



Climate Action Network

Submission: Second Workshop of Glasgow-Sharm el-Sheikh (GlaSS) Work Programme theme on 'Enhancing adaptation action and support'

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Climate Action Network (CAN) is a global network of more than 1,800 civil society organisations in over 130 countries driving collective and sustainable action to fight the climate crisis and to achieve social and racial justice. CAN convenes and coordinates civil society at the UN climate talks and other international fora. www.climate-network.org

Summary

Climate Action Network (CAN) welcomes the opportunity to provide its recommendations on the Glasgow-Sharm el-Sheikh (GlaSS) Work Programme on the Global Goal on Adaptation (GGA). Through its global network of members, CAN is in touch with the priorities and messages of local communities and the governments it supports.

For the purpose of this submission, we have kept three overarching themes: 1) key topics for discussion under the second workshop, along with expected outcomes, 2) procedural considerations for the second workshop, and 3) recommendations on the overarching GlaSS programme.

CAN suggests the second workshop should be interactive, inclusive to all stakeholders, accommodate time zones, and report back in a timely manner. The workshop should consider the following five topics:

- **Increasing the inclusion of sub-national and locally-led priorities**
- **Driving planning, coordination and MEL regionally and nationally**
- **Promoting inclusive approaches in adaptation**
- **Considering all types of adaptation actions**
- **Scaling up of finance for adaptation**

The GlaSS presents a significant opportunity to advance progress on the GGA – along with other adaptation matters in the UNFCCC – to lead concrete adaptation actions and finance. CAN notes that it is critical for linkages between the GGA and the Global Stocktake (GST) to be discussed across these topics.

The expectation from CAN is that COP27 should lead to a decision on a permanent agenda item on the GGA in CMA and SBs leading into and by COP28.

A. Topics for discussion under the second workshop of enhancing adaptation action and support.

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 became evident 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. 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 second workshop of the GlaSS work programme should consider how to accelerate adaptation actions by:

1. Increasing the inclusion of sub-national and locally-led priorities

Achieving 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). At the first workshop, Parties made several references to the scaling issue surrounding adaptation action, specifically about the need for effective and adequate adaptation to be planned and led at the most local level possible. Actions will be needed at other, transboundary and transformational scales: extending to districts, regions and nations and across national boundaries. Yet the active engagement of decision makers is needed to advise and prioritise the needs of local actors to reduce vulnerability, enhance resilience and increase capacity.

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. It can reflect on:

- What is good practice and what are the barriers to creating community-driven adaptation plans and its implementation?
- Where can UNFCCC guidance be strengthened?
- How can LLA be incorporated at the national and local levels?
- How can the Work Programme at the regional and national levels create spaces and opportunities for the participation of local, indigenous, and marginalised voices?

We point to the eight principles for locally-led adaptation proposed by the Global Commission on Adaptation¹ as examples and guidance to consider how Parties can enhance effective locally-led adaptation action and support.

The implication of this topic is that the second workshop should plan at least one session focusing on enhancing adaptation action and support. That session should deal with issues of inclusion of and participation in locally-led adaptation with a view to strengthening the implementation of effective adaptation action in vulnerable developing countries. We suggest that the session should also present and discuss the principles for locally-led adaptation and consider their practical implementation.

Lastly, the Work Programme should report to the SBs on the efficacy of LLA for consideration of adoption at COP27.

2. Driving planning, coordination and MEL 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 second workshop should become a process that allows Parties and groups to accelerate existing discussions and actions on adaptation.

Planning for adaptation through National Adaptation Plans (NAPs), Adaptation Communication (AdComms) and Nationally Determined Contributions (NDCs) and the work programme should enable Parties to identify, communicate and report 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 (Monitoring, Evaluation and Learning (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, women etc). Planning and MEL systems should prioritise local and indigenous knowledge and lived experiences as a means of contextualising climate risks.

As such, 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

¹ Principles for locally led adaptation: <https://gca.org/reports/principles-for-locally-led-adaptation-action/>

dimensions should be included must evolve during multiple rounds of the GGA consultation. These approaches need to be flexible, adaptative and accommodative overtime.

The implication from this topic is that the second workshop 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 MEL.

3. Promoting inclusive approaches in adaptation

The workshop should consider inclusion as being a facilitative topic towards enhancing action and support.

Following the pledge of all nations in 2030 Agenda for Sustainable Development that “no one will be left behind” and to “endeavour to reach the furthest behind first”, achieving the Global Goal on Adaptation needs similar commitments so that those most socially and economically excluded and marginalised are both reached first and put front and centre of planning and implementation. All persons living in extreme poverty can be considered ‘left behind’, as can those who endure disadvantages or deprivations that limit their choices and opportunities relative to others in society. Leaving no one behind requires the transformation of deeply rooted systems – economic, social and political, governance structures and business models at all levels, from local to global and can lead in the process. The UN has prepared guidance on operationalising leave no-one behind which could be utilised for ensuring inclusive adaptation actions. This is framed as an iterative cycle of identifying who is excluded, the barriers to their inclusion and means of lowering them.

The implications from this topic should be that SBs recommend Parties utilise the inclusive approaches outlined by leave no-one behind and that the questions who is left behind, why and what is to be done be applied at each stage of the adaptation cycle.

4. Considering all types of adaptation actions

The workshop should inclusively consider adaptation in the context of sustainable development, disaster preparedness, and transformational adaptation approaches.

The vast majority of responses documented in the academic literature globally are behavioural in nature (75%), with many also technical and/or infrastructural (63%) and institutional (42%)². Adaptation is human-centred and largely autonomous. GGA can be best achieved by building interactions between autonomous and planned adaptation. For instance, where learning from autonomous adaptation is incorporated into planned adaptation, and levers such as ecosystem-based adaptation³, mitigation and co-

² Berrang-Ford, L., Siders, A. R., Lesnikowski, A., Fischer, A. P., Callaghan, M. W., Haddaway, N. R., ... & Abu, T. Z. (2021). A systematic global stocktake of evidence on human adaptation to climate change. *Nature Climate Change*, 11(11), 989-1000.

³ <https://www.iucn.org/resources/issues-brief/ecosystem-based-adaptation>

benefits, poverty reduction, alignment with national development plans and disaster preparedness are utilised to transform, strengthen, and enhance the design and intent of informal, locally-led interventions⁴.

Some adaptation is incremental, which only modifies existing systems. Other actions are transformational, leading to changes in the fundamental characteristics of a system.⁵ ‘Transformative adaptation’ requires and presents an opportunity for society to fundamentally challenge and change the relations of social power and the socio-structural constraints that deepen vulnerability, while at the same time reducing the negative consequences of climate change impacts⁶.

The IPCC AR6 WGII report⁷ and the joint IPCC-IPBES workshop report⁸ reinforced the inextricable links between climate change and nature, and reiterated that it is not possible to tackle one issue without the other, ensuring a habitable climate and protecting biodiversity are mutually supporting goals. CAN urges countries to work together to better integrate action needed to address the biodiversity and climate crises together, with adaptation as a key action to increase resilience for nature and people. The resilience of communities and ecosystems depends upon their integrity, therefore, preserving and restoring ecosystem integrity is the cornerstone of adapting to climate change⁹. The IPCC also highlights the value of ecosystem-based adaptation as an effective approach to reduce the impacts of climate change while at the same time delivering additional benefits for people and biodiversity. The IPCC WG II also further mentioned that to date, adaptation action is “small scale and incremental and not transformational”.

This combination of autonomous and planned adaptation, understanding the role of ecosystem adaptation and resilience and the transformation of ecological, economic, political and cultural properties, and their context-dependent relationships provides coherent pathways to the GGA. Further, the Nairobi Work Programme should be charged with collecting and disseminating experience and best practices around locally-led adaptation to stimulate a new drive for the completion and implementation of National Adaptation Plans including the specific provisions on funding.

The implication from this topic is that the second workshop considers adaptation in the context of sustainable development, ecosystem protection and restoration, disaster preparedness, transformational adaptation approaches, and the recognition of all

⁴Rahman, H.T., Albizua, A., Soubry, B. and Tourangeau, W., (2021) Climate Risk Management 34
<https://doi.org/10.1016/j.crm.2021.100376>

⁵ Wolf, F., Moncada, S., Salvia, A. L., Balogun, A. L. B., Skanavis, C., Kounani, A., & Nunn, P. D. (2022). Transformative adaptation as a sustainable response to climate change: insights from large-scale case studies. *Mitigation and Adaptation Strategies for Global Change*, 27(3), 1-2

⁶ Singh, C., Iyer, S., New, M. G., Few, R., Kuchimanchi, B., Segnon, A. C., & Morchain, D. (2021). Interrogating ‘effectiveness’ in climate change adaptation: 11 guiding principles for adaptation research and practice. *Climate and Development*, 1-15.

⁷ IPCC, 2022: Climate Change 2022: Impacts, Adaptation, and Vulnerability. Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change [H.-O. Pörtner, D.C. Roberts, M. Tignor, E.S. Poloczanska, K. Mintenbeck, A. Alegria, M. Craig, S. Langsdorf, S. Löschke, V. Möller, A. Okem, B. Rama (eds.)]. Cambridge University Press. In Press.

⁸ <https://ipbes.net/events/ipbes-ipcc-co-sponsored-workshop-report-biodiversity-and-climate-change>

⁹ Caldecott, J. (2021). *Surviving Climate Chaos: By Strengthening Communities and Ecosystems*. Cambridge: Cambridge University Press. doi:10.1017/978108878982

actors, roles, and portions of the population, in particular the most vulnerable, and of the socio-political context.

The GlaSS work programme could initiate a workstream on transformational adaptation approaches - banking lessons on what has/not worked with the aim to incentivise transformational adaptation approaches in the final GGA system.

5. Scaling up of finance for adaptation

Finance for adaptation still lags behind finance for mitigation and is inadequate to address the growing adaptation needs of developing countries. While the Glasgow Climate Pact urged developed countries to at least double their contributions to adaptation finance from 2019 levels by 2025, clarity remains lacking. 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 programme 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. Research also showed that currently only a small fraction of international adaptation finance for low-income countries also supports nature and biodiversity, missing out on significant opportunities to maximise financial support to achieve co-benefits for local livelihoods, ecosystems, and climate.¹⁰

The implication from this topic is for the second workshop to consider the tracking of the delivery of adaptation public finance; assess the adequacy, accessibility, and effectiveness of adaptation public finance and grant-based flow; how the GlaSS should provide input for the New Collective Quantified Goal process with regard to adaptation finance - especially public finance needs; and assessment on the opportunities, challenges, and barriers for private sector financing for adaptation in vulnerable and developing countries.

B. Procedural considerations for the second workshop:

- The second workshop of the GlaSS Work programme needs to be interactive, bringing real examples and ensuring all participants (parties and observers) are seen on equal footing. It should not be seen as a negotiation workshop. Activities such as breakout sessions with guided questions (which can be done through Teams/Zoom), world café sessions, etc) should take place rather than Party statements.

¹⁰<https://www.iied.org/only-fraction-international-climate-adaptation-finance-least-developed-countries-found-also>

- The workshop should be transparent and inclusive, facilitating the full participation of parties, observer organisations, researchers, Indigenous Peoples and local communities, representatives of impacted communities, youth, women, people living with disabilities, and all other relevant stakeholders. Since the second workshop is a virtual platform, the program and timetable should be scheduled in a flexible way that allows participants from all time zones to participate actively.
- Lastly, we request publishing the workshop report as soon as possible after its closure so Parties and non-Party stakeholders (NPS) can progress on their positions and thinking.

C. Recommendations on the overarching GlaSS work programme

CAN urges Parties that all the proposed activities under the GlaSS work programme be planned and conducted in a transparent and inclusive manner. 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.

The GlaSS programme should ensure to:

1. 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.

2. 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.

D. What needs to happen at COP27?

Decide on a permanent agenda item on the GGA in CMA and SBs leading into and by COP28. CAN would like to see 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.