaluation/learning: All Parties have set up monitoring, evaluation and learning systems for their national adaptation processes by 20xx

Themes

- Recognize the importance of themes, including those listed in paragraph 10(b) of decision 3/CMA4, as focus area where priorities and targets are set at national level.
- Targets for themes should not be included in the decision. However, the contribution of the framework to already existing global goals or targets for food security, health, water and the preservation of ecosystems should be recognized.

Cross-cutting considerations

- Specify (as appropriate) cross-cutting considerations that Parties and NPS should take into account in the implementation of adaptation actions.

- This would include in particular country-driven, gender-responsive, participatory and fully transparent approaches, human rights approaches, intergenerational equity and social justice, taking into consideration vulnerable groups, communities and ecosystems and nature-based solutions, and based on - and guided- by the best available science, traditional knowledge, knowledge of indigenous peoples and local knowledge systems, community-based adaptation, disaster risk reduction and intersectional approaches.
- There should not be targets on cross-cutting considerations in the decision.

Reporting on progress in implementing the framework

- Encourage Parties to report on adaptation under the Enhanced Transparency Framework (Biennial Transparency Reports), highlighting that this will contribute to a more holistic assessment of progress on adaptation, including on progress in implementing the framework.
- Decide to extend the existing mandate for synthesis reports on adaptation in decision 19/CMA.1 to also include the GGA framework.

Enabler package in support of the framework

- Recognizing that enablers such as leadership, capacity building, technology transfer, finance, institutional arrangements, data/knowledge, skills and inclusive governance are crucial for adaptation action in the delivery of the framework. We support their inclusion in a CMA decision on the GGA, but not as part of the framework.
- An “enabler package”, in the CMA decision on the GGA framework could speak, i.a. to the need to scale-up support for adaptation, prioritizing the poorest and most vulnerable, highlighting the critical role of MDBs, DFIs and the private sector, and improving access to climate finance, including for sub-national actors:
 - Acknowledge the urgent need to scale up support for adaptation.
 - Encourage all climate finance providers to take into account country-driven adaptation relevant strategies, and the priorities and needs of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change and have significant capacity constraints, such as the least developed countries and small island developing States.
 - Encourage Parties to strengthen climate governance across scales as an enabler of ambitious climate action, noting that effective climate governance enhances policy monitoring and evaluation, regulatory certainty prioritizes

inclusive, transparent and equitable decision-making, and improves access to finance, including private sources, and technology.

- Highlight the crucial role of Multilateral Development Banks, other Development Finance Institutions and the private sector in providing and mobilizing finance and call on all relevant actors to work on improving access to adaptation finance.

Link to the Global Stocktake

- We see two key outcomes on adaptation at the COP in Dubai, one being the adaptation component of the GST outcome, and the other being the adoption of the GGA framework. The two outcomes are clearly aligned, and they should be discussed together to ensure consistency and avoid further fragmentation of the implementation and negotiation agenda.
- Make a direct link to the adaptation outcome of the GST and highlight the contribution of the GGA framework as a tool for the forward-looking elements of the first and subsequent GST outcomes.

International cooperation

- Stress that international cooperation in support of the GGA framework is critical for its success and call on all actors, i.e. all relevant UN agencies, other international organizations, NGOs, and civil society, MDBs, to step up their efforts, including through dialogues and coordination across Conventions and other relevant frameworks and processes.

Follow-up work

- To further facilitate implementation of the framework, we recognize that there may be the need for some follow-up work.
- To defragment the current adaptation agenda, we do not support the creation of an additional agenda item on the GGA framework, but we support streamlining the existing agenda (e.g. by merging NWP into the AC) and tasking additional work to existing agenda items and/or adaptation-related constituted bodies, especially the Adaptation Committee.
- Request the Adaptation Committee to prepare, by CMA 7, an overview of the current information sources and indicators relevant for the implementation and scaling up of adaptation actions and to reflect the outcome of this work in its 2025 annual report.

5. Reflections on areas of convergence in discussing the GGA framework to date

The EU is fully committed to delivering on the two-year GlaSS work programme. Based on conversations with partners in preparation, during and in the margins of the eight workshops, we see a growing convergence around the following key aspects that could serve as a useful common basis for a GGA framework to be established at CMA 5:

- The centrality and universal nature of the adaptation policy cycle is a shared position among several groups of Parties as well as experts and practitioners around the world, including e.g. the NAP Global Network. The stages of the cycle lend themselves well for setting overarching global targets.
- Targets should provide focus and incentivize enhanced action and support on the ground, particularly for the poorest and most vulnerable groups.
- Some proposed targets go beyond adaptation and the GGA but reflect the importance of adaptation towards resilience and well-being, including with a focus on food systems, health, water and ecosystems. They could be considered as overarching objectives of the framework.
- To be able to implement the targets along the adaptation policy cycle, enablers are key. We see convergence on the notion that enablers, including support for adaptation in terms of finance, technology development and transfer, and capacity building should be reflected in the CMA decision (but the relationship to the framework is debated).
- Several groups and Parties have referred to mandating further work to existing processes and institutions under the UNFCCC and the Paris Agreement, and the Adaptation Committee as the body for carrying out technical work is mentioned by a majority of groups and Parties.
- We also see some commonalities regarding scoping and synthesizing of existing information and indicators as possible further work by the Adaptation Committee, in support of the framework after CMA 5.

6. Conclusion

The EU is fully committed to the GGA and the GlaSS process. We look forward to engaging with Parties and NPS, including experts, practitioners and civil society, towards delivering an outcome on a framework at CMA 5 that is robust and ambitious, in support and pursuit of our common goal – the global goal on adaptation.