

Group SUR (Argentina, Brazil, Paraguay and Uruguay) submission on the UAE-Belém Work Programme to develop indicators for the UAE Framework for Global Climate Resilience

Mandate: Decision 2/CMA.5

39. Decides to launch a two-year UAE – Belém work programme on indicators for measuring progress achieved towards the targets referred to in paragraphs 9–10 above with a view to identifying and, as needed, developing indicators and potential quantified elements for those targets;

40. Also decides that the UAE – Belém work programme referred to in paragraph 39 above will be carried out jointly by the Subsidiary Body for Scientific and Technological Advice and the Subsidiary Body for Implementation, starting after the fifth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement;

41. Invites Parties and observers to submit via the submission portal⁸ by March 2024:

(a) Views on the matters referred to in paragraph 39 above;

(b) Modalities of the UAE – Belém work programme outlined in paragraph 39 above, including organization of work, timelines, inputs, outputs and the involvement of stakeholders;

Introduction

Group Sur recognizes the importance of adopting Decision 2/CMA.5 to further operationalize the Global Goal on Adaptation (GGA) and the launching of the UAE Framework for Global Climate Resilience. This framework is a fundamental political and methodological tool, allowing not only the achievement of the GGA but also the review of its progress in reducing climate impacts, risks, and vulnerabilities. Additionally, it strengthens adaptation action and support, as its purpose indicates.

In this context, it is necessary to allocate adequate time during the upcoming SB session for deliberating on UAE Framework matters and addressing the new mandates outlined in 2/CMA.5. These mandates include, among others, identifying potential inputs for future global stocktakes related to achieving the global goal on adaptation or the development of terms of reference for reviewing the UAE Framework.

The group welcomes the opportunity to provide views on matters related to the UAE – Belém work program on indicators for measuring progress achieved towards the targets of the framework, and modalities of the UAE – Belém work program, including organization of work, timelines, inputs, outputs, and involvement of stakeholders.

1. Criteria for mapping indicators

The set of indicators that will be subject to mapping and/or development during the Work Programme must abide by the following criteria, based on decision 2/CMA.5:

Focus on implementation: given that the main purpose of the UAE Framework for Global Resilience is to guide the achievement of the Global Goal on Adaptation (GGA), indicators

that derive from the Work Programme must strengthen the implementation of the targets referred to in paragraphs 9 and 10 of decision 2/CMA.5.

Explore interlinkages with the Sustainable Development Goals (SDGs) and other relevant multilateral processes: articles 2.1.b and 7.1 of the Paris Agreement put adaptation and the GGA in the context of sustainable development. The targets established in the UAE Framework for Global Resilience reflect that close interaction. As such, those interlinkages are an essential element of the work to be developed under the UAE-Belém Work Programme on indicators. Other relevant multilateral processes, such as the Sendai Framework, can provide valuable inputs to the achievement of the GGA through the proposed targets and future indicators.

Avoid duplication of efforts: one of the most valuable contributions of the UAE-Belém Work Programme will be mapping and systematizing existing global indicators that may contribute to the achievement of the targets and ultimately of the GGA.

Avoid reporting burden: In addition to selecting indicators, the work program should address the reporting responsibilities of different actors, in order to avoid additional pressure on the capacities of developing countries to provide information.

Respect national circumstances and capacities: the work on indicators must be guided by the principle of Common but Differentiated Responsibilities and Respective Capabilities (CBDR-RC), a cornerstone in the UNFCCC regime. Paragraph 11 of decision 2/CMA.5, reaffirms that efforts in relation to targets shall be country-driven, voluntary and in accordance with national circumstances.

Cross-cutting considerations: paragraph 13 of decision 2/CMA.5 refers to a set of cross-cutting elements Parties should take into account when implementing the UAE Framework for Global Climate Resilience in their adaptation efforts. Such aspects must integrate the work on indicators as they are key to the effective implementation of the framework.

2. Main points that should be addressed in the framework of the UAE-Belém Work Programme

Identification and consideration of existing indicators and data linked to the GGA Framework targets: To begin the work under the UAE - Belém work programme it is necessary to have an identification and analysis of existing regional and global indicators for each of the targets of the GGA Framework. Among others, the SDG indicators and targets should be considered, as well as those of the Sendai Framework for Disaster Risk Reduction, and those of the Convention on Biological Diversity and goals and targets of the Kunming-Montreal Global Biodiversity Framework.

How to use the national indicators in the GGA: It is important to analyze and define how the national indicators (quantitative and qualitative) will contribute to the GGA and how they will be reported.

To take advantage of national experiences related to the construction of indicators, information from existing reports (BURs, NATCOMs, ADCOMs, NAPs, among others) can be used. But this can also be strengthened with submissions from the groups.

Within the framework of this work programme, it should facilitate the way in which the efforts made are recognized in the progress towards the GGA. This should also contribute to the strengthening of metrics and processes for monitoring and evaluation of adaptation progress at the national level (planned in the various national instruments, NDCs, NAPs), defining the corresponding linkages of national strategies with the fulfillment of the goals and actions of the GGA framework.

Reporting Instruments: As for the channel for reporting GGA indicators, this should be flexible and under no circumstances generate an additional burden for developing countries. Instruments for this purpose should include adaptation communications, biennial transparency reports, national adaptation plans, nationally determined contributions and other relevant plans, strategies and programs.

New indicators and gaps: Once the existing indicators for each target have been identified, progress must be made in the development of new ones, where necessary. In this regard, a diagnosis/analysis of the existing gaps is necessary before starting to work on new indicators.

Implementation barriers: Discussions should also consider what are the barriers to implementing the Framework/indicators, especially for developing countries, including those related to necessary means of implementation and enabling conditions, among others. This analysis should be carried out in parallel to the identification of each indicator.

Best practices and benefits of international cooperation: For our group, it will be important during the course of the Work Program to have spaces for the exchange of best practices of international cooperation related to indicators of adaptation to climate change. We believe that regional cases should be prioritized and that presentations should not be too long, leaving space for exchange, questions and answers. The Secretariat could identify a short list of these best practices, in addition to proposals that may come from the different stakeholders.

3. Programme modality

Considering the complexity of the targets referred to in paragraphs 9 and 10, and the limited time available for in-person participatory processes within the UAE- Belem work programme, Group SUR recommends that following the workshop defined in paragraph 43 of Decision CMA 5 adopting the UAE Framework for Global Climate Resilience, the SB Chairs be requested, at their 60th session, to develop a work plan for the coming years, taking into account, inter alia, the following conceptual considerations and logical process.

For 2024, it is crucial to focus efforts on conducting a diagnosis of existing global indicators, which could be presented as proposals for their articulation towards targets from paragraphs 9 and 10. This will only be possible through a strategic definition of criteria agreed upon by the Parties.

The mapping of indicators, their state of the art, and the definition of adequate criteria to ensure their link to targets from paragraphs 9 and 10 could be led by the SB Chairs in collaboration with the Adaptation Committee (AC) through the development of reports based on inputs from various sources. To this end, submissions could be requested from Parties and stakeholders established in paragraph 20 of Decision CMA.5 adopting the UAE Framework for Global Climate Resilience. These submissions could be made by September of the current year so that the SB Chairs and the AC can prepare reports for SB61. On the other hand, these submissions could serve to produce an indicator sheet that encompasses the defined criteria and other general aspects related to indicator measurement is crucial. This sheet will be the main working tool for the second year of work, as it will frame the feasibility of indicators to operationalise the measurement progress.

Furthermore, based on paragraph 35 of the same decision, it is suggested to request the Adaptation Fund Board and the Green Climate Fund Board to provide updates on their activities and scope of support to assist developing country Parties in their efforts towards the implementation of the UAE Framework for Global Climate Resilience, including towards achieving the targets referred to in paragraphs 9–10. Such information is important to demonstrate the distribution of support and efforts towards the different targets, thus enabling decisions on how to balance efforts.

It is key that by the end of SB61, clear criteria for selecting indicators are established, along with a proposal of indicators to consider for the second year of work. The number of proposed indicators per target could be defined based on the decision of the Parties. Still, it is suggested to consider a realistic list, taking into account the number of targets, the UAE - Belem program's timeframe, and the lessons from the Glasgow–Sharm el-Sheikh work programme on the global goal of adaptation referred to in the decision 7/CMA.3.

For 2025, it is essential to hold at least two technical workshops for the review of proposals. One of them should be in the first quarter of the year, and the other in conjunction with SB62. These technical workshops would be aimed at reviewing proposals, ensuring that the inputs provided show evidence of the criteria accomplished. The workshops should be hybrid to ensure the participation of experts. Furthermore, the SB Chairs could request submissions before the technical workshops with proposals of indicators compared to the criteria. This input will serve as a basis for discussions.

For SB62, it would be crucial to have a shortlist of validated indicators by the Parties and their respective sheets to focus efforts on other procedural aspects to ensure the correct measurement and reporting of such indicators, including enabling conditions and institutional arrangements with the entities that will provide data and those responsible for the indicators.

From this point, the work program should discuss aspects related to continuous improvement, cycles oriented towards the Global Stocktake, and other operationalisation matters. These discussions could be held in a workshop before SB63. Before the meeting, Parties, experts and observers could present submissions with proposals on these aspects.

For Group SUR, the work on indicators must include within its scope adaptation action and support, reflecting the purpose of the UAE Framework for Global Climate Resilience. Building on its overall objective, the proposed workshops must dedicate sufficient space for Parties to discuss means of implementation. In addition to the workshops, it would be constructive to have a dialogue on means of the implementation specifically for adaptation connecting the

UAE Framework on Global Resilience, National Adaptation Plans, the NCQG process and other relevant work streams.

4. Stakeholders

Regarding the participation of relevant actors in the work programme, Group SUR recommends promoting broad participation of stakeholders. In particular, invitations to participate in the work programme should be extended to experts in relevant fields, whose contributions will assist in the process of identifying and proposing relevant indicators. All workshops and activities must ensure equitable regional representation and take into account UNFCCC constituencies.

Moreover, the technical guidance and support of the Adaptation Committee throughout the process is key, particularly during the first stage where reports are needed to identify the state of the art of existing indicators and their gaps, as well as other information required to achieve the work programme objective. Additionally, there should be the possibility of consulting, as appropriate, with other constituted bodies with relevant expertise (including IPCC, and other UN-constituted bodies), and other stakeholders defined in paragraph 20 of Decision CMA.5 adopting the UAE Framework for Global Climate Resilience, particularly, those who implement actions and produce data related to adaptation.

5. Dialogue on means of implementation

Group SUR reaffirms the importance of having the work under the UAE-Belém Work Programme contribute to national efforts to elaborate and implements adaptation plans and policies on the ground, and this undoubtedly entails addressing the issue of the necessary means of implementation for developing countries, including technology transfer, capacity-building and financial resources.

The IPCC has recognized that despite progress, adaptation gaps persist¹ and that many funding, knowledge and practice gaps remain for effective implementation, monitoring and evaluation of adaptation. These gaps not only persist but will continue to grow at the current rates of adaptation planning and implementation.²

In regards to climate finance, it is clear that the current unequal structure of the international financial system has become increasingly disconnected from development priorities, with the clearest measure of the system's shortcomings being the gap between the needs to combat climate change and the available climate finance. As recognized by the IPCC, the finance gap is not only a barrier to climate action in general but more specifically to adaptation action as even within a generalized context of insufficient climate finance there is a heavy focus on mitigation with "the overwhelming majority of tracked climate finance [being] directed towards mitigation"³ and adaptation finance "represents only a small portion of total climate finance, is

¹ IPCC, AR6 SYR, Longer Report, p23, "Current Mitigation and Adaptation Actions and Policies are not Sufficient"

² IPCC, AR6 SYR, Longer Report, pg 27, Section 2.3.2 "Adaptation Gaps and Barriers"

³ IPCC, AR6 SYR, Longer Report, p28, Section 2.3.3 "Lack of Finance as a Barrier to Climate Action"

uneven and has developed heterogeneously across regions and sectors”⁴, which leads to widening disparities between the estimated costs and documented finance allocated for adaptation⁵

It is clear that different types of finance are needed for climate mitigation, adaptation and to remedy loss and damage. While climate mitigation finance focuses on mobilizing to unblock the flow of private finance for projects with a revenue stream, there is a substantial amount investment that developing countries require today for adaptation projects that have little or no revenue potential, which therefore highlights the importance of public finance through highly concessional financing and grant-based mechanisms.

In light of the above, Group SUR is of the view that under the UAE-Belém Work Programme it would be constructive to have a dialogue on means of the implementation specifically for adaptation, in order to exchange views constructively on this cross-cutting issue which is essential to further achieve progress in regards to the UAE Framework on Global Resilience, National Adaptation Plans, and adaptation in general, as well as draw from the NCQG process and other relevant UNFCCC work streams.

⁴ IPCC, AR6 SYR, Longer Report, p22, Section 2.2.3 “Adaptation Actions to Date”

⁵ IPCC, AR6 SYR, Longer Report, p28, Section 2.3.3 “Lack of Finance as a Barrier to Climate Action”