

COP27: ISSUES AND OPTIONS FOR A GLOBAL GOAL ON ADAPTATION



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OVERVIEW

Adaptation continues to be a high priority, and the delivery on adaptation-related topics and mandates will be integral to achieving a successful outcome at COP27. Adaptation under the Paris Agreement has several important features

that together create a system that strengthens national adaptation action and international cooperation and support for adaptation. One of these is the global goal on adaptation (GGA).

Key considerations

- What could be potential indicators and metrics for:
 - assessing the global/international aspects of the GGA?
 - assessing the national/local aspects of the GGA?
- When is adaptation response 'adequate'?
- How should Parties structure the GGA relevant information in their national adaptation communications (which will inform the GST) to enable successful review of the GGA?
- How to ensure the GST supports and strengthens the 'core elements' of adaptation (i.e., country-driven, flexible, inclusive etc), and at the same time gives a meaningful global review of the GGA?

CONTEXT

The global adaptation goal was originally presented by the African Group of Negotiators (AGN) in the run up to the Paris negotiations as a quantitative goal. The submission included that developed countries should bear the burden of developing countries' adaptation costs, and that the 'adaptation costs associated with the long term (temperature) goal shall constitute the global adaptation goal.'¹ There was no consensus on this among Parties for a variety of technical, political, constitutional, and legal reasons. The outcome of the Paris Agreement establishes the GGA not as a quantitative goal but as a shared aspirational goal with political rather than legal effect and one of the long-term goals against which global stocktake (GST) will assess collective progress.

Since COP21 there has been increasing pressure to further define the GGA. In February 2021, the COP25 and incoming COP26 presidencies held consultations with heads of delegation on adaptation and captured the discussion in the co-chairs' summary.² The GGA was discussed, and it was highlighted that further steps were necessary to ensure progress on conceptualizing and understanding the GGA and its review process. The presidencies hosted three informal workshops on the GGA in May, July, and August 2022.³ These informal workshops posed several discussion questions aiming at crystalizing the understanding of the GGA.

At the 25-26 July Ministerial hosted by the COP26 President Designate in London, the Minister of Forestry, Fisheries and Environmental Affairs of the Republic of South Africa proposed that the aim of the GGA should be to increase the resilience of the global population to climate change by at least 50 percent and reduce the portion of the global population that is impacted by the adverse effects of climate change by at least 50 percent by 2030, and by at least 90 percent by 2050. In this regard, focus would be placed on the most vulnerable people and communities; their health and well-being; food and water security; infrastructure and the built environment; and ecosystems and ecosystem services, particularly in Africa, Small Island States and Least Developed Countries.⁴

There are different interpretations of how the GGA fits within the Paris Agreement, and how it should be operationalized. Some Parties have, in response to the South African proposal, pointed towards the need to pay closer attention to the wording of the GGA and how it relates to the adaptation article. (See Annex for a summary of the relevant adaptation paragraphs).

In addition, it might be helpful to look at how the wording of the GGA in Article 7.1 of the Paris Agreement uses the word 'establishing' the GGA as a 'global' goal. It does not refer to the 'Party' or 'Parties,' nor does it use the words 'shall,' 'should' 'may' or 'could,' which generally carry legal implications. However, the wording nevertheless carries aspirational and political weight. Arguably, national implementation of the GGA is not required. However, Parties could view the GGA as an encouragement to establish political aspirational goals for adaptation in their laws and policies.

It is important to note that the GST is what operationalizes the GGA and puts it into context of the greater structure of the Paris Agreement. Article 7.14 links to the GST in catalyzing the 'review' of the 'overall progress' made in achieving the GGA and is therefore of great importance in understanding the overall frame in which the GGA should be discussed.

In 2019 the Parties to the Paris Agreement (CMA) requested the Adaptation Committee to consider approaches to reviewing the overall progress made in achieving the GGA and to reflect the outcome of this in its 2021 annual report.⁵ The Adaptation Committee was also tasked with the preparation and publication of a technical paper on approaches to reviewing the overall progress made in achieving the GGA.⁶

The Adaptation Committee's annual report was published on 24 September 2021 and contained recommendations for consideration at COP26 and CMA3.⁷ In short, it highlighted the challenges with creating common metrics/indicators for measuring the GGA. The draft technical paper served as input to the second workshop of the GGA work program. The Adaptation Committee has since then also informed the Parties on its work on the GGA through its synthesis report for the technical assessment of the first global stocktake.⁸ The Adaptation Committee makes the following recommendations and observations in relation to the review of the overall progress in achieving the GGA:

- There are methodological, empirical, conceptual, and political challenges tied to the approaches to review the overall progress in achieving the GGA.
- The review of the overall progress in achieving the GGA during the GST will have to manage various trade-offs between key criteria for assessing adaptation progress, such as: between aggregability and sensitivity to national context; between aggregability and coherence; and between feasibility of reviewing

overall progress on adaptation and aggregability and the ability to conduct longitudinal assessments.

- Understanding progress on adaptation requires functioning monitoring and evaluation systems at the sub-national and/or national level. Parties are encouraged to develop and implement such systems to improve adaptation planning and implementation.
- Parties should consider using a ‘basket of approaches,’ informed by the Adaptation Committee’s technical paper.
- The approach to review the overall progress in achieving the GGA must also satisfy the dual mandate of the GST to assess collective progress on adaptation and inform the update and enhancement of national-level adaptation actions.
- Parties are strongly encouraged to prepare and submit

national adaptation plans (NAPs), reports and communications regularly and in a timely manner for the GST and to include information that can contribute to the review of the overall progress made in achieving the GGA, as well as information on how they have considered the GGA in their national context, consistently with existing guidance on the respective plans, reports, and communications.

Since then, the Adaptation Committee has finalized its technical paper and further crystalized the options going forward.⁹

At CMA3 in Glasgow, it was decided to establish and launch a comprehensive two-year work program on the GGA, the Glasgow–Sharm el-Sheikh (GlaSS) work program.¹⁰

THE GLASGOW-SHARM EL-SHEIKH WORK PROGRAM

The Glasgow-Sharm el-Sheikh (GlaSS) work program started immediately after CMA3 and will be carried out jointly by the Subsidiary Body for Implementation (SBI) and Subsidiary Body for Scientific and Technological Advice (SBSTA) until COP28. The intended outcome of the work program is a decision text on the GGA that fulfils the objectives set out in the decision.

The Adaptation Committee, the incoming presidencies of the COP, Intergovernmental Panel on Climate Change (IPCC) Working Group II (WGII), and other relevant constituted bodies and experts are invited to contribute to the work program. More specifically, it should build on the work of the Adaptation Committee related to the GGA, as well as NAPs and adaptation communications.

The Parties agreed that the work program should reflect the country-driven nature of adaptation and avoid creating any additional burden for developing country Parties.

The Parties recognized that combining various approaches in reviewing the GGA, including qualitative and quantitative approaches, generates a more holistic picture of adaptation progress. Thus, the target number approach proposed by the AGN seems to have been abandoned.

OBJECTIVES OF THE GLASS WORK PROGRAM

The objectives of the GlaSS work program are as follows:

- a. enable the full and sustained implementation of the

- a. Paris Agreement, towards achieving the GGA, with a view to enhancing adaptation action and support
- b. enhance understanding of the GGA, including of the methodologies, indicators, data and metrics, needs and support needed for assessing progress towards it
- c. contribute to reviewing the overall progress made in achieving the GGA as part of the GST referred to in Article 7, paragraph 14, and Article 14 of the Paris Agreement with a view to informing the first and subsequent GSTs
- d. enhance national planning and implementation of adaptation actions through the process to formulate and implement national adaptation plans and through nationally determined contributions (NDCs) and adaptation communications
- e. enable Parties to better communicate their adaptation priorities, implementation and support needs, plans and actions, including through adaptation communications and NDCs
- f. facilitate the establishment of robust, nationally appropriate systems for monitoring and evaluating adaptation actions
- g. strengthen implementation of adaptation actions in vulnerable developing countries
- h. enhance understanding of how communication and reporting instruments established under the

Convention and the Paris Agreement related to adaptation can complement each other to avoid duplication of efforts (to avoid duplication and utilize existing communication and reporting instruments).

Table 1 illustrates the timeline of the GlaSS work program.¹¹

The discussions on the GGA since SB56 have progressed rapidly and with in-depth understanding of complex issues. Parties have been greatly assisted by papers and notes produced by the Chairs, the Secretariat as well as the Adaptation Committee. The third hybrid workshop in Cairo brought in an array of experts which also assist in deepening the Parties' understanding of the GGA in the context of how it can be measured, monitored, and evaluated.

SUBMISSIONS AND WORKSHOPS UNDER THE GGA WORK PROGRAM

- At SB56, under the guidance of the Chairs, the Secretariat was requested to compile and synthesize indicators, approaches, targets, and metrics that could be relevant for reviewing overall progress made in achieving the GGA, building on the 2021 technical report by the Adaptation Committee (described above), while also taking into account relevant reports, communications and plans under the Convention and the Paris Agreement, the United Nations Environment Programme, the IPCC, the 2030 Agenda for Sustainable Development and the United Nations Office for Disaster Risk Reduction's (UNDRR) Sendai Framework for Disaster Risk Reduction 2015–2030, relevant multilateral frameworks and mechanisms, UN organizations and specialized agencies, and the discussions at the first workshop under the GlaSS work program.¹² The compilation by the Secretariat was issued 13 September 2022.¹³
- At SB56, the SBSTA and the SBI invited Parties and observer organisations to submit views on the subsequent workshops, including on general considerations, the topics for discussion under the themes identified in the compilation and synthesis of submissions, areas of work, expected outcomes, examples, case studies and modalities, for each workshop to be conducted in 2022.¹⁴ The deadline for the submissions is least three weeks in advance of the workshops. At the time of writing, 27 Party/Group of Party submissions, seven submissions from UN organisations and six submissions from IGOs and NGOs had been received.¹⁵
- The Chairs of the SBs have been requested to produce

a concept note and guiding questions related to each workshop of the GlaSS work program.¹⁶ For the third workshop, the Chairs produced a concept note on '**methodologies, indicators, data and metrics, monitoring and evaluation**' which took place in hybrid format 17-18 October in Cairo.¹⁷

- The concept note includes an overview of the submissions as well as information on how to organize it and a draft agenda.
- The submissions for the third workshop focus on several themes and topics, including:
 - **Targets and indicators relevant to GGA.** At the global, regional, and national/local levels, there seem to be a growing understanding that indicators, data, and metrics should reflect regional and national circumstances, administered at the national level, which could then feed into a global aggregation process.
 - **Building upon existing indicators and developing new indicators and metrics.** Existing indicators and metrics that already exist include UNDRR's Sendai Framework, the Sustainable Development Goals (SDGs), UN Environmental Programme Gap Report, IPCC's 6th Assessment Report, as well as the European Union and Japan's work on the issue. In addition, the existing reporting mechanisms under the UN Framework Convention on Climate Change (UNFCCC) and the Paris Agreement, such as NDCs, adaptation communications (including the NAPs) could be utilized and built on. There is a need to develop new indicators and methodologies.
 - **Measuring progress on adaptation support.** The issue of lack of finance for adaptation was noted in many submissions. Questions Parties included for consideration were: What ways can a target-setting approach for the GGA enable enhanced and scaled-up adaptation implementation and support? What are approaches/metrics for assessing progress on adequacy and effectiveness of adaptation action and support? How can equity and common but differentiated responsibilities principles be operationalized under GGA?
 - **Monitoring and evaluation.** A common theme in the submissions was the need to seek clarity on precisely 'what' should be evaluated within the GGA, before defining 'how' to measure it. Monitoring and evaluation relate to many aspects of the GGA, including how to review the adequacy-

Table 1: Timeline of the GlaSS work program

2022	EVENTS AND WORKSHOPS
<i>9 March</i>	Multilateral consultations with Head of Delegations on adaptation
<i>By 30th April</i>	Deadline for submitting Parties' views via the submission portal
<i>5 May</i>	Informal event (virtual) organised by Subsidiary Body (SB) Chairs ¹
<i>16 May</i>	Concept note for the first workshop
<i>30 May</i>	Compilation and synthesis of the submissions
<i>7 June</i>	IPCC event on the contribution of WGII relevant to reviewing overall progress in achieving the GGA and clarify methodologies (in-person, Bonn)
<i>8 June, 11-2pm (SB56)</i>	First workshop: introduction, scene-setting and facilitated discussions on "enhancing understanding of the GGA, and relevance to the GST" (in-person, Bonn) ²
<i>9 June, 11-2pm (SB56)</i>	First workshop continues: facilitated discussion on "insights from existing experiences in reviewing progress", and closing with summary of the discussions and closing remarks (in-person, Bonn)
<i>30-31 August</i>	Second workshop (virtual), theme: 'enhancing adaptation action and support' ³
<i>13 September</i>	The Secretariat issued a compilation and synthesis indicators, approaches, targets, and metrics that could be relevant for reviewing overall progress made in achieving the global goal on adaptation. ⁴
<i>17-18 October</i>	Third workshop (hybrid, Cairo), theme: 'methodologies, indicators, data and metrics, monitoring and evaluation'
<i>5 November</i>	Fourth workshop (in-person, Sharm el-Sheikh), theme: 'Communicating and reporting on adaptation priorities'
<i>7-18 November, COP27</i>	Annual report on the workshops for consideration at SB57
<i>7-18 November, COP27</i>	SBs to report to CMA4
2023	EVENTS AND WORKSHOPS
<i>June</i>	Article 7.14(d) (on the GGA) will be discussed at GST Technical Dialogue 1.3
<i>TBC</i>	Fifth workshop (in conjunction with SB58)*
<i>TBC</i>	Sixth workshop (virtual)*
<i>TBC</i>	Seventh workshop (virtual)*
<i>November, COP28</i>	Eighth workshop (in conjunction with SB59)
<i>November, COP28</i>	Annual report on the workshops for consideration at SB59
<i>November, COP28</i>	SBs to report to CMA5, recommending draft decision for consideration and adoption by CMA5
<i>November, COP28</i>	Decision considered and adopted by CMA5

* The final order of the virtual and in-session meetings is yet to be determined. This table assumes a similar set up as for 2022.

cy and effectiveness of technology transfer and capacity-building approaches, as well as national level actions (i.e., the elements of the adaptation cycle). In relation to the latter, it was highlighted that there was a need to adopt approaches/metrics for assessing the effectiveness of monitoring, evaluation, and learning systems for the adaptation cycle.

- **Quantitative and qualitative approaches.** In order to measure progress on adaptation, clarity is needed on what elements of adaptation can be evaluated qualitatively and quantitatively to establish the most effective monitoring system. The adaptation cycle (assess, plan, implement, monitor), and sector-specific adaptation monitoring were both mentioned as relevant for developing indicators. Others suggested a risk and hazard starting point.

- **How the GGA links to the GST.** Parties noted the cyclical approach in the GST and questioned how this could/should be reflected in the GGA, for example through updated targets/goals following each GST. The need to understand the potential linkages between the other elements under Article 7.14 with the GGA was also highlighted.

The workshop was divided between the global perspective and the regional, national, and local perspective. In addressing the global level targets and indicators, Parties heard from the UNFCCC Secretariat, the UNDRR and its Sendai targets, the World Meteorological Organization and SDG targets and indicators, and (possibly) the IPCC. The regional, national, and local level includes experiences from the Least Developed Expert Group (LEG), the Adaptation Committee, the European Environment Agency (EEA), and the UN Capital Development Fund Local Climate Adaptive Living (LoCAL).¹⁸

THE GST TECHNICAL DIALOGUE

- The technical dialogue is key to ensure a successful GST. It aims to develop a shared understanding of the latest information on the implementation of the Paris Agreement and progress towards the purpose and its long-term goals, based on the best available scientific information.
- The discussions under the technical dialogue on adaptation are relevant for the GGA discussions, and vice versa. The GST provides the framework for reviewing

the overall progress made in achieving the GGA.

- The second meeting of the GST's Technical Dialogue at COP27 will feature roundtables, one of which will 'discuss and assess collective progress on Article 7.14, paragraphs (a) to (c), and loss and damage.' Adaptation and loss and damage can also be addressed in the other fora, such as the plenaries, World Café, poster session, and creative space.¹⁹

OPTIONS FOR DEFINING AND STRUCTURING THE GGA

- The GGA should be understood in the context of Article 7, Article 2.1(b) and the GST.
- First and foremost, the GGA must define what constitutes progress in achieving, at a global level, 'enhanced adaptive capacity, strengthening resilience and reducing vulnerability,' with a view to contributing to sustainable development, and ensuring that the adaptation response is 'adequate' in the context of rising temperatures.²⁰
- Considering the limited time in which Parties must review the overall progress made in achieving the GGA for the first GST, the different 'approaches' to

assessing adaptation progress could be assessed based on what is deemed possible (methodological, empirical, political, and other) in the short, medium- and long-term. As such, Parties do not have to rule out the more complex and demanding approaches, but instead lay the ground to build up to a more sophisticated and complex approach over time.

- Parties could choose to create a step-by-step plan on how to gradually build the system for reviewing the overall progress in achieving the GGA. The first step could include approaches that have fewer current challenges.

- Parties could take several approaches, as described in Table 2.
- There should be sufficient qualitative analysis in addition to the quantitative indicators for the review to generate a more holistic picture.
- Another challenge for Parties going forward is to ensure that the methodologies and indicators underpinning the GGA are structured in a way that makes it possible to undertake a review of the GGA in the GST. Arguably, the elements relevant for achieving the GGA under the Paris Agreement are listed in Article 7, as it was the Parties' intention to include all relevant elements to ensure that adaptive capacity is enhanced, resilience is strengthened and vulnerability to climate change is reduced in Article 7. As such, Article 7 provides a basis for the first level of the structure for potential methodologies/indicators.
- Parties could consider whether the **overall structure, a first layer**, for the information needed for the GGA, including possible indicators/methodologies for reviewing the overall progress in achieving 'adequate' adaptation response, could be as the following:
 1. The GGA's international aspects
 - a. Cooperation, such as:
 - i. Sharing information
 - ii. Strengthening institutional arrangements
 - iii. Strengthening scientific knowledge
 - b. Assistance with improving the adaptation cycle including improving the effectiveness of adaptation actions.
 2. The GGA's national aspects
 - a. The principles of adaptation action
 - b. Adaptation planning processes and implementation, such as the elements of the adaptation cycle:
 - i. Lay the groundwork and address gaps, including needs assessments
 - ii. Preparatory elements, including assessments of impacts and vulnerability, and establishing priorities
 - iii. Implementation strategies, which also builds the resilience of socioeconomic and ecological systems.
 - iv. Reporting, monitoring and review, of the progress, effectiveness, and gaps, including learning and updating the NAPs
- In addition, a **second level of structure** could be included to systematize the information and potential methodologies/indicators. The following is based on a

Table 2: Potential Approaches for the Global Goal on Adaptation

TYPE OF APPROACH	COMPLEXITY OF CURRENT CHALLENGE(S) & APPROACH
Using basic quantitative indicators (e.g., number of NAPs submitted, number of countries reporting on vulnerability assessments)	Simple/low, bottom-up
Using existing data and indicators from the SDGs, Sendai Framework, or other relevant international sources (quantitative)	Simple/low, top-down
Qualitative synthesis of Party inputs	Simple/low, bottom-up
Informal knowledge exchange (quantitative and/or qualitative)	Simple/low, bottom-up
Modifying existing data and indicators from the SDGs, Sendai Framework, or other relevant international sources (quantitative – could be modified to include qualitative elements)	Medium, top-down
Creating, distributing, and analyzing voluntary questionnaires or self-assessments (qualitative and/or quantitative)	Medium, top down
Defining, negotiating and/or implementing a standardized suite of indicators (quantitative and/or qualitative)	Complex/high, top-down
Conducting and aggregating in-depth evaluative proximity-to-target analyses for each country (qualitative and quantitative)	Complex/high, bottom-up

combination of **relevant landscapes and sectors**:²¹

- Water
 - > Freshwater: freshwater ecosystem, river, basin, watershed, water rights, products, and fisheries
 - > Ocean and fisheries sector: ocean ecosystems, coastal areas, low-lying areas, islands, coastal communities, ocean/water rights, products, and fisheries
- Rural environment/primary sectors: terrestrial ecosystem, land use, agriculture, forestry, hunting, mining, and quarrying, terrestrial products.
- Built environment
 - > Cities, urban development, and human settlement: circular economy, buildings, green areas/open spaces, health, biodiversity, disaster risk reduction, nature-based solutions, mitigation-co benefits
 - > Infrastructure: transportation modalities and services, utilities for water, sewage and waste, and energy system
- Production and services: companies involved in manufacturing, construction, and processing of goods
- Service providers such as retail, entertainment, restaurants, tourism, healthcare services, legal services, insurance and banking, financial

services, financial markets, trade, investment, IT development and services

- Further, a **third level of structure** could be added in certain instances when it could be useful to highlight additional focused information. The following have a more **thematic focus**, and includes:
 - **Health**
 - **Natural environment**, such as biodiversity, ecosystem services, ecosystem-based and nature-based solutions
 - **Disaster risk reduction**
 - **Humanitarian assistance**
 - **SDGs**
 - **Societal environment**, such as economy, institutions, politics, laws and regulations, societal values, behavioural, religion, migration/displacement, indigenous communities and vulnerable communities, peace and conflict, population growth and development goals.
 - **Research and education**
 - **Food systems**

Finally, a **fourth layer** for the information needed and potential methodologies/indicators could be structured around **risk aspects**, hereunder the type of natural disaster or climate related events and their potential impacts.²² This is relevant to assessing the level of vulnerability and the potential for adaptation action.

ONGOING PROCESSES AND THE WAY FORWARD

- The current workstreams of the Adaptation Committee could also provide context in which to review the GGA, such as the draft guidance on adaptation communications and the information paper on linkages between adaptation and mitigation. Also, the Adaptation Committee's technical paper on methodologies for assessing adaptation needs and their application is highly relevant for the 'needs-based' and bottom-up aspects of the GGA. For example, the Adaptation Committee found that there is a need for clearer guidance to Parties on how to frame assessments of adaptation needs.
- It is also worth noting that the Adaptation Committee has published an overview of the landscape of support available for adaptation and of the targeted programmes and initiatives that have been set up to facilitate the formulation and implementation of NAPs.

This overview is helpful when discussing how the GGA can be achieved, and which actors can support developing Parties in achieving it.

- Parties should also address how to find the balance between a 'bottom-up' and 'top-down' GST process. As the reviewing the overall progress in achieving the GGA is a 'global review' of a 'shared goal' at a specific time (the years in which the GST occurs), this should be reconciled with the core elements of adaptation as a 'country-driven,' flexible, 'plan process' with principles ensuring consideration of local knowledge systems and indigenous peoples' knowledge in which adaptation communication should not create any additional burden for developing country Parties. Parties could consider how the input, assessment, and outcome of the GST on adaptation can uphold these core elements, and at the same time give a meaning-

ful global review of the GGA. In other words, it might be necessary for Parties to utilize both – the bottom-up and top-down approach(es).

- Parties can also consider whether the GST process should review how to enhance adaptive capacity, strengthen resilience, and reduce vulnerability for adaptation, and ensure an adequate adaptation response at different levels: (i) sub-national, (ii) national, (iii) trans-national, (iv) regional, and (v) international level(s).
- Finally, Parties could address the need for information and methodologies/indicators in a systematic way. The starting point could be to distinguish between the global and national/local aspects. Further, Parties could also consider whether the review of the GGA is more efficient and useful if it is divided into

smaller sections. It could be helpful to systematize the information and potential methodologies/indicators that will provide the basis for review of the GGA. In this paper, the four layers with additional focus areas serves as an example of how the GGA information gathering and review can be structured.

- If a more systematic structure is more helpful, Parties could consider how to ensure that the adaptation communications, including NAPs and NDCs, provide relevant information, and how to ensure that developing countries receive necessary support to allow for a more systematic reporting on adaptation.
- For work on the GGA to result in a successful outcome, it is important that progress made in technical discussions is highlighted and acknowledged at COP27.

ANNEX—ARTICLE 7 OF THE PARIS AGREEMENT

Article 7 of the Paris Agreement recognizes ‘that adaptation is a global challenge faced by all with local, sub-national, national, regional and international dimensions’ and it is ‘a key component of and makes a contribution to the long-term global response to climate change to protect people, livelihoods, and ecosystems.’²³

Article 7.1 of the Paris Agreement established, for the first time, a global goal on adaptation aimed at:

- enhancing adaptive capacity
- strengthening resilience
- reducing vulnerability, with a view to contributing to sustainable development and
- ensuring an adequate adaptive response in the context of the temperature goal of holding the increase in the global average temperature to well below 2 degrees C above pre-industrial levels and pursuing efforts to limit it below 1.5 degrees C.²⁴

Article 7.5 outlines the principles that adaptation action should follow, or how adaptation planning processes and implementation should be undertaken. Adaptation action should follow a country-driven, gender-responsive, participatory, and fully transparent approach, taking into consideration vulnerable groups, communities, and ecosystems. It should be based on and guided by best available science and traditional, indigenous peoples and local knowledge systems. It should also integrate adaptation into socioeconomic and environmental policies and actions.

Article 7.9 gives a non-exhaustive list of the different adaptation planning processes and implementation actions parties should engage in. Thus, it explains what the Parties should do to implement the adaptation article. This includes:

- implementation of adaptation actions, undertakings and/or efforts
- the process to formulate and implement national adaptation plans
- climate change impacts and vulnerability assessments, to formulate nationally determined prioritized actions, taking into account vulnerable people, places and ecosystems
- monitoring and evaluating and learning from adaptation plans, policies, programs, and actions
- building the resilience of socioeconomic and ecological systems, including through economic diversification and sustainable management of natural resources.

In addition, Article 7 also states that the adaptation efforts of developing countries shall be recognized (Art 7.3); that Parties should strengthen their cooperation on enhancing action on adaptation (Art 7.7); that each Party should, as appropriate, periodically submit and update adaptation communications (Art 7.10); that continuous and enhanced international support shall be provided to developing country parties for the implementation of paragraphs 7, 9, 10 and 11.

Article 7.14 sets out that the global stocktake shall:

- recognize adaptation efforts of developing country Parties
- enhance the implementation of adaptation action considering the adaptation communication
- review the adequacy and effectiveness of adaptation and support provided for adaptation
- review the overall progress made in achieving the GGA.

The Katowice COP text adopted guidance for adaptation communications²⁵ and defined the sources of input that will inform the GST on the state of adaptation efforts, support, experience, and priorities: national adaptation plans, adaptation communications, and information on adaptation provided through a Party's biennial transparency report.²⁶

Article 14.3 states that the outcome of the GST 'shall inform Parties in updating and enhancing, in a nationally determined manner, their actions and support in accordance with the relevant provisions of this Agreement, as well as in enhancing international cooperation for climate action.'

Finally, it is worth noting that the purpose and objective of the Paris Agreement set out in Article 2.1 are also relevant in understanding the GGA. Article 2.1 (b) and (c) aim to strengthen the global response to climate change, including by 'increasing the ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development, in a manner that does not threaten food production,' and to make finance flows 'consistent with a pathway towards low greenhouse gas emissions and climate-resilient development.' It is worth noting that it is Article 7.1 that establishes the GGA, and that Article 2.1 (b)-(c) provides other collective 'aims' related to adaptation.

The difference is perhaps one of semantics, but should nevertheless not be overlooked, as Article 7.14(d) refers to the GGA, and Article 14.1 refers to the 'purpose' and its 'long-term goals.' Does this mean that there should be a separate assessment of the collective progress of Article 2.1(b)-(c) and Article 7.1, or are they so interrelated that there is no need to take stock of these separately?

Other C2ES Resources:

The Institutional Ecosystem for Loss and Damage, August 2022.

Loss and Damage: Issues and Options for COP27, June 2022.

Designing a Meaningful Global Stocktake, January 2022.

The Global Goal on Adaptation: Issues for COP26, October 2021.

ENDNOTES

1 See, e.g., para 7 and 8 in the submission by Swaziland on behalf of the African Group on adaptation in the 2015 Agreement, https://unfccc.int/files/documentation/submissions_from_parties/adp/application/pdf/adp_african_group_workstream_1_adaptation_20131008.pdf

2 https://unfccc.int/sites/default/files/resource/Co-Chairs_summary_adaptation_consultations_Final.pdf

3 <https://unfccc.int/process-and-meetings/bodies/supreme-bodies/conference-of-the-parties-cop/presidency-consultations-and-other-presidency-meetings/informal-consultations-by-the-cop-25-presidency-and-the-cop-26-incoming-presidency#eq-9>

4 <https://www.news24.com/news24/columnists/guestcolumn/barbara-creecy-mitigation-adapation-and-means-of-implementation-the-keys-to-success-of-cop26-20210810>

5 Decision 1/CMA.2, para 14

6 The Adaptation Committee, “Approaches to reviewing the overall progress in achieving the GGA” (2021) Technical paper, https://unfccc.int/sites/default/files/resource/AC_TP_GlobalGoalOnAdaptation.pdf

7 FCCC/SB/2021/6, https://unfccc.int/sites/default/files/resource/sb2021_06_adv.pdf

8 Adaptation Committee’s synthesis report for the technical assessment component of the global stocktake (12 May 2022), page 40, https://unfccc.int/sites/default/files/resource/AC_SR_GST.pdf

9 For the final version, please see addendum to the Report of the Adaptation Committee (30 September 2022), https://unfccc.int/sites/default/files/resource/sb2022_05a01_adv.pdf

10 Decision 7/CMA.3, https://unfccc.int/sites/default/files/resource/cma2018_03a01E.pdf

11 Please also see https://unfccc.int/sites/default/files/resource/SB_Chairs_Information%20note%20GGA_WP_7April2022.pdf

12 FCCC/SB/2022/L.7, para 7, https://unfccc.int/sites/default/files/resource/sb2022_L07E.pdf

13 Compilation and synthesis of indicators, approaches, targets and metrics for reviewing overall progress in achieving the GGA, https://unfccc.int/sites/default/files/resource/ReportGGATP_final.pdf

14 See Table 1.

15 The submissions are available here: <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>

16 See Table 1

17 Concept note by the Chairs of the Subsidiary Bodies on the third workshop under the Glasgow-Sharm el-Sheikh work programme on the global goal on adaptation, <https://unfccc.int/documents/617426>

18 For information on the LoCAL Facility, please see: <https://www.unCDF.org/local/homepage>

19 See Co-facilitator’s Information note on the second meeting of the technical dialogue of the first global stocktake under the Paris Agreement, https://unfccc.int/sites/default/files/resource/GST%20TD1.2%20Information%20Note_20221007.pdf.

20 Article 7.1 of the Paris Agreement

21 For an explanation of the methodology used in the suggested structures, please the Adaptation Landscape Analysis published by C2ES February 2022. Available at: <https://www.c2es.org/document/landscape-analysis-of-adaptation-opportunities-for-climate-ambition/> pp33-36

22 E.g., impacts on health, workability, mortality, food systems, physical assets/infrastructure, vulnerable/marginalised people and communities, natural capital, culture and society, displacement, etc.

- 23 Paris Agreement Article 7.2
- 24 Paris Agreement Articles 7.1 and 2.1 (a)
- 25 Decision 9/CMA.1
- 26 Decision 19/CMA.1 para 36(c)

TABLE 1 ENDNOTES

1 Parties and non-Parties stakeholders were given the opportunity to reflect on the submissions, including the expectations for the work program and organization of the workshops. See <https://www.youtube.com/watch?v=h-Zu3blwTFc>

2 For the concept note prepared by the SB Chairs, please see: https://unfccc.int/sites/default/files/resource/CN_GGA_WSI_27May22.pdf

3 “Concept note by the Chairs of the Subsidiary Bodies on the second workshop under the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation,” https://unfccc.int/sites/default/files/resource/202208_gses_second_wksp_cn.pdf

4 This builds on the 2021 technical report by the Adaptation Committee referenced above, while also taking into account relevant reports, communications and plans under the Convention and the Paris Agreement, the United Nations Environment Programme, the IPCC, the 2030 Agenda for Sustainable Development and the Sendai Framework for Disaster Risk Reduction 2015–2030, relevant multilateral frameworks and mechanisms, United Nations organizations and specialized agencies, and the discussions at the first workshop under the Glasgow–Sharm el-Sheikh work program, https://unfccc.int/sites/default/files/resource/ReportGGATP_final.pdf

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