



Climate Action Network

Submission: Glasgow-Sharm el-Sheikh (GlaSS) Work Programme on the Global Goal on Adaptation - views on how to achieve the objectives under the work programme

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Climate Action Network International (CAN) is the world's largest network of civil society organizations working together to promote government action to address the climate crisis, with more than 1500 members in over 130 countries.

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Summary

Climate Action Network (CAN) welcomes the opportunity to provide its recommendations for the Glasgow-Sharm el-Sheikh (GlaSS) Work Programme on the Global Goal on Adaptation (GGA). Civil society plays an integral role in identifying the challenges posed by the climate crisis and in providing solutions. Through its global network of members, CAN is in touch with the priorities and messages of local communities and the governments it supports.

This submission focuses on a number of key themes for the GlaSS work programme to have a real impact on those facing the challenges of adapting to climate change. The submission focuses on how the GlaSS can enhance adaptation actions through:

- Driving discussions, coordination, processes and actions on adaptation at a regional and national levels.
- Supporting the inclusion of sub-national and locally derived goals and locally-led plans.
- Improving coherence and understanding of adaptation under the UNFCCC.
- Enabling the scaling up of finance for adaptation.

Over the next two years, the GlaSS process needs to ensure that adaptation is high on the political agenda in UNFCCC, with agenda items at COP27 and COP28 and at the Subsidiary Body (SB) meetings. It must be a transparent and inclusive process, ensuring the full participation of observer constituencies.

GlaSS Work Programme Process

CAN urges Parties to agree that all the proposed activities under the GlaSS work programme be planned and conducted in a transparent and inclusive manner ensuring the full participation of observer constituencies. To facilitate this, all meetings, events and workshops should be open to observers, in-person and online, and observer contributions should be actively sought. All documentation including drafts and discussion papers should be readily available to all observer groups online.

Special efforts should be made to include persons and organisations with limited resources. In planning all events, and in all documentation, there must be an iterative process to identify who may be excluded, what barriers exist to their exclusion, and how those barriers can be

lowered. Putting these concerns into practice will guarantee that sources of information and inputs such as traditional, Indigenous Peoples, persons with disabilities, and local knowledge systems will be available for consideration. Particular attention should be given to ensuring that discussions and decisions consider gender impacts.

Five Key Elements for the GlaSS Work Programme:

1. Enhance adaptation actions

The GGA's original purpose in 2015 was to give visibility to adaptation globally - to give parity to adaptation with mitigation. Thus, the GlaSS work programme should bear in mind the overarching goal of increasing adaptation actions to build the climate resilience of vulnerable people, biodiversity and ecosystems according to national circumstances.

While the GGA has long been considered a methodological exercise, it has become clear, over the past year in the run-up to COP26, that implementing the GGA is rather a question of political will - alongside a need for capacity building and support provision. As such, the GlaSS work programme should be thought of as a "support and capacity-building" programme rather than primarily a methodological discussion. It will require both.

The GlaSS Work Programme should accelerate adaptation actions by:

1.1. Driving understanding, coordination, processes and actions on adaptation regionally and nationally

The GlaSS work programme should accelerate and support national, regional and sub-national processes. This should be an opportunity for countries to enhance knowledge and capacities on adaptation action, not solely to agree on a set of global indicators. The Work Programme should become a process that can accompany Parties and groups in accelerating existing discussions and actions on adaptation. The GlaSS work programme should create a platform and structure for ongoing discussions and workstreams which Parties and groups can organise themselves around - advancing various adaptation issues - including enhanced adaptation planning, implementation and Monitoring, Evaluation and Learning (MEL).

The Work Programme must support countries in identifying the best way they can develop their own adaptation goals, plans and policies to achieve them. The global workshops must serve as milestones and incentives for countries to accelerate their adaptation planning and implementation, including the creation of nationally and locally appropriate MEL systems.

The GlaSS work programme and the GGA are an important opportunity to reverse the top-down nature of international reporting and communication frameworks. The design of the GGA must drive contextually appropriate, national climate adaptation MEL systems, which in turn will inform the global assessments - rather than vice versa. Ultimately, this implies that the GGA should be composed of several "elements" or "approaches" entailing the use

of multiple and flexible methods and indicators. There would be several goals – or sub-goals – assessed under the GGA with countries using both qualitative and quantitative methods to inform the GGA. A consensus on which dimensions should be included must evolve during multiple rounds of the GGA consultation.

The IPCC WG II report mentioned that to date, adaptation action is “small scale and incremental and not transformational”. The GlaSS work programme could initiate a workstream on transformational adaptation approaches - banking lessons on what has/has not worked with the aim to incentivise transformational adaptation approaches in the final GGA system.

1.2. Supporting the inclusion of sub-national and locally derived goals and locally-led plans

Achieving the GGA must involve the people affected most by climate impacts. Among the methodologies should be a thorough understanding of the efficacy of relevant, appropriate, participatory, flexible, inclusive and protective locally-led adaptation (LLA). Progress in countries which are adopting LLA at scale should be considered as progress towards achieving the global goal on adaptation during the Global Stocktake (GST) process.

Through the GlaSS work programme, Parties and groups can accelerate reflections on how adaptation plans and communications encourage community-driven adaptation practices to build the climate resilience of people, biodiversity and ecosystems. What is good practice and what are the barriers to creating community-driven adaptation plans? Where can UNFCCC guidance be strengthened? How can LLA be incorporated at the national and local levels? The Work Programme at the regional and national levels must create spaces and opportunities for the participation of local, indigenous, and marginalised voices.

Planning for adaptation through National Adaptation Plans (NAPs), Adaptation Communication (AdComms) and Nationally Determined Contributions (NDCs) and the work programme should enable Parties to include LLA principles amongst their adaptation priorities. Monitoring and learning systems must be able to accommodate the broad diversity of local adaptation actions and be able to evaluate their impact in an appropriate manner – such as adopting participatory monitoring and evaluation modalities. Both MEL systems and climate assessments should take into account information and actions at the national, regional, sub-national and local levels, within all relevant sectors (e.g: food, water, agriculture, biodiversity, ecosystems etc) and from multiple types of actors (climate impacted people, indigenous groups, people with disabilities, youth, children, local communities etc). Planning and MEL systems should prioritise local and indigenous knowledge and lived experiences as a means of contextualising climate risks.

At least one workshop during the proposed series should deal with issues of inclusion of and participation by locally-led adaptation with a view to strengthening the implementation of effective adaptation action in vulnerable developing countries. The Work Programme should report to the SBs on the efficacy of LLA for consideration of adoption at COP27.

2. Improve coherence and understanding of adaptation under the UNFCCC

Much of the work on adaptation has been produced through siloed workstreams making it difficult to follow the various adaptation issues, not only logistically during negotiations, but also conceptually. As a result, there is work on adaptation under the UNFCCC that has not yet been discussed in detail and remains hard to access for those not familiar with UNFCCC structures.

The GlaSS work programme should be a learning process, rather than a negotiation process. It should aim to provide clarifications about what is already defined in the Paris Agreement, providing spaces for Parties to learn and explore different points of view.

It should also provide a space to reconcile and discuss the different siloed adaptation mandates, workstreams and activities that have been undertaken to date under the UNFCCC (and other bodies). Research has shown that several mandates on adaptation have originated from early discussions on various elements that stemmed from GGA discussions in 2015. However, the outputs of these mandates and activities have not been reconsidered as a whole. The GGA, and the GlaSS work programme, thus represent an opportunity under which other learning and consolidation of adaptation items should be considered and bring coherence to the adaptation agenda in the UNFCCC that allows for better assessment of the collective progress on adaptation.

3. Scaling up of finance for adaptation

Finance provided for adaptation still lags behind finance for mitigation and is inadequate to address the growing adaptation needs of developing countries. The Glasgow Climate Pact urged developed countries to at least double their contributions to adaptation finance from 2019 levels by 2025. The GGA should include an assessment of the adequacy and effectiveness of support provided. The GGA must highlight and inform where and which actions are needed in order to support the most urgent implementation - at the international and national levels.

The GlaSS work program should feed into and shape the new collective quantified goal on climate finance (NCQG). Ideally, there would be a standalone goal on adaptation finance, with specific expectations on grants (not loans) which incentivise LLA. These signals will build confidence that public adaptation finance will increase and become more predictable and adequate. Developing countries can then respond with more ambitious plans linked to NAPs and their adaptation priorities.

4. Learning and iterative process

The GlaSS work programme is only the start of a necessary and long-term process for learning, improving and enhancing action on adaptation. While decisions must be made about the design and implementation of the GGA, the GGA - like the GlaSS or future programmes - will adapt and change. For example, key dimensions assessed under the GGA may change as the climate crisis unfolds, and new and unpredicted changes and shocks occur. Taking a progressive and adaptive approach to refine the GGA over time will enable better results while imposing less of a burden on developing countries. Achieving the GGA must be based on a flexible, iterative, and learning process, as should the work programme itself. We encourage the GlaSS to include several workstreams that can support feedback from Parties and non-Party actors, and that can allow offline, asynchronous inputs into discussions and documents.

The process of the GGA and its linkages with other processes and guidance will emerge over the years. The GlaSS work programme is only the start of a long journey on achieving the GGA as outlined in the Paris Agreement. Nonetheless, we note the following priority themes which should be discussed in the first year of the work programme:

- Linkages between the GlaSS work program on GGA and the Global Stocktake (GST), given the first GST, has started;
- Establishing a transparent and common understanding on how to assess collective progress towards achieving the GGA. A better understanding of metrics is needed as this remains a confusing topic for many stakeholders. Clarifying a range of possible options at the global level would be helpful while maintaining country ownership and purpose at the national level.

What needs to happen at COP27?

We would like to see the GGA on the agenda - under the CMA and at SBs sessions. This will help the process of building coherence around the adaptation agenda and allow a dedicated space for Parties to discuss how to fully operationalize the GGA and achieve its ultimate objectives. To do this, at COP27 parties need to welcome the decision to establish a permanent agenda item on GGA as part of the CMA and SBs by COP28 when the GlaSS work programme mandate finishes.