



ICOMOS
International Council on Monuments and Sites



**Submission by ICOMOS on behalf of the
Heritage Adapts to Climate Alliance (HACA)
Coordinated by Preserving Legacies
for the Climate Heritage Network**

This Submission is made in response to the following Call for Submissions:

Issue: Global goal on adaptation

Title: Parties and observers to submit views on: a) Matters relating to the UAE – Belém work programme on indicators for measuring progress achieved towards the targets of the framework, with a view to identifying and as needed, developing indicators and potential quantified elements for those targets, and b) Modalities of the UAE – Belém work programme, including organization of work, timelines, inputs, outputs, and involvement of stakeholders.

Session Name: SB60

Mandate: Decision FCCC/PA/CMA/2023/L.18 para. 41

Date of Submission: 30 March 2024

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1. Introduction

- 1.1. Per decision 2/CMA5 paragraph 39, a two-year work programme on indicators was launched, for measuring progress achieved towards the targets referred to in paragraphs 9–10 of decision 2/CMA5 (hereinafter referred to as the “Global Goal on Adaptation” or the “GGA”) with a view to identifying and, as needed, developing indicators and potential quantified elements for those targets.
- 1.2. Paragraph 41 of decision 2/CMA5 invites Parties and observers to submit views on the matters and modalities of the Work Programme, including organization of work, timelines, inputs, outputs, and the involvement of stakeholders.
- 1.3. The decision also requests the secretariat to synthesize these submissions by May 2024 as an input to the Work Programme and the Chairs of the subsidiary bodies to organize a workshop, as part of the Work Programme.
- 1.4. Heritage Adapts to Climate Alliance collaborators appreciate the opportunity to share their views on the Work Programme.

The Heritage Adapts to Climate Alliance (HACA) was founded by the **Climate Heritage Network**¹ (CHN) to advocate for cultural heritage in the Global Goal on Adaptation including the elaboration of GGA thematic target 9(g). The HACA Secretariat is hosted by the **Preserving Legacies**² project with support from the National Geographic Society.

¹ <https://www.climateheritage.org/>.

² <https://preserving-legacies.webflow.io/>.

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CHN is a global network whose members are committed to unlocking the power of culture, from arts to heritage, to help people imagine and realize low-carbon, just, climate-resilient futures and to support communities in achieving the ambitions of the Paris Agreement. The intersection of culture and heritage and adaptation and resilience is a key issue area under the CHN 2022-24 Action Plan.³

The **International Council on Monuments and Sites (ICOMOS)**⁴ is an international non-governmental organization which works for the conservation of monuments and sites around the world. It has over 11,000 members in 132 countries and is an organization with observer status before the UNFCCC and is making this submission on behalf of and for HACA.

2. Cultural Heritage and Climate Adaptation

Cultural heritage is both at risk to climate change and an enabler of climate adaptation. The IPCC 6th Assessment Synthesis Report found that climate change is driving cultural losses, related to tangible and intangible heritage, threatening adaptive capacity and may result in irrevocable losses of sense of belonging, valued cultural practices, identity and home, particularly for Indigenous Peoples and those more directly reliant on the environment for subsistence. Yet, most heritage sites are neither prepared for, nor adapted to, current nor future climate change.⁵

Cultural heritage, which is recognized as an element of culture,⁶ and the linked concepts of traditional knowledge, Indigenous Peoples' knowledge, and local knowledge systems, are key elements of

³ <https://www.climateheritage.org/actionplan>.

⁴ <https://www.icomos.org/fr>.

⁵ Simpson, Nicholas P., Orr, Scott Allan, Sabour, Salma, Clarke, Joanne, Ishizawa, Maya, Feener, R. Michael, Ballard, Christopher, Mascarenhas, Poonam Verma, Pinho, Patricia, Bosson, Jean-Baptiste, Morrison, Tiffany and Zvobogo, Luckson (2022) ICSM CHC White Paper II: Impacts, vulnerability, and understanding risks of climate change for culture and heritage: Contribution of Impacts Group II to the International Co-Sponsored Meeting on Culture, Heritage and Climate Change. Discussion Paper. ICOMOS & ISCM CHC, Charenton-le-Pont, France & Paris, France, 109p. ISBN 978-2-918086-72-7. [Book] <https://openarchive.icomos.org/id/eprint/2718/>; Trisos, C. H., et al. 2022. Africa. In: Climate Change 2022: Impacts, Adaptation, and Vulnerability. Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change [H.-O. Pörtner, et al. (eds.)]. Cambridge University Press.

⁶See generally, UNESCO (2001). Declaration on Cultural Diversity. Paris: UNESCO. <https://digitalibrary.un.org/record/495412?ln=en>.

climate adaptation.⁷ They are central to effective adaptation at all levels of implementation, as well as across key dimensions of adaptation feasibility, including human behavior change; skills, knowledge, and values transmission; and institutional and technological changes. IPCC WGII concluded that “Responses to ongoing sea level rise and land subsidence ... are more effective if ... aligned with sociocultural values and development priorities and underpinned by inclusive community engagement processes.”⁸ It also found that “Inclusive planning initiatives informed by cultural values, Indigenous knowledge, local knowledge, and scientific knowledge” are key to helping prevent the growing problem of **maladaptation**.⁹

WGII also found with high confidence that ways to enhance climate literacy and foster behavioral change include programmes involving the performing and visual arts, and storytelling; that the use of Indigenous knowledge and local knowledge represents and codifies actual experiences and autonomous adaptations and facilitates awareness, clarifies risk perception and enhances the understanding and adoption of solutions; and that narratives can effectively communicate climate information and link this to societal goals and the actions needed to achieve them.¹⁰

The **International Co-Sponsored Meeting on Culture, Heritage and Climate Change**¹¹ co-sponsored by the IPCC, ICOMOS and UNESCO is a valuable source on the intersection of culture and heritage with climate change adaptation. Of note is the Global Research and Action Agenda¹² produced by the Meeting’s Scientific Steering Committee which synthesizes knowledge and identifies key gaps and action items. Also of note are three White Papers commissioned as “conversation starters” for the Meeting on “Intangible Cultural Heritage, Diverse Knowledge Systems and Climate Change,”¹³ “Impacts, Vulnerability, and Understanding Risks of Climate Change to Culture and Heritage,”¹⁴ and “The Role of Cultural and Natural Heritage for Climate Action.”¹⁵

⁷ See United Nations, General Assembly, “Climate Change, Culture and Cultural Rights: report of the Special Rapporteur in the field of cultural rights,” A/75/298 (10 August 2020), available from <https://www.undocs.org/en/A/75/298>. [Hereinafter, “Cultural Rights Report”], §16 and the sources cited therein. For an outline of the intersections of cultural heritage and adaptation, see ICOMOS Climate Change and Cultural Heritage Working Group. 2019. *The Future of Our Past: Engaging Cultural Heritage in Climate Action*, July 1, 2019. Paris: ICOMOS. [Hereinafter, “Future of Our Past”], pp. 35-46.

⁸ IPCC WGII, “Climate Change 2022: Impacts, Adaptation and Vulnerability,” (SPM C.2.8).

⁹ Id. at TS.C.8.2. Most recently see Abu, M., Heath, S.C., Adger, W.N., Codjoe, S.N.A., Butler, C. and Quinn, T., 2024. Social consequences of planned relocation in response to sea level rise: impacts on anxiety, well-being, and perceived safety. *Scientific Reports*, 14(1), p.3461.

¹⁰ Pörtner, H.-O., D.C. Roberts, et al.(eds.)). In: *Climate Change 2022: Impacts, Adaptation and Vulnerability. Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change* [H.-O. Pörtner, D.C. Roberts, M. Tignor et al. (eds.)]. Cambridge University Press, Cambridge, UK and New York, NY, USA, pp. 37–118 (TS.D.10.6 E.). doi:10.1017/9781009325844.002.

¹¹ <https://www.ipcc.ch/event/ipcc-icomos-unesco-co-sponsored-meeting-on-culture-heritage-and-climate-science/>.

¹² Morel, Hana, Megarry, William, Potts, Andrew, Hosagrahar, Jyoti, Roberts, Debra, Arikan, Yunus, Brondizio, Eduardo, Cassar, May, Flato, Greg, Forgesson, Sarah, Masson-Delmotte, Valérie, Jigyasu, Rohit, Oumarou Ibrahim, Hindou, Pörtner, Hans-Otto, Sengupta, Sandeep, Sherpa, Pasang Dolma and Veillon, Richard (2022) *Global research and action agenda on culture, heritage and climate change: scientific outcome of the International Co-Sponsored Meeting on Culture, Heritage and Climate Change*. Project Report. ICOMOS & ISCM CHC, Charenton-le-Pont, France & Paris, France, 69p. ISBN 978-2-918086-69-7 (PDF) - 978-2-918086-70-3 (print). [Book] <https://openarchive.icomos.org/id/eprint/2716/>.

¹³ Orlove, Ben, Dawson, Neil, Sherpa, Pasang, Adelekan, Ibdun, Alangu, Wilfredo, Carmona, Rosario, Coen, Deborah, Nelson, Melissa, Reyes-García, Victoria, Rubis, Jennifer, Sanago, Gideon and Wilson, Andrew (2022) *ICSM CHC White Paper I: Intangible cultural heritage, diverse knowledge systems and climate change. Contribution of Knowledge Systems Group I to the International Co-Sponsored Meeting on Culture, Heritage and Climate Change*. Discussion Paper. ICOMOS & ISCM CHC, Charenton-le-Pont, France & Paris, France, 103p. ISBN 978-2-918086-71-0. [Book] <https://openarchive.icomos.org/id/eprint/2717/>.

¹⁴ See supra note 5.

¹⁵ Shepherd, Nick, Cohen, Joshua Benjamin, Carmen, William, Chundu, Moses, Ernsten, Christian, Guevara, Oscar, Haas, Franziska, Hussain, Shumon T., Riede, Felix, Siders, A. R., Singh, Chandni, Sithole, Pindai and Troi, Alexandra (2022) *ICSM CHC White Paper III: The role of cultural and natural heritage for climate action: Contribution of Impacts Group III to the International Co-Sponsored Meeting on Culture, Heritage and Climate Change*. Discussion Paper. ICOMOS & ISCM CHC, Charenton-le-Pont, France & Paris, France, 91p. ISBN 978-2-918086-73-4. [Book] <https://openarchive.icomos.org/id/eprint/2719/>.

3. Cultural Heritage in the Global Goal on Adaptation Framework

The GGA addresses both the need to protect cultural heritage from the impacts of climate-related risks and the role of cultural heritage as an enabler of climate adaptation. Together, these provisions represent a breakthrough in efforts to mainstream cultural heritage into climate policymaking.

3.1. Protecting cultural heritage from the impacts of climate-related risks

The inclusion of cultural heritage as one of seven thematic targets under GGA paragraph 9 speaks to the urgent need to accelerate swift action to deliver adaptation options for cultural heritage that are effective, equitable and accessible for a full range of climate change scenarios and at all levels, from local to global.

Paragraph 9(g) of the GGA reads as follows:

Urges Parties and invites non-Party stakeholders to pursue the objectives outlined in paragraph 8 above and to increase ambition and enhance adaptation action and support, in order to accelerate swift action at scale and at all levels, from local to global, in alignment with other global frameworks, towards the achievement of, inter alia, the following targets by 2030, and progressively beyond ... :

(g) Protecting cultural heritage from the impacts of climate-related risks by developing adaptive strategies for preserving cultural practices and heritage sites and by designing climate-resilient infrastructure guided by traditional knowledge, Indigenous Peoples' knowledge and local knowledge systems;

3.2. Cultural and natural heritage, and the linked concepts of traditional knowledge, Indigenous Peoples' Knowledge, and local knowledge systems as enablers of adaptation

While GGA Paragraph 9(g) focuses on protecting cultural heritage, three additional GGA provisions speak to the roles of culture and traditional knowledge, Indigenous Peoples' knowledge, and local knowledge systems as enablers of broader societal adaptation.

In Paragraph 14, the COP:

Emphasizes that adaptation action should be continuous, iterative and progressive and be based on and guided by the best available science, including through use of science-based indicators, metrics and targets, as appropriate, **traditional knowledge, Indigenous Peoples' knowledge, local knowledge systems**, ecosystem-based adaptation, nature-based solutions, **locally led and community-based adaptation**, disaster risk reduction, intersectional approaches, private sector engagement, maladaptation avoidance, recognition of adaptation co-benefits and sustainable development.

Equally importantly, GGA Paragraph 22

Recognizes the leadership of Indigenous Peoples and local communities as stewards of nature and encourages the ethical and equitable engagement with Indigenous Peoples and local communities and application of **traditional knowledge, the knowledge, wisdom and values of Indigenous Peoples, and local knowledge systems** in implementing the framework for the global goal on adaptation.

Finally, GGA paragraph 23

encourages efforts by Parties to broaden climate education and to empower people, in particular children and youth, with the **knowledge, skills, values and attitudes** necessary for

active action to combat climate change.

4. Views of HACA Collaborators

- 4.1. Matters relating to the UAE – Belém work programme on indicators for measuring progress achieved towards the targets of the framework, with a view to identifying and as needed, developing indicators and potential quantified elements for those targets

HACA believes that specific indicators should be developed for each of the seven sectors/themes represented by the seven GGA paragraph 9 targets, including the protection of cultural heritage (GGA paragraph 9(g)). Any discussion of these thematic targets, however, must be closely linked to the four dimensions of the iterative adaptation cycle of GGA paragraph 10. One approach could be to include one or more indicators for each thematic target (e.g., indicators for protection of cultural heritage) under each of the four paragraph 10 targets (impact, vulnerability and risk assessment; planning; implementation; and monitoring, evaluation and learning). The UAE – Belém work programme should allow for further consultation on the optimal approach for integrating indicators for paragraph 9 and paragraph 10 targets.

4.1.1. Indicators for measuring progress achieved towards protecting cultural heritage

As noted, HACA believes that specific indicators should be developed for measuring progress achieved towards the protection of cultural heritage in connection with GGA Target 9(g). The following comments address matters related to possible cultural heritage-specific indicators.

4.1.1.1. *Key terminology used in 9(g) may need to be clarified/defined*

Paragraph 9(g) of the GGA makes reference to developing adaptive strategies for preserving both “**cultural practices**” and “**heritage sites**” and for designing climate-resilient infrastructure, guided by “**traditional knowledge, Indigenous Peoples’ knowledge and local knowledge systems.**” The quoted terms have diverse and sometimes contested meanings. As a predicate to establishing indicators, it will be useful to clarify as part of the Work Programme the meanings these words are meant to have in the GGA context. This could be done through a glossary, terms of reference, or simply a concept note discussing the range of possible meanings these words hold for diverse audiences. A few examples illustrate potential dimensions of this definitions-related exercise:

- To commentators’ knowledge, the terms “cultural practices” and “heritage sites” have not been defined in existing UNFCCC or IPCC work products. The use of these terms arguably follows distinctions drawn in some heritage methodologies between tangible and intangible cultural heritage. Drawing this distinction is complex, if not problematic. **We suggest the phrases “cultural practices” and “heritage sites” be taken not as establishing a binary, but rather as simply establishing the applicability of Target 9(g) to a broad continuum inclusive of all dimensions of cultural and natural heritage and the linked concepts of traditional knowledge, Indigenous Peoples’ knowledge, local knowledge systems.**
- **The question of what qualifies as a cultural practice is a subject of discussion in various domains, including legal and ethical domains.** The term finds a parallel in the phrase “cultural traditions and customs” used in the UN Declaration on the Rights of Indigenous Peoples (UNDRIP). It arguably can be distinguished from the broader term “culture” by an emphasis on traditional and customary practices. The term also connects to the concept of “Intangible cultural heritage,” which has been defined by UNESCO as

the practices, representations, expressions, knowledge, skills – as well as the instruments, objects, artefacts and cultural spaces associated therewith – that communities, groups and, in some cases, individuals recognize as part of their cultural heritage. This intangible cultural heritage, transmitted from generation to generation, is constantly recreated by communities

and groups in response to their environment, their interaction with nature and their history, and provides them with a sense of identity and continuity, thus promoting respect for cultural diversity and human creativity.¹⁶

- **The term “heritage sites” should be understood to connect to the concept of “tangible cultural heritage”** which includes archaeological sites, buildings, structures, monuments, landscapes, and movable and documentary heritage, including but not limited to the collections held in museums, libraries, and archives. Heritage sites hold data and knowledge derived from human experience and the human past, including evidence of paleoclimatic change, social evolution and past human responses to environmental change.

- **The term “heritage sites” should be understood to include all heritage sites, including natural heritage sites.** In international practice (e.g. the World Heritage Convention), the term “heritage site” includes both cultural and natural sites. Natural heritage has been defined as referring to natural features, geological and physiographical formations and delineated areas that constitute the habitat of threatened species of animals and plants and natural sites of value from the point of view of science, conservation, or natural beauty. The intersection between natural heritage and climate change plays a critical role contributing to the GGA, as natural sites and biodiversity hotspots often serve as vital buffers and solutions to climate impacts. Recognizing and conserving natural heritage not only safeguards biodiversity but also enhances resilience to climate change, underpinning efforts to achieve sustainable adaptation from local to global scale. Moreover, the cultural and social values carried by land- and seascapes are closely interlinked with their natural values (and affiliated bio-cultural practices). Integrated nature-culture approaches can improve adaptation and conservation outcomes, while supporting the well-being of associated communities.

Attention should be played in the UAE – Belém work programme to exploring and establishing complementarity between Target 9(g) as so construed and GGA Target 9(d) on “reducing climate impacts on ecosystems and biodiversity and accelerating the use of ecosystem-based adaptation and nature-based solutions.” Many protected areas are the ancestral homes of Indigenous Peoples and local communities sustaining critical cosmovisions and knowledge systems. Failure to address cultural dimensions in nature-based solutions (NbS) can lead to maladaptation. Ecosystem-based approaches to adaptation (EbA) and NbS are pertinent to all places, including places designated as cultural heritage sites.

- **The terms “Indigenous knowledge” and “local knowledge” used in GGA paragraph 9(g) have been defined by the IPCC, but their relationship to heritage needs to be clarified.** This knowledge is dynamic and constantly recreated by communities and groups in response to their reciprocal relationship to their environment and formed history. It reflects and embodies past and contemporary knowledge of environments, land use, and resource stewardship developed and transmitted over generations of Indigenous Peoples and local communities; patterns and events in the development of the modern world, including histories of colonialism, capitalism, and industrialization. As such, though knowledge systems are embraced as cultural heritage, these elements are not co-defined.

4.1.1.2. *Indicator for measuring inclusiveness of processes used to develop adaptive strategies for protecting cultural heritage, and measurement at different scales (global, regional, national, subnational/local)*

GGA paragraph 20 recognizes the important role of stakeholders and rights holders. This idea is especially important in the context of cultural heritage where the categorization of sites/places and practices *as cultural heritage* is linked to their valorization as such by people. For example, the Faro Convention, a significant Council of Europe treaty, uses the concept of “heritage communities” and

¹⁶ Convention for the Safeguarding of the Intangible Cultural Heritage (2003) <https://ich.unesco.org/en/what-is-intangible-heritage-00003>.

emphasizes the importance of the population associated with physical or intangible cultural heritage places or practices. These communities are defined as groups of individuals who recognize and value cultural heritage, actively participating in defining and safeguarding the heritage element. This process involves democratic practices where communities can identify, protect, and transmit their cultural practices and expressions. These communities play a vital role in shaping the narrative around heritage by engaging in dialogue and shared responsibilities based on capacities.¹⁷

This consideration also links to cultural rights, which are an integral part of human rights connecting to broader questions of climate justice and equity.¹⁸ Cultural rights guarantee that everyone can access the resources they need to freely pursue their process of cultural identification throughout their life, as well as to actively participate in, and reshape, existing cultures. UNDRIP provides that Indigenous Peoples have the right to develop their cultural heritage, traditional knowledge and traditional cultural expressions.

Accordingly, consideration should be given to including an indicator specific to Target 9(g) for measuring the inclusiveness at various scales of the processes used to develop adaptive strategies. This focus on stakeholders will become increasingly important in the face of the different modalities of climate mobility. Attention to the inclusive nature of planning initiatives informed by cultural values, Indigenous knowledge, local knowledge, and scientific knowledge also presents the opportunity to measure progress achieved in helping prevent maladaptation.¹⁹

Consistent with GGA paragraph 20, indicators developed under the Work Programme should also take into consideration contributions, progress and commitments from non-party stakeholders, measuring progress at different scales, such as global, regional (transboundary), national and subnational/local.

4.1.1.3. Both direct and indirect, qualitative and quantitative indicators will likely be needed to measure progress achieved towards protecting cultural heritage

The specific action called for by Target 9(g) is the development of “adaptive strategies” by Parties and non-Party stakeholders. Accordingly, a quantitative indicator that measures the number of strategies developed and the inclusion of such strategies in National Adaptation Plans (NAPs), Adaptation Communications, or other planning tools may be appropriate.

UNESCO has recommended the use of “expenditure on heritage” as one indicator for assessing the role and contribution of culture towards sustainable places, drawing on the indicator developed for SDG Target 11.4 (which target, among other things, links natural and cultural heritage safeguarding to the resilience of cities and human settlements).²⁰

Beyond these, HACA believes that indicators developed on protecting cultural and natural heritage and the linked concepts of traditional knowledge, Indigenous Peoples’ knowledge, and local knowledge systems **should also allow for a common framework of analysis to determine whether adaptive strategies have led to positive, measurable outcomes.** In so doing, it will likely be necessary to consider secondary and indirect indicators.

Measuring adaptation outcomes remains a key challenge for all actors. While cultural heritage is itself dynamic and evolves over time, the speed of climate change and the inevitability of tradeoffs

¹⁷ European Commission, Directorate-General for Education, Youth, Sport and Culture, Hammonds, W., Culture and democracy, the evidence – How citizens’ participation in cultural activities enhances civic engagement, democracy and social cohesion – Lessons from international research, Publications Office of the European Union, 2023, <https://data.europa.eu/doi/10.2766/39199>.

¹⁸ See generally, “Cultural Rights Report,” supra note 7.

¹⁹ See supra note 9.

²⁰ Thematic Indicators for Culture in the 2030 Agenda (UNESCO 2019), <https://unesdoc.unesco.org/ark:/48223/pf0000371562>. (pg 36).

associated with transformative climate action as well as of loss and damage pose challenges to current conservation practice.

Values-based adaptive strategies using people-centered, participatory governance – such as empowering communities to record or memorialize (or not) their heritage – is one way that the sector can adapt to climate change.²¹ In this context, values refer to the meanings and significance of places and practices to different stakeholders and rights holders, which may be, for example, societal, economic, or cultural. Such values are deeply intertwined with identity, wellbeing and livelihoods. An indicator aimed at measuring the use of values-based strategies could support the development of adaptive pathways for novel futures that draw on and incorporate cultural heritage while also supporting locally-led adaptation.

4.1.1.4. Indicator for protecting cultural heritage by designing climate-resilient infrastructure guided by traditional knowledge, Indigenous Peoples' knowledge and local knowledge systems

The emphasis in Target 9(g) on protecting cultural heritage **by designing climate-resilient infrastructure guided by traditional knowledge, Indigenous Peoples' knowledge and local knowledge systems** is an innovative feature of the GGA. The protection of cultural heritage (and especially cultural practices/intangible cultural heritage) will sometimes be the subject of heritage-specific infrastructure projects but must also be an objective of more general infrastructure development for landscapes, cities, and regions, including “green infrastructure” and NbS. Accordingly, HACA recommends that the indicator developed for this dimension of Target 9(g) measure progress towards the use of traditional knowledge, Indigenous Peoples' knowledge and local knowledge systems to guide the design of all infrastructure. Such a target would also help measure progress towards avoiding maladaptation in view of the IPCC finding that “Inclusive planning initiatives informed by cultural values, Indigenous knowledge, local knowledge, and scientific knowledge are key to helping prevent the growing problem of maladaptation.”

4.1.1.5. Indicator on multi-level climate governance and coordination applicable to each paragraph 10 target

Engagement by subnational actors with cultural heritage adaptation is crucial but sometimes absent.²² Decision 5/CP.17 on NAPs recognizes the importance of coherent multi-level, multi-sectoral efforts to integrate adaptation into policy implementation. Accordingly, an indicator should be considered looking at inclusive and sustainable multi-level coordination mechanisms²³ with regards to each of the seven thematic indicators of paragraph 9 including cultural heritage, allowing for coordination between local, regional and national levels of government, when looking at adaptation planning and implementation and as part of NAPs or adaptation communications.

4.1.1.6. Consideration of National Adaptation Plans as the primary reporting instrument for assessing adaptation progress, with flexibility for Parties to choose alternative reporting mechanisms based on capacity constraints

It has been proposed that NAPs may be a primary reporting instrument to assess adaptation progress but that, due to capacity constraints, each Party should also have the flexibility to choose their respective reporting instrument, such as Nationally Determined Contributions, Adaptation Communication, National Communication, etc. Because discussions of cultural heritage are missing

²¹ See generally Future of Our Pasts, supra note 7, at pg. 35.

²² See generally “The Culture for Climate Agenda, Unleashing the Power of Culture as a Pillar of Climate Action: Policy Paper Prepared for the UCLG World Congress and Summit of World Leaders, Daejeon, Korea October 10-14, 2022 (pg. 19), <https://www.uclgmeets.org/processes/Climate-Culture?locale=en>.

²³ See, e.g., Coalition for High Ambition Multilevel Partnership (CHAMP) for Climate Action, <https://www.cop28.com/en/cop28-uae-coalition-for-high-ambition-multilevel-partnerships-for-climate-action>.

from many such instruments, it will be important to assure that NAPs and other reporting templates and examples, as well as capacity building work for NAP development, be enhanced to include attention to cultural heritage. In view of omission of any reference to the socio-cultural enablers of climate action in the Global Stocktake adopted at COP28, remedial measures to link cultural heritage to NDCs will be needed to align NDCs with the GGA.

4.1.2. Indicators regarding GGA paragraphs 14, 22 and 23 matters relative to measuring progress achieved towards all paragraph 9 and 10 targets

The matters discussed in GGA paragraphs 14, 22, and 23 are of transversal relevance to all targets of paragraphs 9 and 10. HACA recommends that attention to these matters be incorporated into the indicators established by the Work Programme.

4.1.2.1. *Indicators to measure ethical engagement and an indicator to measure application of traditional knowledge, Indigenous Peoples' knowledge, and local knowledge systems across thematic areas*

GGA paragraphs 14 and 22 address ethical and equitable engagement with Indigenous Peoples and local communities and application of traditional knowledge, the knowledge, wisdom and values of Indigenous Peoples, and local knowledge systems. These principles are crucial to achieving progress on each GGA target. Accordingly, an indicator applicable to all thematic targets should be developed to measure ethical and equitable engagement with Indigenous Peoples and local communities. This might include measuring the number of strategies that required free, prior, and informed consent where recommended by UNDRIP.²⁴

In addition a second indicator should measure the application of traditional knowledge, the knowledge, wisdom and values of Indigenous Peoples, and local knowledge systems relevant in each thematic area. An example of such an effort is the Rauora framework,²⁵ which establishes an indigenous (Māori) worldview framework for climate adaptation in New Zealand and is incorporated into the actions/indicators under Aotearoa New Zealand's First National Adaptation Plan.²⁶

From agroecology principles to water heritage, traditional knowledge is relevant to adaptation of each of the thematic areas set out in paragraph 9. For example, there is a strong linkage between cultural heritage and EbA and NbS which are the subject of GGA target 9(d). These include water resources management; forestry, protected area management, and biodiversity conservation; agriculture and land use strategies and zotechnics. These linkages are stressed in the Kunming-Montreal Global Biodiversity Framework (GBF) and the Convention on Biodiversity (CBD) "Joint Programme of Work on the links between biological and cultural diversity," and the CBD "Programme of work and institutional arrangements on Article 8(j)." Indicators developed in these CBD contexts can support the development of a GGA indicator on ethical engagement and traditional knowledge.

4.1.2.2. *Indicator to measure strategies to transmit the knowledge, skills, values and attitudes necessary for active action to combat climate change*

Consistent with GGA paragraph 23, attention to climate education and to empowering people, in particular children and youth, with the knowledge, skills, values and attitudes necessary for active action is critical to the design and implementation of adaptation measures under GGA paragraph 10.

²⁴ For a discussion of indicators for assessing responsible community engagement in research practice and identifying patterns in levels of Indigenous community engagement, see "A global assessment of Indigenous community engagement in climate research," Dominique M David-Chavez and Michael C Gavin 2018 Environ. Res. Lett. 13 123005.

²⁵ "Exploring an indigenous worldview framework for the national climate change adaptation plan," (2022) <https://environment.govt.nz/publications/exploring-an-indigenous-worldview-framework-for-the-national-climate-change-adaptation-plan/>.

²⁶ "Adapt and thrive: Building a climate-resilient New Zealand (2022), <https://environment.govt.nz/assets/publications/climate-change/MFE-AoG-20664-GF-National-Adaptation-Plan-2022-WEB.pdf>

For example, GGA 10(a) refers to Parties by 2027 establishing multi-hazard early warning systems, climate information services for risk reduction and systematic observation to support improved climate-related data, information and services. Attention to climate literacy, knowledge and skills will be crucial to achieving these aims.

Accordingly, we suggest an indicator aimed at this dimension. The indicator should make explicit reference to the inherent cultural dimension of education. Memory institutions, such as museums, libraries, and archives, as well as traditional venues for storytelling and community engagement, play a critical role in providing access to primary source material and expertise that enhances climate education and contributes to climate research. They complement the formal schooling system with opportunities to connect learners of all ages with traditional knowledge and memory in order to unpack and understand their relationship with the environment. Further, education and engagement strategies at cultural and natural heritage sites unlock the potential for heritage to impact on values and attitudes in support of active action. Such an indicator also has the potential to allow the GGA to measure efforts to achieve narrative shifts through storytelling, engaging the creative sector, social influencers, and thought leaders to drive widespread adoption of resilient behaviors and lifestyles.

4.2. Modalities of the UAE – Belém work programme, including organization of work, timelines, inputs, outputs, and involvement of stakeholders

HACA collaborators are eager to define the modalities for the two-year work programme that will help in developing indicators to measure the progress towards the objectives outlined in the GGA. To achieve these objectives, it is crucial to ensure prompt, inclusive participation and technical efforts in the development of indicators, recognizing the difficulty of making a workshop format inclusive and the need for investments to support more inclusive outcomes. In that spirit, HACA collaborators propose the following modalities for the work program:

4.2.1. Workshops

4.2.1.1. In-person workshops would be preferable, but travel support should be made available to allow inclusive participation by non-party stakeholders. Workshops should be held in different regions in an equitable manner, with an option for virtual participation. Platforms for virtual participation should ensure full involvement in both subgroup discussions and general sessions.

4.2.1.2. In 2024, conduct the mandated workshop as decided in 2/CMA5 para 43, and at least two additional workshops. HACA is concerned that there may not be enough time to organize an inclusive workshop at SBs60 (e.g., obtain visas, secure funding). If the first workshop is held at SBs60, it will be important to have an equitable, remote participation option. If not, the first workshop can be organized during the intersessional period during the second half of 2024. The organization of a GGA workshop at COP16 in Colombia would be an innovative gesture. The second workshop can be held in conjunction with SBs61.

4.2.1.3. In 2025, conduct at least three workshops, one during the intersessional period in the first half of the year, and two in conjunction with SB62 and SB63.

4.2.1.4. It is recommended to split the workshops by thematic areas, ensuring that each theme is addressed by experts in that field, with at least one workshop dedicated to target 9(g) on cultural heritage.

4.2.1.5. Regarding the four targets of the adaptation iterative cycle outlined in paragraph 10 of decision 2/CMA5, we consider that it would be preferable to address these four targets in connection with the consideration of each paragraph 9 theme. The application of the 4 targets will differ with respect to each of the seven thematic areas (e.g. cultural heritage) and time should be made available to explore these differences.

4.2.1.6. In view of the recognized under-development of the cultural heritage thematic, it is recommended that the workshop allocated to the cultural heritage theme be preceded by a series of information sessions designed to enhance the capacity of cultural heritage stakeholders to engage with the Work Programme. These information sessions could be executed with the support of HACA and the Climate Heritage Network, perhaps in collaboration with UNESCO.

4.2.1.7. After the first workshop of the program, which will be for an initial exchange of views on the organization of work and debate on the submissions presented by observers, it is proposed that Subsidiary Bodies (SB) Chairs elaborate and present a Concept Note with a proposal of the distribution of themes for the workshops, for consideration and adoption at that meeting. This concept note should include guiding questions to be addressed in each of the thematic areas.

4.2.1.8. The first workshop should guide the two-year Programme's work, and it will be essential to have, with the support of the Secretariat and the Adaptation Committee, systematized information available before each workshop on the topics to be discussed, for review by the experts in advance.

4.2.1.9. The last workshop in 2025 will be for developing a final proposal of indicators for each target from GGA paragraphs 9 and 10. This proposal will be based on the work of the two-year programme and presented to the CMA7, for consideration.

4.2.1.10. Additionally, a brief report of concrete outcomes and a progress proposal after each workshop should be developed by the Secretariat.

4.2.1.11. The proactive and timely planning of workshops will allow for technically focused, expert participation. It is crucial to encourage involvement from technical experts (including local community leaders) with relevant backgrounds/experience to address the needs associated with each workshop's scope.

4.2.1.12. The invited participation of non-party stakeholders during the workshops, who have related expertise and experience, is highly important. In the context of cultural heritage, expertise should be drawn from across the dimensions of cultural and natural heritage, tangible and intangible culture, including Indigenous Knowledge and local knowledge.

4.2.1.13. Consistent with GGA paragraph 14, experts should include community members directing locally-led and community-based adaptation of cultural heritage. With respect to engagement with Indigenous Peoples, existing Indigenous-led platforms and processes (e.g., LCIPP, IUCN IPO) can make valuable contributions relevant to cultural heritage. Cultural heritage networks can provide linkages to local communities and knowledge systems outside of the Indigenous context.

4.2.1.14. Relevant expertise on cultural heritage and climate adaptation can be drawn from, among others, the following:

- The Preserving Legacies programme funded by the National Geographic Society, which aims to support stakeholders of heritage places around the world to develop place and people-based climate change adaptation actions.²⁷
- The ICOMOS Climate Action Working Group which has been active in the culture climate conversation sector for over ten years and is focused on realizing sustainable climate action across the global heritage sector.²⁸
- Race to Resilience: Culture, an official partner of the Race to Resilience campaign. RTR:Culture emphasizes the contribution of culture to resilience including through diverse knowledge and support systems, use of local materials, inter-cultural understanding, equity and justice, and adaptive learning.
- The CHN working group in Spanish and Portuguese, which brings together the experiences of different institutions located in Latin America and the Caribbean.
- "Strengthening cultural heritage resilience for climate change - Where the European Green Deal meets cultural heritage" report of the EU Open Method of Coordination.²⁹
- UNESCO Policy Document on Climate Action for World Heritage.³⁰
- The ICCROM-ICOMOS-IUCN-UNESCO World Heritage Centre Climate Action Toolkit Project which is developing tools and resources for World Heritage Site managers to respond to the challenges of climate change.
- Action Group on Guiding Principles for Resilience and Integrated Approaches in Risk and

²⁷ <https://preserving-legacies.webflow.io/>.

²⁸ <https://www.icomos.org/en/what-we-do/disseminating-knowledge/icomos-working-groups?start=6>.

²⁹ European Commission, Directorate-General for Education, Youth, Sport and Culture, Strengthening cultural heritage resilience for climate change – Where the European Green Deal meets cultural heritage, Publications Office of the European Union, 2022, <https://data.europa.eu/doi/10.2766/44688>.

³⁰ <https://whc.unesco.org/en/documents/204421>.

Heritage Management in European Cities - Partnership Culture and Cultural Heritage Urban Agenda for the EU - Resilience and Cultural Heritage in Urban Development.³¹

- Action 9 "Observatory on Culture/Cultural Heritage and climate change in the urban framework" of the Urban Agenda for the EU Partnership "Cultural and Cultural Heritage" Action Plan.³²

During COP28, a coalition of 175 organizations, including the Climate Heritage Network, hosted the inaugural Entertainment and Culture Pavilion in the Blue Zone. The Pavilion showcased diverse programming themes, including Culture Heritage. This hub provides capacity-building opportunities to involve creative industries and key stakeholders in shaping policy related to culture-based climate action. The Entertainment + Culture Pavilion is also planning editions for SB60, COP16 and COP29 in Baku.

- The Withstanding Change project, a multi-year initiative funded by the British Council's Cultural Protection Fund and led by the International National Trusts Organisation. Since 2022 the project has improved the resilience of culturally significant sites across the Middle East and Africa, sensitizing the heritage sectors and wider public to the important relationship between climate change and heritage.³³
- ICCROM Net Zero: Heritage for Climate Action.
- Friends of Ecosystem-based Adaptation (FEBA), a global collaborative network with IUCN serving as Secretariat.
- ENACT (Enhancing Nature-based Solutions for an Accelerated Climate Transformation) Partnership which works to accelerate collective global efforts to address climate change, land and ecosystem degradation, and biodiversity loss through Nature-based Solutions.

4.2.2. Submissions: Call for submissions from Parties and, particularly, non-party stakeholders, to be made five weeks before each workshop, specifically addressing the topics to be covered, as scheduled by the SB Chairs in their Concept Note. It would be preferable to accept submissions in more than one working language.

4.2.3. Reports from the Adaptation Committee:

4.2.3.1. Request the Adaptation Committee to prepare brief synthesis reports for each of the thematic areas of GGA paragraph 9 to be reviewed in each workshop. These reports should contain specific information about these thematic areas and the application of the four targets of the adaptation iterative cycle to the theme, as well as to indicator development, as well as additional information as recommendations for the next workshop. These reports should be available at least six weeks before the workshop where the respective thematic area will be discussed.

4.2.3.2. The report of each workshop should include a discussion of the extent to which, consistent with GGA paragraph 22, workshop discussions recognized the leadership of Indigenous Peoples and local communities, afforded ethical and equitable engagement with Indigenous Peoples and local communities and supported application of traditional knowledge, the knowledge, wisdom and values of Indigenous Peoples, and local knowledge systems.

4.2.3.3. HACA suggests that the Adaptation Committee identify "in-house" expertise on the adaptation of cultural heritage to support these functions as it regards the cultural heritage thematic target under GGA paragraph 9(g).

³¹ https://www.bbsr.bund.de/BBSR/EN/publications/SpecialPublication/2023/resilience-cultural-heritage-urban-development-dl.pdf;jsessionid=CB93A78D305172B1B26271DA9A30026D.live11314?_blob=publicationFile&v=5.

³² https://www.urbanagenda.urban-initiative.eu/sites/default/files/2024-03/Action_9_Booklet.pdf.

³³ <https://www.into.org/withstanding-change-project/>.