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Key political messages to support an ambitious decision on the Global Goal on Adaptation at COP28

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UNFCCC COP28 is a turning point to show global leadership on adaptation, not only because risks and impacts continue to increase as global warming intensifies, but also because soft limits to adaptation have already been reached and avoiding hard limits can result in fewer losses and damages [3] [4]. However, the window of opportunity for both mitigation and adaptation is becoming narrower.

We need a shift to **accelerate transformative action** if we are to achieve **climate-resilient development**. But **the absence of a global framework** to scale action and support protecting people, livelihoods, and ecosystems **puts us at risk of investing in maladaptive pathways and counterproductive initiatives**. The GGA framework aims to provide a political and methodological tool that can offer high-level targets, equipping us to assess progress.

The Global Goal on Adaptation (GGA) framework is a tool for Parties, communities and stakeholders to enhance adaptive capacity, strengthen resilience and reduce vulnerability to climate change, as well as reviewing progress made towards achieving the GGA. By launching this framework **a highest political level of decision and involvement** will be required, in order to show that **climate multilateralism is able to listen and provide solutions to the most vulnerable**.

The GGA framework represents a **contribution to sustainable development** with a view to **ensuring an adequate response in the context of the temperature goal** under the Paris Agreement. It seeks articulating, not overlapping, with other international agreements and initiatives such as the Sustainable Development Goals, Sendai Framework, Early Warning Systems for All WMO initiative, Convention on Biological Diversity, among others.

The establishment of an ambitious framework for the GGA should be also motivated towards **closing the current increasing adaptation finance gap**. The **updated costs of adaptation** for developing countries are estimated to be in a range of **US\$215 billion to US\$387 billion per year this decade**, and adaptation finance needed to implement domestic **adaptation priorities**, is estimated at **US\$387 billion per year for 2021 to 2030**. However, the **public multilateral and bilateral adaptation finance flows to developing countries declined by 15 per cent to around US\$21 billion in 2021**. The resulting adaptation finance gap is now estimated to be **US\$194-366 billion per year** according to the Adaptation Gap Report 2023.

Since **the lack of access to adequate means of implementation is a critical barrier to ambitious and transformative adaptation action**, finance, technology and capacity building plays a key role in the framework. The establishment of **a framework for GGA with strong components on means of implementation**, could be a **positive and necessary signal in a pronounced context of insufficient and declining finance for adaptation**.

An **ambitious and balanced framework** can only be achieved by comprising **specific targets on means of implementation by developed countries** -leading the way to the New Collective Quantified Goal (NCQG) discussions-; balancing **action and support in the targets of dimensions**, while acknowledging the critical role of **Multilateral Development Banks, other Development Finance Institutions and the private sector** in providing and mobilizing adaptation finance. [Paragraphs 8, 10, 11, 16-20 of the proposed decision text]

The framework's ultimate aim is to drive **accelerated and enhanced adaptation action on the ground and at different levels**; based on **real and increasing adaptation needs**. Having targets along the framework which reflect ambition in adaptation planning and implementation will help to overcome the shortfalls of mitigation efforts that have proven to be slow and insufficient.

The global goal on adaptation framework has a **facilitative nature and as it is applicable to all**, it creates the opportunity to **foster international cooperation** while engaging civil society, private sector, and subnational governments. [Paragraphs 7, 26 and 27 of the proposed decision text]

The GGA framework can also be a tool to assess the effectiveness and adequacy of adaptation efforts occurring across different levels and systems. Reviewing the effectiveness and adequacy of action and support in adaptation despite being a key component of the architecture of Paris, is a work that is not mature enough and this is also more visible in the context of the Global Stocktake (Article 7.14.c) [5]. [Paragraph 11.d. of the proposed decision text]

As a global challenge faced by all recognized in the Paris Agreement, **adaptation requires a global framework to scale up action and support to protect people, livelihoods and ecosystems, while avoiding maladaptation**. [Paragraph 10 of the proposed decision text]

While the framework helps to promote **political parity between adaptation and mitigation**, and to **raise visibility of adaptation efforts**, several components such as the targets of the framework also **enhance mitigation efforts**, including those focused on biodiversity and ecosystems, water, food and agriculture. [Paragraph 10 and 11.e. of the proposed decision text]

The framework of the GGA is also an opportunity for integrating **gender equality and social inclusion** through different components, seeking to produce disaggregated data, track progress and leave no one behind. Along the same lines, encompassing **traditional knowledge, knowledge of indigenous peoples and local knowledge systems** could also reinforce the push for **cross-cutting considerations** with limited presence in different items of the negotiation agenda. [Paragraphs 9 and 11.c. of the proposed decision text]

Recognizing **different approaches to adaptation** that countries and communities are already using is also an opportunity of the framework, including ecosystem-based adaptation (EBA), community-based adaptation (CBA) approaches, nature-based solutions and risk based approaches, and how countries can maximize the advantages by choosing one or a combination of approaches in the short, medium and long-term [6]. [Paragraph 11.c. of the proposed decision text]

The Glasgow-Sharm el-Sheikh work programme has provided an opportunity for **collaboration with relevant stakeholders** and the framework can give continuity to these efforts, both through the recognition of its strategic role through international cooperation and the work to be carried out after COP28, particularly in the development of indicators. [Paragraphs 26, 27 and Annex of the proposed decision text]

A GGA framework is also a practical tool to reflect how **science-policy intersects on the ground and delivers inclusive adaptation action across all levels**, based on best available science and recognizing and considering traditional knowledge, knowledge of indigenous peoples and local knowledge systems. [Paragraph 9 and Annex of the proposed decision text]

FOOTNOTES

1. Arg 1.5
2. University of Maryland
3. 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. Alegría, M. Craig, S. Langsdorf, S. Löschke, V. Möller, A. Okem, B. Rama (eds.)]. Cambridge University Press. Cambridge University Press, Cambridge, UK and New York, NY, USA, 3056 pp., doi:10.1017/9781009325844. <https://www.ipcc.ch/report/ar6/wg2/>
4. United Nations Environment Programme (2023). Adaptation Gap Report 2023: Underfinanced. Underprepared. Inadequate investment and planning on climate adaptation leaves world exposed. Nairobi. <https://doi.org/10.59117/20.500.11822/43796>, <https://www.unep.org/resources/adaptation-gap-report-2023>
5. Gao, J., Christiansen, L. (eds.) (2023) “Perspectives: Adequacy and Effectiveness of Adaptation in the Global Stocktake.” UNEP Copenhagen Climate Centre, Copenhagen in <https://unepccc.org/wp-content/uploads/2023/03/perspectives-adequacy-and-effectiveness-of-adaptation-in-the-global-stocktake-web.pdf>
6. UNFCCC (2019). Various approaches to long-term adaptation planning. Adaptation Committee in <https://unfccc.int/sites/default/files/resource/variousapproaches%20.pdf>

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