

Summary of the seventh workshop under the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation: Zooming out on interfaces between the global goal on adaptation and other processes, including a specific focus on the global stocktake process (decision 3/CMA.4, para. 20(i))

8 September 2023

I. Introduction

A. Mandate

1. The Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA), at its third session, decided to establish and launch a comprehensive two-year Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation, to start immediately after that session and to be carried out jointly by the Subsidiary Body for Scientific and Technological Advice (SBSTA) and the Subsidiary Body for Implementation (SBI). It also decided that four workshops should be conducted per year under the work programme, with the support of the secretariat and under the guidance of the Chairs of the subsidiary bodies.¹

2. SB 56 requested the secretariat, under the guidance of their Chairs, to prepare a summary of each workshop² in the context of preparing a single annual report on the workshops for consideration at the sessions of the subsidiary bodies coinciding with the sessions of the CMA.³

3. CMA 4 welcomed the progress made during the first year of the work programme and requested the Chairs of the subsidiary bodies to select the themes for the workshops to be held in 2023.⁴ The themes for the fifth to eighth workshops were outlined in the information note by the Chairs of the subsidiary bodies, published on 8 February 2023.⁵

4. At SB 58, the SBI and the SBSTA invited their Chairs to continue considering, at the remaining workshops under the Glasgow–Sharm el-Sheikh work programme, matters related to the development of the framework for guiding the achievement of the global goal on adaptation (GGA), inter alia, the development and use of targets, indicators and metrics, global adaptation priorities, and modalities for increasing international cooperation in support of the framework, and to include in the workshops sessions for Parties to explore areas of commonality in developing the framework and taking stock of progress.⁶

B. Proceedings

5. The seventh workshop under the work programme⁷ was held in hybrid format from 31 July to 2 August 2023 in Buenos Aires, Argentina, and broadcast live on YouTube,⁸ with more than 220 registered in-person and virtual participants.

¹ Decision 7/CMA.3, paras. 2–4 and 12.

² FCCC/SBI/2022/10 para. 192.

³ Decision 7/CMA.3, para. 16.

⁴ Decision 3/CMA.4, para. 20.

⁵ Available at <https://unfccc.int/documents/626532>.

⁶ FCCC/SBI/2023/10, paras. 61–62.

⁷ The concept note, agenda and presentations for the seventh workshop are available at <https://unfccc.int/event/7th-workshop-glasgow-sharm-el-sheikh-wp-gga>.

⁸ See <https://www.youtube.com/playlist?list=PLBcZ22cUY9RL6BE-vu4wCipLXokStt91A>.

6. The workshop covered a wide range of themes, with its sessions on the first day focusing on targets, indicators, metrics and shared priorities, including in-depth consideration of targets in breakout groups. After the consideration of targets on the second day, the co-facilitators of the technical dialogue of the global stocktake (GST) updated participants on the status of the GST, which informed the subsequent discussion among smaller groups on the interfaces between the GGA and the GST. On the third day, participants discussed the possibilities of international cooperation in the context of the GGA framework before the final session, in which they considered the structure of the GGA framework in breakout groups.

7. The workshop opened with welcoming remarks from Ambassador His Excellency, Ambassador Nabeel Munir, Chair of the SBI, Cecilia Nicolini, Secretary for Climate Change, Sustainable Development and Innovation, Argentina, and Corinna Lehmann, Director of Environmental Affairs at the Ministry of Foreign Affairs, International Trade and Worship, Argentina. The workshop was moderated by Harry Vreuls, Chair of the SBSTA, and the breakout group sessions were moderated by Christina Rumbaitis del Rio (United Nations Foundation), Timo Leiter (London School of Economics) and Binyam Gebreyes (Senegal). The workshop concluded with closing remarks delivered by the Chair of the SBSTA and by Florencia Mitchell, National Director of Climate Change, Ministry of Environment and Sustainable Development, Argentina.

II. Summary of discussions

A. Framing, targets, priorities and expectations

8. The Chair of the SBI welcomed participants to the workshop and highlighted the importance of an ambitious outcome on the GGA work programme at the twenty-eighth session of the Conference of the Parties (COP). After the welcoming remarks, Ms. Cecilia Nicolini described the serious climate impacts recently experienced by Argentina, and how Argentina's vulnerability is increased by dependence on agriculture and by financial challenges. She emphasized that the outcome of the GGA work programme is part of the major package at COP 28, and that it must leave no one behind. In her remarks, Ms. Corinna Lehmann outlined that the GGA framework should consider the dimensions, themes and cross-cutting considerations as outlined in decision 3/CMA.3 paragraph 10(a-c), and that the seventh workshop provides an opportunity to identify the commonalities of the GGA framework in terms of targets, metrics and links with the GST and international cooperation. Following this presentation, the Chair of the SBSTA emphasized that an ambitious outcome at COP 28 on the GGA work programme would need to achieve clarity on interfaces with other processes, on targets and indicators, and on the GGA framework itself, and should put nature, people and livelihoods at the centre of the work. He described the seventh workshop as an opportunity to look for commonalities and reach common understandings, especially on targets, links with the GST, and international cooperation, while not yet moving into a negotiation mode.

9. The secretariat then provided an overview of the agenda for the seventh workshop and introduced the related working materials. The materials consisted of a working template to discuss the possible structural elements of a draft decision for consideration and adoption at CMA 5, as agreed at SB 58;⁹ an interactive mapping of existing targets using a Kumu data visualization platform; a list of targets identified to date on the basis of the submissions from Parties (listed in table 1); a set of possible attributes against which to assess the current pool of targets (e.g. ambitious, equitable, measurable, realistic, transformational); and an overview of the key points from the previous workshop discussions on linkages between the GGA and the GST.

10. In their initial observations, participants emphasized that the GGA framework should, in particular, reduce the risks of climate impacts, enhance the implementation of adaptation, mobilize means of implementation and reflect the principles of the Convention and the Paris

⁹ FCCC/SBI/2023/10, para. 64.

Agreement. The expectations of participants included that the seventh workshop should consider how targets fit within the GGA framework, particularly how they relate to its dimensions, themes and cross-cutting considerations. In addition, it was emphasized that the GGA framework needs to look beyond targets by focusing on people, ecosystems and livelihoods.

11. Participants outlined their general expectations with regard to targets, along with initial ideas for specific targets. It was emphasized that the targets should operationalize the GGA, be pursued with a view towards transformational adaptation and be designed with specific criteria in mind (suggestions for criteria included feasible, aggregable, time-bound, measurable, reportable, outcome-oriented and/or SMART¹⁰). It was suggested that the adaptation policy cycle could provide a basis for defining targets, and that targets could involve process- and outcome-based indicators. At the same time, they should avoid disadvantaging countries with small populations and should reflect the agreed language of the Convention and the Paris Agreement.

12. In this session, participants also highlighted examples of targets they considered useful for integrating into the GGA framework, or which they have set at the national level. The compilation of targets proposed in the submissions from Parties along with the targets suggested in the opening plenary session of the workshop are reflected in table 1.

13. In addition, it was suggested that the seventh workshop should focus, in particular, on targets and their operationalization, the relationship between the GGA and the GST, links with existing systems for reporting and communicating on adaptation, and a timeline of work following COP 28 in relation to the second GST.

B. Targets, indicators, metrics and shared priorities relating to the framework for the global goal on adaptation

14. On day one and in the first session of day two, participants undertook an in-depth exchange of views, in several breakout groups and plenary sessions, on the targets and global priorities relevant to the GGA framework and the potential landing zones for an outcome at COP 28.

15. In the first breakout group session on day one, participants formed three groups to discuss the targets proposed in the submissions from Parties and discussions to date. Participants were provided with a list of 26 proposed targets, including those submitted during SB 58 and those proposed at the opening plenary session, and were requested to consider to what extent each target corresponded to specific attributes proposed at the opening plenary session (e.g. ambitious, equitable, measurable, realistic and transformational) and/or whether additional attributes might be relevant for each target. The 26 targets discussed by the breakout groups are contained in table 1.

16. The second breakout group session focused on linking the overarching vision and landing zones to more specific targets. Participants were asked to divide the list of proposed targets into clusters, with the aim of streamlining it and developing landing zones. Each group adopted its preferred working modality, generating a rich and diverse set of outputs.

17. The in-depth consideration of targets continued on the morning of day two of the workshop, during which the breakout groups focused on:

- (a) Overarching targets and potential levels of ambition;
- (b) Using the dimensions of the adaptation policy cycle and the themes as orientation (e.g. to structure subtargets).

18. After the breakout groups, the participants met briefly in plenary session and exchanged views on the discussions and the emerging commonalities. Aspects of this segment that participants considered particularly positive included the focus and exchange on targets, the interactive nature of the discussion, the stronger engagement on difficult questions, the better understanding of each other's positions, the opportunity for open

¹⁰ SMART stands for specific, measurable, achievable, relevant and time-bound.

discussion on all ideas, the quality of the facilitation, the arrangements that enabled building on existing work, and the working materials provided to accompany the discussion. While it was emphasized that it was not yet time for negotiations or agreed language, participants highlighted that they saw clear commonalities emerging.

19. In terms of the attributes of targets, the groups noted the challenges related to assigning specific attributes to them, for instance:

(a) The context-specificity of the targets' attributes (they might differ depending on the types of targets (in other words, they might apply differently for overarching targets and more specific ones), the actors involved, the different understandings of the key concepts, current national circumstances, and/or the time frames of the targets, as well as the trade-offs between them (e.g. between the ambition and feasibility of targets));

(b) Assigning specific attributes to the targets depend on the criteria used, and it was highlighted that the meaning of the rating from 1 to 5 was unclear. One group discussed the other possible attributes for assessing targets, for example that they should be, *inter alia*, SMART, science-based, evidence-based, reportable, reflective of means of implementation and people-focused, and that they should comprise both process- and outcome-related targets;

(c) Some participants highlighted that there was no shared understanding of the attributes used or emphasized that there may be other criteria, and some were reluctant to assign attributes to targets in order to avoid being “locked in” to a limited set of targets or perceived as agreeing to certain attributes of targets such as “transformational”;

(d) Some of the proposed targets were intended as parts of a package of targets, meaning that it was difficult to evaluate them individually.

20. In addition to the discussion on attributes, the breakout groups highlighted other key considerations in relation to targets. One participant described targets as an opportunity to connect national reporting with the GGA. As a basis for defining targets, participants suggested using the adaptation policy cycle, the themes identified in decision paragraph 10(b) 3/CMA.4, best available science and/or existing reporting systems. The breakout groups also discussed how means of implementation and/or enabling conditions could be captured in the context of targets and acknowledged that further work is needed to determine exactly how this could be done.

21. Another key parameter that was discussed relates to the levels at which targets are articulated, in particular whether targets are considered from a global or aggregable perspective, or from a national perspective. In this regard, it was suggested that while the GGA is a collective goal, other targets and goals might be more nationally focused, that regional targets might also be useful, and/or that targets could be approached as overarching targets and accompanying sub targets.

22. Participants also discussed the possibility of merging similar targets included in the list and agreeing on common language for one target, for example merging similar targets on early warning systems (targets 8 and 9 in the list in table 1). Participants also exchanged views on the methodologies required to develop indicators and assess targets (e.g. understanding adaptive capacity in relation to the global temperature goal). It was emphasized that aggregation should not be limited to quantifiable aspects but should also consider qualitative parameters. It was further suggested that targets should be defined first, followed by relevant indicators; depending on the outcome at COP 28, additional technical work by experts could support the development of indicators and help address methodological challenges, which could be undertaken by the Intergovernmental Panel on Climate Change (IPCC) and/or UNFCCC constituted bodies and under existing arrangements.

23. Additionally, participants noted that the linkages and synergies with other frameworks (e.g. the Sustainable Development Goals (SDGs)) can help avoid undue reporting burdens but should not lead to duplication. It was further emphasized that GGA targets should be adaptation-specific, given that the value added by the GGA to existing frameworks is a climate-resilience and vulnerability lens. It was also emphasized that targets should not disadvantage small populations, and that while there may be calls for simple targets, crafting

and implementing “simple” targets is often not as straightforward or easy to implement as it may seem. Finally, the groups discussed how the list of proposed targets discussed at the session could be developed further to contribute to finding specific language for a draft decision to be considered and adopted at CMA 5.

24. Throughout the workshop, all groups emphasized that the discussions were not a negotiation, but rather an effort to capture the different aspects of targets and to streamline and categorize them. The groups generally used the adaptation policy cycle to organize their consideration of the targets. The options for clustering targets, as well as further considerations specific to each target suggested in the breakout groups, are captured in tables 1 and 2 respectively.

25. In addition to clustering and providing specific observations on the targets, the groups considered, in particular, the following issues:

(a) *The overall attributes of targets.* Groups discussed how targets could be articulated in terms of their (1) ambition (the broad objective to be achieved); (2) timelines (by when the target should be achieved); and (3) elements (what actions would be required to make progress towards the identified target). It was also highlighted that targets should have an impact on the ground but not lead to additional burdens on developing countries;

(b) *The meaning of the concept of overarching targets and their difference from other types of targets.* In other words, what does it mean to reach an overarching target, and who is responsible for doing so? On this point, some participants preferred to have high-level or “highest-level” targets, while others suggested articulating political statements. One participant proposed that the relationship between overarching and specific targets was one in which overarching targets would involve broad concepts such as people, the economy and ecosystems and be operationalized through specific targets based on the adaptation policy cycle. It was also suggested, *inter alia*, that such overarching considerations should embody and operationalize the components of the GGA set out in Article 7, paragraph 1, of the Paris Agreement and, in particular, help to enhance the visibility of adaptation, provide a political space to mainstream the adaptation policy cycle, evaluate progress towards the GGA, and drive higher ambition. Others suggested that Article 7, paragraph 1, of the Paris Agreement already provides an overarching goal, and the GGA work programme should develop high-level political messages. An additional question was whether overarching considerations should be measurable or qualitative;

(c) *Additional types of targets.* Some participants suggested thematic targets as additional types of targets (e.g. in relation to ecosystems, water, health and food, and/or based on sectoral components of existing national adaptation plans (NAPs)). Others were uncertain about the feasibility and desirability of thematic targets, arguing that they could lead to complexity and reduce flexibility for countries. Targets in relation to transformational adaptation were also suggested as a way to avoid the fragmentation of adaptation action. It was also discussed that targets on implementation could be based on the number of actions taken, and/or the percentage of plans implemented by countries. Process and outcome targets, as well as targets related to the avoidance of maladaptation, were additional categorizations suggested by participants;

(d) *The articulation of targets related to means of implementation.* Participants discussed whether further targets are needed, how means of implementation could be captured in the context of adaptation planning and/or throughout the stages of the adaptation policy cycle, and how links with other finance discussions under the UNFCCC could be considered;

(e) *Overall challenges related to targets.* Of particular relevance in the discussions were methodological questions (e.g. how to assess adaptive capacity, whether existing methodologies are sufficient to assess progress towards targets, how to aggregate targets, how to assess targets when things are in flux and in the absence of baselines, and how to identify which part of a specific effort qualifies as adaptation), the feasibility and desirability of standardizing what qualifies as adaptation in the light of varying national circumstances, and the importance of ensuring that targets do not lead to additional burdens.

26. Tables 1 and 2 capture a summary of the discussions that took place in the different breakout groups. Table 1 provides the list of targets proposed in Party submissions and presented in the plenary discussion, and proposals for how these targets could be clustered. Table 2 contains additional considerations in relation to the clustering of targets. The colour coding used in table 1, which is repeated in table 2, represents the additional considerations related to the proposed clustering of the suggested targets.

Table 1
Proposed targets and clustering of proposals

No.	Proposed target	Clustering proposals					
		Broad	Assess	Plan	Impl.	M&E	MoI
1.	By 20xx, our goal is to reduce vulnerability and enhance long-term [effective] resilience and adaptive capacity reaching and benefiting xxx billion people and their livelihoods, conserving xx per cent of land, freshwater and ocean ecosystems [in line with the 1.5 °C target] while increasing [action and] support in line with increasing demand from increasing global warming	Yes					
2.	Ensure an increase of adaptive capacity in the context of the long-term temperature and adaptation goals set out in Article 2, paragraph 1(a–b), of the Paris Agreement	Yes					
3.	Reduced exposure to climate-related risks by reducing the number of individuals affected as a share of total population by 2030		Yes			Yes	
4.	Enhance the adaptive capacity and resilience of the global population to the adverse impacts of climate change by at least 50 per cent by 2030 and by at least 90 per cent by 2050		Yes				
5.	Enhanced well-being and prosperity by increasing access to water, food, health and nutrition for the most vulnerable groups by 2030		Yes				
6.	Ecosystems are maintained, enhanced, or restored by protecting 30 per cent of the land and oceans by 2030		Yes				
7.	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			Yes		Yes	
8.	Achieve 100 per cent coverage of multi-hazard early warning systems, climate information services and response systems by 2027		Yes	Yes			
9.	By 2030, all countries have early warning systems for at least two critical risks and information for risk reduction at the national level		Yes				
10.	By 2030, the impact, risk and vulnerability assessments induced by climate change lay the foundations for the planning and subsequent implementation of actions to adapt to these risks and reduce the impacts		Yes				
11.	All Parties have conducted climate risk assessments for national adaptation planning and have in place early warning systems by 20xx		Yes				
12.	By 2030, all countries can access climate finance to carry out risk, impact and vulnerability assessments induced by climate change through the UNFCCC Financial Mechanism						Yes
13.	By 2030, 100 per cent of developing countries have been supported to develop national adaptation planning instruments			Yes			
14.	All Parties have established inclusive and transparent national adaptation planning processes and have mainstreamed adaptation into all relevant strategies and plans by 20xx			Yes			
15.	By 2030, all countries have developed national policy instruments to address adaptation to climate change and have integrated it into their development strategies			Yes			

Summary of the seventh workshop under the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation

No.	Proposed target	Clustering proposals					
		Broad	Assess	Plan	Impl.	M&E	MoI
16.	By 2030, all countries can access climate financing through the Green Climate Fund and the Adaptation Fund for the preparation and implementation of NAPs						
17.	By 2030, increase the implementation, with respect to the 2023 baseline, of projects, plans, programmes and adaptation actions in response to the impacts and risks of climate change identified by countries in their adaptation documents						
18.	All Parties have made progress in implementing the adaptation priorities identified in their national adaptation plans/strategies by 20xx						
19.	By 2030, all countries have accessed funds from the Global Environment Facility, Green Climate Fund, Adaptation Fund, etc., for NAP implementation, and addressed the needs and priorities reported in adaptation communications, biennial transparency reports and other climate planning instruments at the national level						
20.	Ensure adequate support for adaptation actions to reduce risk and vulnerability to climate change						
21.	Enhance resilience and reduce the impacts of climate change by increasing adaptation action and support by at least 30 per cent by 2030						
22.	By 2030, the capacities to prepare and implement NAPs and address the needs and priorities present in adaptation communications, biennial transparency reports and other climate planning instruments at the national level have been strengthened						
23.	By 2030, international climate financing for adaptation achieves a balance with respect to mitigation, and has increased in line with the commitments made and the new collective quantified goal on climate finance						
24.	By 2030, all countries have designed and implemented a framework or system for monitoring, evaluation and learning of the adaptation component						
25.	All Parties have set up monitoring, evaluation and learning systems for their national adaptation processes by 20xx						
26.	By 2030, all countries have accessed funds from the Global Environment Facility, Green Climate Fund, Adaptation Fund, etc., for the design and implementation of monitoring, evaluation and learning frameworks or systems						

Note: Additional considerations in relation to the clustering of proposed targets are reflected in table 2.

**Table 2
Additional considerations in relation to the clustering of proposed targets**

Clustering of proposed targets	Additional considerations
General considerations	<ul style="list-style-type: none"> Targets should not add any burdens on developing countries Consider closely where gaps are when articulating targets Link each aspect of the adaptation policy cycle with means of implementation Consider support as part of enabling conditions Use 2030 as a time frame Timelines would need to be different for different aspects of the adaptation policy cycle Avoid duplication of targets set out in other global environmental frameworks

Clustering of proposed targets Additional considerations

	<p>Reflect science in an overarching way</p> <p>Consider targets related to avoiding maladaptation</p> <p>Not all targets that might be needed relate to the adaptation policy cycle</p> <p>Consider the methodological feasibility of each target, including how baselines and quantitative aspects are identified</p> <p>Consider which ideas need to be reflected as targets under the framework and which do not, considering the need to avoid additional reporting burdens</p>
Overarching/broad	<p>Articulate overarching targets as outcome targets</p> <p>Ensure that it is up to countries to define how they report (to avoid additional burdens)</p> <p>Overarching targets cannot be used for assessing progress owing to challenges with measurability</p> <p>Reflect overarching aspects as political messages, not as targets</p> <p>The GGA itself provides an overarching target</p> <p>Consider the following areas in an overarching target and/or high-level political message: (a) protecting people, livelihoods and ecosystems; (b) reducing climate risks; (c) avoiding maladaptation; (d) climate-resilient development; (e) ensuring adequate finance/scaling up support/doubling adaptation finance; (f) transformational adaptation; (g) enhancing implementation; (h) components of Article 7, paragraph 1, of the Paris Agreement; (i) reflecting linkages with other global frameworks; (j) importance of local-level action; (k) linking with the global temperature goal; (l) guiding adaptation action and support; (m) enhancing well-being and prosperity; (n) reducing vulnerability, especially for small island developing States and the least developed countries; and (o) including all Parties in the formulation of the overarching targets or political message</p> <p>Differentiate between conceptual (1, 2 and 4) and thematic (3, 5 and 6) overarching targets¹¹</p> <p>Proposed additional targets:</p> <p>(a) Reduce the risk of climate impacts and enhance adaptive capacity in the context of the long-term temperature goal in line with national circumstances and sustainable development;</p> <p>(b) Protect people, livelihoods and ecosystems by promoting accelerated implementation of adaptation actions and by providing adequate means of implementation for developing countries in order to achieve the GGA</p>
Assessments of impacts, vulnerabilities and risks	<p>Define targets for sectoral risk assessments; acknowledge that risk assessment priorities differ from country to country</p> <p>Consider that finance is needed to prepare assessments of impacts, vulnerabilities and risks</p> <p>Targets related to early warning systems (8, 9 and 11) could be clustered together</p> <p>Targets related to risk and vulnerability assessments (10, 11 and 12) could be further clustered</p> <p>Proposed additional targets:</p> <p>(a) By 2025, the IPCC and others (Climate Technology Centre and Network) conduct, for all developing countries, a regional adaptive capacity assessment in the context of the long-term temperature goal to identify gaps, risks and impacts of increasing temperatures in the near, medium and long term, which are taken into consideration at the national level (NAPs);</p> <p>(b) IPCC regional assessments of adaptive capacity are conducted for all regions by 2025;</p> <p>(c) 100 per cent coverage with early warning systems, including multi-hazard ones, and climate information systems by 2027;</p>

¹¹ As per the numbering of the proposed targets in table 1.)

Clustering of proposed targets Additional considerations

<p>Planning</p>	<p>(d) All countries have formulated assessments of hazards, impacts, exposures, vulnerabilities and risks as a tool for preparing NAPs by 2030</p> <p>Targets should involve the extension of coverage of adaptation plans (in other words, the proportion of countries with plans in place)</p> <p>Consider whether and how to explicitly capture means of implementation required for planning</p> <p>Capture the flexibilities of the instruments used by Parties for planning</p> <p>Proposed additional targets:</p> <p>(a) 100 per cent of developing countries receive support for developing socioeconomic impact assessments for NAPs and programmes, including assessments of risk and vulnerability, by 2030;</p> <p>(b) All Parties have inclusive and transparent national adaptation processes and have mainstreamed adaptation into strategies and plans;</p> <p>(c) All countries consider regional adaptive capacity assessments in their national adaptation efforts within near-, medium- and long-term time frames and in the context of the long-term temperature goal by 2030;</p> <p>(d) All countries have, by 20XX, mainstreamed adaptation into all relevant strategies and adaptation plans which are country-driven, gender-responsive and participatory, and take into account vulnerable people and populations as per Article 7, paragraph 5, of the Paris Agreement;</p> <p>(e) All countries have, by 20XX, established inclusive and transparent adaptation planning processes</p>
<p>Implementation of adaptation</p>	<p>Articulate targets in relation to capacity to implement adaptation efforts</p> <p>Proposed additional targets:</p> <p>(a) Each country has implemented 50 per cent of its adaptation projects by 2030;</p> <p>(b) Resilience and adaptive capacity are enhanced for at least 30 per cent of people in the most vulnerable countries by 2030;</p> <p>(c) Increase adaptation action and support to enhance resilience and reduce impacts by X per cent by 2030;</p> <p>(d) All Parties have made progress in implementing the adaptation priorities in their plans and strategies by 2030;</p> <p>(e) The number of supported adaptation projects, plans and actions in developing countries has increased by X per cent by 2030;</p> <p>(f) The total number of supported adaptation projects, plans and actions has increased by 50 per cent in developing countries by 2030 (with respect to a specified baseline)</p>
<p>Monitoring and evaluation</p>	<p>Consider how many stakeholders are participating at different stages of the adaptation policy cycle</p> <p>Clarify how national monitoring and evaluation systems can be strengthened and consolidated to connect with targets</p> <p>Ensure that monitoring and evaluation systems enable information from existing reports to be consolidated to understand progress towards the GGA</p> <p>Proposed additional target:</p> <p>All developing countries have increased institutional capacity for monitoring, evaluation and learning by 20XX</p>
<p>Means of implementation</p>	<p>Capture the notion of adequacy of support</p> <p>Reflect the importance of climate finance reaching the most impacted groups</p> <p>Add the notion of increasing financial flows to developing countries</p> <p>Strengthen references to technology and capacity-building</p> <p>Differentiate between accessing, providing and receiving finance</p>

Clustering of proposed targets Additional considerations

Differentiate between support for planning, and support for implementation

Targets should help solve the problem of access to finance

Avoid duplication with other UNFCCC workstreams related to means of implementation

Proposed additional target:

All developing countries receive support for developing their national adaptation instruments by 2027

C. Interfaces with the global stocktake

27. In session two of the second day of the workshop, participants considered the relationship between the GGA and the GST. The discussion focused on the potential inputs from the GGA work programme to the first and second GSTs, as well as on how the GGA framework could inform future GSTs.

28. The co-facilitators of the GST technical dialogue, Mr. Farhan Akhtar and Mr. Harald Winkler, kicked off this session with a presentation on the status of work under the GST, describing in particular the collective assessment of progress on adaptation within the GST, as well as some key challenges that are being considered. The co-facilitators mentioned that they were in the process of preparing two reports: one on the proceedings of the third technical dialogue, which took place in June 2023 (to be published by 15 August 2023), and a synthesis report on the technical dialogue (to be published by 8 September 2023). They highlighted that adaptation is a priority within the GST, and identified the following key messages on adaptation on the basis of the work undertaken so far:

- (a) Adaptation action is urgent;
- (b) Ambition has increased, but implementation gaps remain;
- (c) Adequacy and effectiveness of adaptation and support, as well as progress towards transformational adaptation, can be enhanced when adaptation reflects local contexts;
- (d) Adaptation support can be enhanced by expanding sources and developing innovative ones.

29. The co-facilitators also considered the adaptation policy cycle as a helpful framing, and highlighted that while the implementation of adaptation is often iterative, its direction can be transformational, and that now the key issue is to move towards implementation. They also noted that further information on adaptation that was discussed during the technical dialogue can be found, inter alia, in the synthesis report on the second technical dialogue.¹²

30. Among the challenges to adaptation ambition observed during the technical dialogue, the co-facilitators highlighted the lack of coordination across workstreams, the interactive and “ongoing” character of adaptation (in other words, the lack of clear “end points” for adaptation), and the lack of shared understanding of the GGA, of comprehensive reviews, and of methods for assessing collective progress. Future work should aim to find solutions for enhancing adequacy and effectiveness, strengthening means of implementation and non-financial cooperation, and achieving parity on messaging between mitigation and adaptation.

31. Finally, the co-facilitators described the next steps towards the outcome of the first GST. They outlined how the outcome on the GST at COP 28 is being developed at the negotiator level through a process of submissions, a workshop, and work by the joint contact group to prepare a draft decision for consideration and adoption at CMA 5. This work is accompanied by high-level events that consider related questions, including the Group of 20 summit (to be held from 9 to 10 September 2023), the United Nations Secretary-General’s Climate Ambition Summit (to be held on 20 September 2023), various ministerial meetings,

¹² See <https://unfccc.int/documents/627583>.

the pre-COP 28 meeting (to be held from 30 to 31 October 2023) and several high-level events at COP 28.

32. In the discussion, participants were interested in the co-facilitators' views on potential inputs from the work on the GGA to the synthesis report by the co-facilitators on the technical dialogue of the first GST to be published in September 2023, how the GGA could help the GST outcome in more general terms, and how the GST outcome could be more synergistic with the GGA. The co-facilitators emphasized that the synthesis report would focus on the key messages from the technical dialogue, and that the specific interface between the GGA and GST work will depend on guidance from COP 28.

33. The presentation and question and answer session were followed by breakout group sessions, which discussed how the GST could consider issues related to the GGA, what would be an optimal result of the second GST in relation to adaptation, and how the processes of the GGA and the GST can complement each other in the longer term.

34. In relation to the first GST, the breakout groups highlighted, inter alia, the importance of focusing on the elements of Article 7, paragraph 14, of the Paris Agreement, of identifying linkages with mitigation, of capturing lessons from adaptation processes at the first GST, and of ensuring coherence between decisions on the GGA and the GST at COP 28. It was also suggested that the adaptation policy cycle be used as an organizing frame, to review the GGA framework before the second GST, and to agree on targets under the GGA framework at COP 28.

35. In relation to follow-up work on the GGA in the short, medium and long term, a range of suggestions were made. Some highlighted that a road map should be developed in such a way that the review of the GGA framework aligns with the GST cycle, so that the GGA can adequately contribute to future GSTs. On indicators, it was suggested that after the launch of the GGA framework at CMA 5, a new joint SB agenda item be established on the GGA and its framework, which would include the development of indicators, by COP 30, based on the targets agreed. It was also suggested that an ad hoc expert group could be established to work specifically on indicators, with nominations to be received by February 2024, with work to be reviewed at each SB session and to conclude by COP 30. Others sought clarity on the time frame and scope of this work, noting that a conclusion date of COP 30 would impact the review of the GGA framework and the GGA contribution to the second GST. Further questions were asked on the membership of this group, as well as on whether future work on indicators could be advanced when targets were yet to be agreed. Additional considerations on future work included a request for the secretariat to prepare a report on how transformational adaptation is defined and understood at different spatial scales, and how planning and implementation of such approaches can be assessed.

36. It was suggested that future GSTs could also benefit from using the GGA framework as an analytical lens for synthesizing information in national reports, and the framework should provide clear messages on how data can be analysed to understand what has been achieved and what works, while not being prescriptive. It was also suggested that the GGA framework could provide guidance for reporting on adaptation in the context of the GGA and for organizing adaptation information around specific thematic areas. Such provisions would enhance the coherence of the inputs to the GST. Furthermore, it was proposed that the UNFCCC constituted bodies (e.g. Adaptation Committee) could lead the synthesis of information for future GSTs, and an annual synthesis report could capture the adaptation information from biennial transparency reports (BTRs). Training resources and other materials would be needed to help countries and stakeholders apply the GGA framework.

37. In terms of information sources, future GSTs could draw on Party sources, in particular the BTRs from 2024 onwards, as well as assessments by UNFCCC constituted bodies, but should not involve any changes in reporting arrangements or new reporting burdens. It was also emphasized that information from Parties and other processes should be considered separately. In addition, it was suggested to streamline the adaptation agenda items under the UNFCCC by creating a standing agenda item. On the second GST specifically, it was proposed that it could focus on enhancing access to finance (including through the Green Climate Fund), on strengthening the role of climate experts in decision-making, and on assessing local and community ownership. The GGA framework could provide guidance for

the review of adaptation actions in a methodological way. Finally, the adaptation policy cycle was outlined as a helpful organizing principle for future GSTs.

D. International cooperation

38. The beginning of day three was dedicated to discussing how international cooperation could be reflected in the GGA framework. The session was framed by presentations by representatives of Japan and the United Nations Environment Programme (UNEP), who both introduced their approaches to international cooperation and their views on the role of such cooperation under the GGA framework.

39. The first presentation focused on Japan's international cooperation with governments, international organizations, non-governmental organizations and researchers. The representative introduced AP-PLAT, the Asia-Pacific Climate Change Adaptation Information Platform set up in 2019 to collate scientific information to support adaptation and related decision-making through sharing knowledge, showcasing efforts and enhancing capacity for plans and projects. The platform includes an interactive interface for visualizing climate projections, the ClimoCast portal to facilitate the formulation of NAPs, and video and e-learning materials for capacity-building purposes. The presentation described Japan's capacity-building activities, which involve sharing disaster management guidelines, case studies and training. Japan is engaged in partnerships with several countries and international organizations, and a number of Japanese companies have shared their technologies to facilitate adaptation. Other initiatives in which Japan is involved include the UNEP Global Adaptation Network (GAN) and the Asia-Pacific Adaptation Network (APAN), which supports the work under the Nairobi work programme on impacts, vulnerability and adaptation to climate change and the Lima Adaptation Knowledge Initiative (LAKI) and will host the APAN Forum scheduled for August 2023 in Songdo, Republic of Korea. In addition to outlining Japan's national experience, the representative described the GGA framework as an opportunity to link networks and explore synergies. Some ways in which the framework could do this are by providing a forum for networks and coalitions, integrating stakeholders and enabling synergistic effects.

40. The representative of UNEP described the various benefits of international and regional cooperation. Such benefits include accelerated action, enhanced access to finance and technology, solutions for capacity gaps across sectors, and improved governance. The UNEP medium-term strategy is to scale up sectoral partnerships and international cooperation. The representative outlined several UNEP cooperation arrangements, including its GAN, regional networks for South–South cooperation, the Global Ecosystems-Based Adaptation Fund, the Faith for Earth Coalition, the Least Developed Countries Universities Consortium, the CityAdapt initiative, and the Andes Action support programme. In terms of the GGA framework, the representative highlighted how cooperation helps connect risks to adaptation, enhance coordination, support networks for knowledge, data and monitoring, strengthen inclusive decision-making for adaptation, facilitate application of knowledge and close knowledge gaps.

41. In relation to the GGA framework, participants were particularly interested in the following:

(a) On how the GGA framework can enhance international cooperation, the representative of Japan suggested that the framework could guide international cooperation, and the representative of UNEP highlighted that it could frame cooperation around partnerships to accelerate local-level adaptation to help the most vulnerable;

(b) On the role of international cooperation in operationalizing the GGA framework, the representative of Japan suggested that enabling conditions, including means of implementation and international cooperation, could be defined as additional elements of the framework. The representative of UNEP considered that international cooperation under the framework could focus on strengthening adaptive capacity and enhancing access to finance and transfer of knowledge;

(c) Regarding the most relevant challenges for the GGA framework, the representative of UNEP highlighted the challenge of achieving sustainability and continuity of adaptation efforts, given that many activities tend to be project-based;

(d) On how transboundary adaptation issues can be considered under the GGA framework, the representative of UNEP suggested that such risks could be part of cooperation under the framework;

(e) On whether the United Nations implementing agencies have considered streamlining their operational guidelines (similar to what was described by international financial institutions at the sixth workshop), the representative of UNEP highlighted that coordination can be enhanced under the guidance of the United Nations Secretary-General by linking the work under the GGA with the work under the Sendai Framework and the SDGs, as well as through the Environment Management Group.

42. In addition, participants were interested in specific aspects of the presented forms of cooperation, including the following:

(a) On how partners are ensuring that international cooperation and support is based on prioritization by Parties, rather than on the priorities of the supporting institutions, the representative of Japan highlighted that its national standards for official development assistance provide support based on the needs and priorities of the recipient countries;

(b) Regarding what international cooperation exists to address transboundary adaptation, the representative of UNEP highlighted its transboundary projects, including those involving small island developing States and those focusing on chemical pollution, and the representative of Japan provided examples of the support provided by the Japan International Cooperation Agency (JICA) to support the countries in the Pacific region on transboundary issues;

(c) Regarding what international cooperation is available for the Middle East and North Africa (MENA) region, the representative of Japan highlighted that while AP-PLAT currently has no partners in the MENA region, JICA has bilateral cooperation projects in the region. The representative of UNEP identified several adaptation initiatives in the region, including a water programme in Bahrain, support to develop the Syrian Arab Republic's NAP, and MENA-focused work under LAKI;

(d) In response to interest in the modalities of joining the UNEP Least Developed Countries Universities Consortium for those who are not least developed countries (LDCs), the representative of UNEP mentioned that while the consortium was designed for the LDCs, it could possibly be expanded to other groups of countries;

(e) On the status of Japan's work in relation to the role of the private sector in the introduction of early warning systems, the representative of Japan explained that this is a new initiative launched in 2022, and outcomes are expected soon.

43. In addition, one participant emphasized the importance of incorporating in the GGA framework a vision on jobs and the impacts of adaptation efforts on employment, given that adaptation-based transformations can affect employment and job markets and might lead to loss of jobs. The representative of UNEP agreed that decent jobs and just transitions are key features of a successful framework.

E. Elements of the framework for the global goal on adaptation

44. The final session of the workshop focused on the structure of the GGA framework in breakout groups and a plenary session. The breakout groups focused on identifying the structural elements of the framework on the basis of those identified in the conclusions of SB 58¹³ and considered areas of convergence and divergence around possible structural elements, additional work towards operationalization of the GGA framework, and related timelines for such additional work and the operationalization of the GGA framework. In terms of the

¹³ FCCC/SBI/2023/10, para. 64.

structural elements, the participants discussed the specific considerations in relation to each element, as captured in table 3.

Table 3

Structural elements of the framework for the global goal on adaptation and related considerations discussed at the seventh workshop

<i>Structural element discussed by participants</i>	<i>Suggestions and remarks by participants</i>
Context	
Purpose	<ul style="list-style-type: none"> • Important to clarify purpose (suggestions included to inform the GST, operationalize the GGA, bring actors together, enhance adaptation globally, support the creation of enabling environments, and provide a global definition of what is adaptation)
Principles	<ul style="list-style-type: none"> • Reference Convention and Paris Agreement principles, and existing adaptation decisions; • Consider the special circumstances of the most vulnerable countries, means of implementation and/or the importance of best available science
Overarching targets or high-level targets, priorities and/or messages	<ul style="list-style-type: none"> • Articulate thematic messages (e.g. in relation to impacted people and ecosystems and/or targets connected with the SDGs); • Organize overarching considerations around the adaptation policy cycle; • Make these qualitative to reduce methodological complexity; • Use indicators; • Consider if these are part of the framework, or above it
Specific targets	<ul style="list-style-type: none"> • Articulate targets around the adaptation policy cycle, cross-cutting considerations, themes, means of implementation and/or overarching targets; • Define indicators for each target; • Targets should be nationally determined
Cross-cutting considerations	<ul style="list-style-type: none"> • Reflect thematic activities (e.g. agriculture) and linkages; • Organize cross-cutting considerations through the different stages of the adaptation policy cycle; • Cross-cutting considerations are very diverse; they could be applied flexibly depending on national priorities and/or applied across the GGA framework; • Cross-cutting considerations could be clustered further (e.g. into participation, knowledge and equity); • Develop indicators to understand progress towards cross-cutting considerations; • Cross-cutting considerations should guide adaptation, but not be compulsory
Themes	<ul style="list-style-type: none"> • Not all themes necessarily apply to all Parties, themes should be country-driven; • Reflect various levels of governance in the context of the themes; • Themes could be a focus area of the eighth workshop
Indicators	<ul style="list-style-type: none"> • Define indicators for each target (including overarching ones); • Connect indicators with dimensions and/or themes of the GGA framework and/or means of implementation; • Develop a pool of indicators from which countries can choose; • Develop indicators through a technical process launched at COP 28, with IPCC support

Means of implementation and enabling conditions	<ul style="list-style-type: none"> • Reflect across the stages of the adaptation policy cycle; • Reflect as overarching targets/in relation to other targets; • Outline how means of implementation should be provided (e.g. establish an enabling platform to support the reaching of targets under the GGA framework); • Reflect the importance of governance as an enabling condition; • Reflect enabling conditions (based on those identified by the IPCC) throughout the framework; • Clarify the relationship between means of implementation and enabling conditions (e.g. enabling conditions can drive support)
Role of the GGA framework in the GST	<ul style="list-style-type: none"> • The role of the GGA framework in the GST could encompass, for example, identifying gaps and orienting means of implementation
Sources of information	<ul style="list-style-type: none"> • Build on existing reporting arrangements; • An expert process should identify the sources of information; • The Nairobi work programme could serve as the knowledge arm of the GGA framework
Assessment and review of the GGA framework	<ul style="list-style-type: none"> • Ensure that review of the GGA framework takes place before the next GST; • Conduct a review of the GGA framework in 2027
Post-COP 28 elements	<ul style="list-style-type: none"> • The development of indicators requires an agenda item that reflects the evolving nature of the GGA framework; • Launch the work on indicators and guidelines at COP 28 (e.g. by an ad hoc working group of experts appointed by groups of Parties), and finalize it by COP 30, with IPCC support; • Establish a new joint SB agenda item on the GGA and its framework, which would include the development of indicators based on targets agreed by COP 30; • Important to harmonize follow-up work with the GST; • Define how the review of the GGA framework is organized; • Develop enhanced information arrangements; • Further work could be given to UNFCCC constituted bodies and institutions

45. It was also suggested that a section on interlinkages and synergies with other processes be added to the elements captured in table 3, which would help to enhance the coherence of adaptation efforts and international cooperation. It was also emphasized that there is a difference between the structure of the GGA framework itself and the structure of any draft decision on the GGA framework to be considered and adopted at CMA 5.

F. Concluding views, observations and suggested next steps

46. In the closing plenary session, participants highlighted their observations on the workshop and on the progress of work in general, reiterated some priorities, and outlined their suggestions for next steps and future work. All participants appreciated the constructive discussion and the emerging areas of clarity and convergence of views.

47. In terms of key priorities, some participants highlighted the centrality of means of implementation to the work and to the choice of targets and indicators, the importance of ensuring that the selection of targets does not involve pressure or additional burdens, and the need to send a clear signal on adaptation at COP 28. One participant emphasized the importance of finding a balance between local considerations and country-drivenness on the one hand, and standardization on the other.

48. In terms of the design of the GGA framework, the attributes that participants wish to see are that it be guided by the principles of the Convention; that it is focused on people, the

economy and ecosystems; and that it guides future GSTs. One participant reiterated their preference for the structure of the GGA framework to comprise purpose, principles, political messages, targets, cross-cutting considerations, action and support, indicators and sources of information.

49. Participants also emphasized the importance of considering coherence with other related workstreams within and outside the UNFCCC process and building on existing arrangements, including those for transparency, reporting and review. Exchanges with other workstreams to ensure coherence were suggested to this end. Some re-emphasized the limits of qualitative messaging and a preference for a quantitative consideration of the GGA, while others highlighted the methodological challenges involved in designing quantified overarching targets, and suggested focusing on qualitative targets that can “galvanize” international action. While the importance of means of implementation was recognized, further discussion is needed to specify how they are reflected in the GGA framework.

50. In terms of future work, the importance of capturing the outcome of the seventh workshop in a comprehensive way to inform the next one was highlighted. Regarding the eighth workshop, it was requested that there be enough time for the presentation of views prior to COP 28, and that the workshop consider the structure of the GGA framework and further work. In terms of the COP 28 outcome, it was suggested that there be, inter alia, an agreement on targets and the launch of work to develop indicators based on the agreed targets (e.g. under a joint SB agenda item, with the possible involvement of an ad hoc working group of experts), with the aim of developing these indicators by COP 30. The involvement of the IPCC in the development of indicators was also called for. Further work could also involve a mandate for the Adaptation Committee and the Consultative Group of Experts to develop guidance to help communicate and report under the GGA framework, an annual synthesis report on the GGA prepared by the secretariat, starting in 2025, as well as additional work by the secretariat to explore transformational adaptation.

51. The workshop ended with closing remarks by Mr. Harry Vreuls, Chair of the SBSTA, and Ms. Florencia Mitchell, National Director of Climate Change, Ministry of Environment and Sustainable Development, Argentina. The Chair of the SBSTA thanked the Government of Argentina for its hospitality and the organizers for their hard work, and recognized the efforts of participants to discuss, listen and try to find solutions towards a successful outcome on the GGA work programme at COP 28. He encouraged participants to continue discussing and to provide submissions and recalled that the eighth workshop will be held in the last week of September 2023, emphasizing the importance of providing any submissions in early September in order to enable the timely publication of the concept note for the final workshop.
