

Global Goal on Adaptation: From Concept to Practice

NOVEMBER 2016



© Seaphotoart / Shutterstock.com

A PAPER BY:

act:onaid



Contents

Key Message	3
Executive Summary	4
Recommendations	5
Acronyms	6
Introduction	7
Origin of the GGA	7
Adaptation in the Paris Agreement	8
Operationalising the Global Goal on Adaptation	10
Unpacking the GG	10
Possible next steps	11
Communicating adaptation efforts	13
Assessing progress	13
Recommendations and milestones	14
Annex 1: Mandates relevant for operationalising the GGA	16
References	17



Foday Tunkara loads the rice mill, Salikenni Photo: Jane Hahn/ActionAid

Key Message:

- The climate crisis we face today is a result of historical greenhouse gas emissions primarily from developed countries and already posing an unjust burden on developing countries.
- The Paris Agreement includes a Global Goal on Adaptation (GGA) which provides a “north star” for driving action and support for vulnerable countries, populations and ecosystems to adapt to climate change impacts in conjunction with mitigation ambition
- In order to significantly advance action under the Global Goal on Adaptation by 2018, a key international climate policy moment, the report recommends to:
 - Accelerate the development and implementation of National Adaptation Plans (NAPs), and assessments on capacity gaps and support needs in developing countries
 - Assist countries in effective adaptation reporting by prioritising adaptation capacity building and strengthening global institutions in the planned 2017 review;
 - Develop metrics and indicators by 2018 to measure progress towards meeting the objective of Global Goal on Adaptation;
 - Scale-up adaptation finance provided by developed countries for priority actions in developing countries, and longer-term needs, based on adaptation scenarios linked to different warming levels, and a 2025 adaptation finance target;

Executive Summary

Climate change is no longer a future concern but a current reality.

Global average temperatures have already risen by 1°C¹ and the impacts of climate change are being felt the world over. While climate change is affecting countries around the globe, developing countries and in particular the most vulnerable and marginalized populations within them, such as women, children and the elderly, are feeling the brunt of its impacts, making enhancing adaptation action *today* imperative. The climate crisis we face today is a result of historical greenhouse gas emissions, primarily from developed countries over the past 150 years.² The impacts of cumulative emissions are already posing a severe and unjust burden on developing countries and are exacerbating global inequality.

Developing countries are already making significant investments in adaptation, which often compliment but can also divert resources away from other development priorities. With climate impacts rising and set to become more severe in the years ahead, this means that most developing countries cannot meet the growing adaptation needs without further support. The gap between the levels of adaptation needed and current efforts - the adaptation gap - is widening. UNEP's 2016 Adaptation Gap Report found that the costs of adaptation in developing countries, as one important expression of the needs, could range between USD 140 billion to 300 billion by 2030 and between USD 280 billion and USD 500 billion by 2050 – depending on levels of mitigation ambition.³

While increasing mitigation ambition is fundamental to reduce future impacts from climate change, adaptation action must also be scaled up significantly and quickly. Countries would be ill-advised if they only prepare for a 1.5°C warmer world. Instead they should take into account implications of various warming scenarios including 3°C (or more). It will be challenging or impossible to adapt to this level of warming in certain situations, and substantial loss and damage will not be avoided. As adaptation needs increase, so will the costs, and developing countries will have to make choices. A key task facing all countries is the need to integrate adaptation into development planning through explicit linkages and synergies between climate pledges, Sustainable Development Goals and the targets agreed under Sendai Framework for Disaster Risk Reduction (SFDRR). This is essential to build resilience and thereby safeguard sustainable development progress across sectors. Having said this, we also need to recognize that some adaptation choices will divert resources away from other important development investments into poverty reduction and key sustainable development needs.

In Paris, governments recognised the importance of enhancing adaptation action. The Global Goal on Adaptation (GGA) was established in the Paris Agreement with the aim of *“enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to contributing to sustainable development and ensuring an adequate adaptation response in the context of the global temperature goal”*.⁴ The establishment of the GGA was widely supported as part of the strategy to increase focus on adaptation in the Agreement.

The GGA could be framed as the “north star”, providing the direction of travel and unifying work on adaptation, in conjunction with mitigation ambition. It also serves the strategic purpose of increasing attention on adaptation in order to drive action in planning, concrete implementation and cooperation. Special attention needs should be given to protecting the people, livelihoods and ecosystems that are particularly vulnerable to climate change impacts. The Agreement acknowledges the important link between mitigation ambition and adaptation needs and associated costs. This should encourage all Parties, led by developed countries, to ratchet up their mitigation ambition. There is currently a significant gap between the Paris Agreement’s goal to pursue efforts to limit warming to 1.5°C and the collective ambition of the nationally determined contributions (NDCs), which translate into an almost 3°C increase in global average temperature⁵ with devastating consequences.

The Agreement itself does not specify how the GGA should be operationalized and there was never a common understanding among Parties on specifics, beyond the objective of the GGA as defined in Article 7.1. Decision 1/CP.21 allocated five tasks relevant to operationalizing the GGA to the Adaptation Committee (AC), along with the Least Developed Countries Expert Group (LEG) and the Standing Committee on Finance (SCF). These relate to methodologies for assessing efforts, needs and costs in developing countries, reviewing adaptation-relevant institutional arrangements and the overall adequacy and effectiveness of action and support. These tasks are essential to make GGA concrete, ambitious and implementable.

RECOMMENDATIONS

In this report, ActionAid, CARE and WWF make nine key recommendations, aimed at accelerating adaptation action in preparation for 2018, which is a significant political milestone for the climate policy agenda. This ambitious timeline is necessary to support urgent implementation to safeguard the most vulnerable and fulfilling towards the objective of GGA. In addition, progress on adaptation can contribute towards creating momentum for other UNFCCC processes taking place that year.

- 1. Accelerate development and implementation of National Adaptation Plans (NAPs):** All developing countries should prepare, with support as needed, participatory and gender-responsive NAPs. The NAPs must be submitted to the UNFCCC by early 2018 in order to input into the NAP assessment process that year, as mandated by COP21. Countries should undertake steps to improve the coherence of their policy and institutional frameworks, as well as coordination across sectors to foster an integrated approach to adaptation and climate resilience, including explicit linkages and synergies with Sustainable Development Goals (SDGs) and SFDRR, where appropriate.
- 2. Assess capacity gaps:** By 2018, all developing countries should have available assessments of their existing capacity and projected gaps to develop adaptation strategies and meet adaptation needs, with clear requirement of international support to be provided. This process should in particular inform the replenishment of the GCF and the NAPs assessment process.
- 3. Enhance capacity building for adaptation:** The newly formed Paris Committee on Capacity Building must prioritise in its first activities addressing capacity constraints related to adaptation planning in developing countries, including converting the conditional elements of the NDCs into fundable projects. This should include elaboration of the content, approaches and actions needed to strengthen adaptive capacity and achieve ongoing and effective adaptation.
- 4. Advance metrics and indicators for the GGA:** Based on work conducted by the AC and the LEG, the Subsidiary Body for Scientific and Technological Advice (SBSTA) should develop proposals for metrics and indicators to operationalize the GGA by 2018. These should address the adequacy and effectiveness of action and support in an inclusive and participatory manner. This should take into account the

capacities of developing countries, as well as synergies with other relevant processes such as the SDGs and SFDRR.

- 5. Streamlined adaptation communication:** By 2017, the Ad-hoc Working Group on the Paris Agreement (APA) should develop guidance for a streamlined communication process to assist developing countries in effectively and efficiently managing their adaptation planning, addressing monitoring challenges, as well as meeting reporting requirements. This should take into account the different roles of NDCs (forward looking), NAPs (in conjunction with NDC implementation roadmaps) and National Communications (backward looking) as well as synergies with the SDGs and SFDRR.
- 6. Review of existing adaptation institutions:** The review of adaptation-related institutional arrangements to be undertaken in 2017, as mandated by COP21, should be completed with the view to addressing the existing gaps and future needs to ensure the successful operationalisation of the GGA.
- 7. Ensure funding for priority actions:** Developed countries must provide sufficient funding to developing countries, and in particular to LDCs, by 2018 to support the implementation of remaining National Adaptation Programmes of Action (NAPA) projects and/or other immediate priorities as identified in NDCs, or NAPs, to reduce the adaptation gap urgently.
- 8. Meeting the adaptation needs of developing countries:** SBSTA, by 2018, should develop various adaptation scenarios for a range of possible temperature scenarios, taking into account the IPCC special report on 1.5°C. A mechanism should be developed to trigger support for adaptation corresponding to the most likely scenario in light of likely emission trajectories based on existing pledges and the impacts thereof.
- 9. Setting science based adaptation finance target:** An adaptation finance target for 2025 must be set by no later than 2018, to ensure that adequate support is provided to developing countries to implement their adaptation plans. The support must be based on a scientific analysis, needs to adapt to global warming impact scenarios and levels of realized mitigation ambition, and should be provided by developed countries taking into account their historical responsibilities.

Acronyms

AC	Adaptation Committee
ADP	Ad-hoc Working Group on the Durban Platform for Enhanced Action
AGN	African Group of Negotiators
AILAC	Independent Association of Latin American and Caribbean States
AOSIS	Alliance of Small Island States
APA	Ad-hoc Working Group on the Paris Agreement
CMA	Conference of the Parties serving as the meeting of Parties to the Paris Agreement
COP	Conference of the Parties
GCF	Green Climate Fund
GGA	Global Goal on Adaptation
GST	Global Stocktake
INDCs	Intended Nationally Determined Contributions
LDCs	Least Developed Countries
LEG	Least Developed Countries Expert Group
NAPs	National Adaptation Plans
NAPAs	National Adaptation Programmes of Action
NDCs	Nationally Determined Contributions
TEMs	Technical Expert Meetings
TEP-A	Technical Examination Process on Adaptation
SBI	Subsidiary Body for Implementation
SBSTA	Subsidiary Body for Technological and Scientific Advice
SCF	Standing Committee on Finance
SDGs	Sustainable Development Goals
SFDRR	Sendai Framework for Disaster Risk Reduction
UNFCCC	United Nations Framework Convention on Climate Change



Women Vietnam: CARE Vietnam/Women from four villages in Khanh Binh commune, An Phu District, discuss existing livelihood activities as part of the resilient livelihood study



Myanmar floods: Heavy flooding in Rakhine state, Myanmar. Photo: Isaac Kyaw Htun Hla/CARE.

Introduction

Historical emissions, caused mostly by developed countries, current emission trajectories and inadequacy of support have led to a widening adaptation gap.

There is evidence that the global average temperature has already risen by at least 1°C⁶, the impacts of which are already being felt worldwide by both human societies and the ecosystems on which they depend. While climate change is a global phenomenon, developing countries disproportionately feel the brunt of its impacts, which exacerbate development constraints, increase vulnerability to future impacts and impede progress on achieving the Sustainable Development Goals (SDGs). Vulnerable, often poor populations, particularly women, children and the elderly are the most adversely affected by climate change. The climate crisis we face today is a result of historical greenhouse gas emissions, primarily from developed countries over the past 150 years.⁷ The impacts of cumulative emissions are already posing a severe and unjust burden on developing countries and are exacerbating global inequality.

The Paris Agreement highlights the importance of early and ambitious mitigation action to reduce the costs of both future mitigation and adaptation efforts⁸. Parties agreed to limit warming to well below 2°C and to pursue efforts to limit warming to 1.5°C. That said, the mitigation commitments made in Intended Nationally Determined Contributions (INDCs) translate into an increase in global average temperature of closer to 3°C.⁹ By acknowledging the emissions gap,

governments also clearly recognized that much more needs to be done to reduce emissions in the short-term, before 2020. Yet developed countries have failed to undertake the measures required to achieve the global temperature goals. The adaptation costs and needs of developing countries will continue to grow unless significant action is undertaken. According to UNEP's 2016 Adaptation Gap Report, the costs of adaptation in developing countries could range between USD 140 billion to 300 billion per year by 2030 and between USD 280 billion and USD 500 billion by 2050. These cost estimates depend on a range of socio-economic factors, emission trajectories and the timely support provided for adaptation¹⁰.

Addressing the adaptation gap is a priority for developing countries. Of the 161 INDCs received by 189 Parties 137 include an adaptation component (a-INDC).¹¹ Many developing countries included both conditional and unconditional aspects of their a-INDCs, recognizing the significance of national efforts but reporting that much more could be done with support – including finance, technology transfer and development and capacity building. To address this growing need the Global Goal on Adaptation (GGA) was established in the Paris Agreement, with the goal of, *“enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to contributing to sustainable development and ensuring adequate adaptation response in the context of the global temperature goal”*.¹²

Origin of the GGA

The GGA was first proposed by the African Group of Negotiators (AGN) during negotiations under the Ad-hoc Working Group on the Durban Platform for Enhanced Action (ADP)¹³ in 2013.

The AGN maintained that a GGA should encourage adaptation planning and include an assessment of the adequacy of support for adaptation based on the adaptation needs of developing countries. The AGN proposed that a GGA should also recognize the adaptation efforts of developing countries track progress with measurable metrics¹⁴. The AGN maintained that the level of support provided for adaptation should match the needs associated with the temperature scenarios resulting from realized mitigation ambition. The adaptation needs of developing countries would thus be aggregated to establish a financial target for adaptation as part of the GGA. The Independent Association of Latin

America and the Caribbean (AILAC) also advocated for the establishment of a GGA. In their submission to the ADP in November 2014 AILAC, together with Mexico, maintained that a GGA would provide a vision for the global effort on adaptation to:

- Provide an overarching aspirational vision of a resilient planet;
- Establish a link between building resilience and the actual impacts of climate change;
- Establish a link between the impacts of climate change and temperature scenarios resulting from realized mitigation action; and
- Establish a link between adaptation action at the local level and regional and/or global efforts to build resilience.¹⁵

In the lead up to negotiations in Paris a proposal for a GGA with both quantitative and qualitative aspects was adopted as a position of the G77 and China.

Some developed country Parties also advocated for the establishment of a GGA. In its submission to the APA in November 2014 the Republic of Korea proposed a GGA with the aim of reducing global vulnerability and exposure and building resilience to the adverse impacts of climate change with four operational targets:

- Develop and implement NAPs;
- Establish a global knowledge platform on adaptation;

- Reduce the gap between the global adaptation needs and available resources; and
- Address loss and damage of people and assets from climate-related extreme events.¹⁶

The EU agreed that international cooperation was needed and maintained that a global adaptation objective should be established with the aim of achieving climate resilient sustainable development for all Parties in its submission to the ADP in 2014.¹⁷



Mariyama, 46, a mother of ten in western Somaliland Photo: Jennifer Huxta/Actionaid

Adaptation in the Paris Agreement

The Paris Agreement represents a significant step forward for adaptation

Along with the establishment of the GGA, the Agreement also recognizes adaptation as a global challenge faced by all and an integral¹⁸ part of the global response to climate change to protect people, livelihoods and ecosystems. Importantly, Parties also agreed that adaptation should be country-driven, gender-responsive, participatory, transparent and that it should take into consideration vulnerable groups, communities and ecosystems and should be based on the best available science - key principles which can guide effective adaptation action. To address the global challenge of enhancing action on

adaptation, Parties agreed to strengthen cooperation, including through sharing information, strengthening institutional arrangements and helping developing countries identify adaptation practices, needs and priorities.¹⁹ It has also been agreed that adaptation will be an essential part of the Global Stocktake (GST), a key mechanism of the Paris Agreement to regularly (every five years from 2023 onwards) assess and drive ambition. Amongst other purposes, it will serve to review the overall progress made in achieving the GGA. The GGA could be framed as the "north star" on adaptation, indicating the direction of travel and providing a link between the various adaptation-relevant provisions in the Agreement and potentially building coherence on adaptation under

the Convention. It also serves the strategic purpose of increasing attention on adaptation in order to drive action in planning, concrete implementation and cooperation.

Adaptation cannot be sufficiently enhanced to address the needs in developing countries without support, including finance, technology transfer, and development, and capacity building. The Agreement recognizes the adaptation finance gap, both in the pre-2020 and the post-2020 period. In Decision 1/CP.21 Parties agreed that a concrete road map for achieving the goal of providing USD 100 billion for mitigation and adaptation efforts in developing countries would be developed. Parties also agreed to significantly increase adaptation finance.²⁰ Now it is time to operationalize this commitment. While developed countries claim in the road map they produced that they are on track to providing the 100 billion²¹ by 2020, it is unlikely that finance for adaptation will be on par with that for mitigation. In fact, it is projected that by 2020 just 20 percent of the USD 100 billion would be directed toward adaptation support.²² For post-2020 adaptation action, finance is still unclear, although the Paris Agreement implies that the 100 billion would be the floor or minimum on which to build. However, the adaptation gap remains and continues to grow.

Along with the relevant provisions in the Agreement there also processes under the Convention and the Agreement which can play an important role in operationalizing the GGA. For example, the technical examination process on adaptation (TEP-A) was established in Decision 1/CP.21 to enhance adaptation in the immediate term. The aim of the TEP-A is to, "Identify concrete opportunities for strengthening resilience, reducing vulnerabilities and increasing the understanding and implementation

of adaptation actions".²³ The outcome of the first technical expert meetings (TEMs) provided a number of key messages that are relevant for operationalizing the GGA and enhancing action on adaptation, including the challenges associated with developing and implementing NAPs.²⁴ The TEP-A could be an additional platform for discussions amongst Parties, observers and experts. For example, in 2017 the TEMs could be focused on some or all of the joint mandates of AC/LEG. The meeting could be structured to solicit inputs from Parties, observers and experts, including on experiences, good practices and lessons learned as well as on needs, challenges and barriers which will need to be addressed in responding to the mandates.

There is also a role for other bodies and processes under the Convention and the Agreement. National Adaptation Plans (NAPs), a process of identifying medium and long-term adaptation needs of a country, also remain an important vehicle for adaptation actions in developing countries. Following a request from COP21, the Green Climate Fund (GCF) decided that up to USD 3 million can be made available to support the formulation of NAPs and/or other adaptation planning processes in each developing country.²⁵ This provides new support for countries through newly formed Paris Committee on Capacity Building which should be used to generate truly participatory, transparent and gender-responsive NAPs.

The National Adaptation Programmes of Action (NAPA) are also important as they provided a vehicle through which Least Developed Countries (LDCs) identified their immediate adaptation priorities and actions. That said, though the NAPA process was established at COP 7 in Marrakech and all LDCs have now submitted NAPAs, not all of the priority projects indicated have been supported and implemented.



Bean varieties. Photo: Zenia Nufiez / flickr.com / creative commons



Adaptation action at COP21 Photo: : CARE France

Operationalising the Global Goal on Adaptation

In Paris, Parties made a commitment to achieve a balance between mitigation and adaptation and the GGA is a significant part of that commitment.

A year later it is time to ensure that this commitment is translated into action in Marrakech and beyond.

UNPACKING THE GGA

One of the key principles behind some of the proposals for the GGA was equity: that is the idea that developing countries are both less responsible for and less able to respond to the impacts of climate change.²⁶ Applying the principle for equity in the context of adaptation means ensuring adequate levels of support available to meet the adaptation needs and costs of developing countries. Maintaining the link between the storylines of adaptation and that of mitigation is integral and as such the GGA represents an important shift in the global climate change negotiations²⁷. It is impossible to consider the global temperature goal of limiting warming to well below 2°C and pursuing efforts to limit to 1.5°C as a sustainable goal without evidence that societies can adapt to the impacts associated with that level of warming.²⁸ One interpretation of the GGA has explicitly built in this context, proposing that the GGA should:

ensure human security in a well below 2°C world by the end of the century, meaning first, enhancing adaptation efforts when possible, and second, providing adequate answers for those whose security could not be covered in a well below 2°C world.²⁹

First, this framing fits to the envisaged contributions of adaptation to protect people and livelihoods. Second, it also brings loss and damage to the continuum of climate action – acknowledging that some impacts of climate change will not be adapted to and in this way is in line with what was originally proposed by the AGN and AILAC.

Applying this framing to the three objectives of the GGA would mean that to achieve human security and ensure human rights, the most vulnerable would need to be at the centre of efforts to enhance adaptive capacity, reduce vulnerability and build resilience. This framing would be further strengthened by also integrating an ecosystems perspective that builds upon but goes beyond the concept of human security.

While the GGA provides a crucial link between mitigation ambition and adaptation needs and costs,

it is more than a financial goal.³⁰ The GGA is an opportunity for elevating adaptation and seeing it as a global challenge. This narrative encourages the international community to anticipate the impacts of climate change before they occur and develop responses to them³¹ in order to keep people and the planet safe. The GGA also includes both qualitative and quantitative elements. For example, developing countries can also report how they are enhancing adaptive capacity, reducing vulnerability and building resilience to the impacts of climate change to contribute to the GGA, although guidance on this still remains vague. As such, the GGA encourages countries to make use of common metrics and indicators to assess progress on adaptation.³² This would allow both for the reflection of different priorities and circumstances in each country as well as a more aggregate understanding of progress achieved. Guidance could be provided under the GGA to provide a framework for evaluating progress. Ultimately the citizens of each country should determine the extent to which adaptation efforts have been successful, which requires participatory processes, functioning governance systems and frameworks to monitor progress from the ground up.



Binta Fadera, Fatou Darboe and Bakoto Kinteh walk along the Juffureh dyke
Photo: Jane Hahn/ActionAid

POSSIBLE NEXT STEPS

While the Agreement does not specify how the GGA will be operationalised, Decision 1/CP 21 allocated five tasks relevant to its operationalisation to the Adaptation Committee (AC) along with the Least Developed Countries Expert Group (LEG) and the Standing Committee on Finance (SCF), including:

- Develop modalities to recognise the adaptation efforts of developing countries;
- Review the work of adaptation-related institutional arrangements under the Convention in 2017;
- Consider methodologies for assessing adaptation needs in developing countries;
- Facilitate the mobilization of support for adaptation in developing countries in the context of the global temperature goal; and
- Review the adequacy and effectiveness of adaptation and support.

According to our understanding, these are not meant to be a closed concept of how the GGA would be operationalised, but are clearly important next steps. The first three mandates outline specific methodological tasks to be undertaken in the year ahead which can help underpin key elements of a GGA. The latter two are of an overarching nature which also sets a level of ambition in terms of “adequacy and

effectiveness of adaptation and support”, but need to be based on functioning methodologies. It is now essential to advance these items, which will require active engagement of governments and stakeholders, but also sufficient resources for these bodies to perform their supportive functions.

Developing methodologies to assess adaptation costs and needs, as included in the above task list, is an important part of operationalising the GGA. In order to assess progress towards achieving the GGA it will be important that countries draw on a common set of methodologies for assessing the costs and needs of adaptation and recognize the efforts of developing countries. The AC and the LEG are currently undertaking work to consider these methodologies but could use support. A range of methodologies was used to assess adaptation needs and costs in NAPAs, NAPs and more recently, INDCs.³³ There is ongoing work which could provide a foundation for the development of these methodologies³⁴ including a combination of top down and bottom up approaches. This will help countries to better understand the scale of their needs. Furthermore, it could facilitate the exploration of ways to aggregate adaptation needs in developing countries in a more realistic manner than currently available macro-economic cost estimates are able to do.

Metrics and indicators could provide the basis for both a collective and individual assessment of needs and costs, and based on this on progress towards achieving the GGA to date and of the targets for the future in terms of both the actions that need to be taken and of the level of support that needs to be provided to meet the needs. Various INDCs already include adaptation indicators and targets envisaged. However, a more detailed analysis of where those from different countries overlap is not yet available, neither, whether these indicators really reflect the integration of climate risks. The registry for adaptation communications to be set up under the Paris Agreement could fill an important gap here by highlighting in a transparent manner which indicators countries have put forward adaptation work. A suite of indicators could also be developed by SBSTA to provide guidance on undertaking vulnerability assessments. This type of information could also be communicated in adaptation communications and reflected in the GST.

That said, there are reasonable concerns about the ability to aggregate the needs of developing countries to develop some sort of both aggregate target(s) as well as measures of progress under the GGA. While ensuring that the adaptation needs of developing countries are met is critical to enhancing adaptation action, there are other targets that could be of use. The SDGs and the Sendai Framework for Disaster Risk Reduction work with agreed sets of targets and indicators. Although these are not necessarily ideal choices, their broad acceptance by governments provide a good starting point for developing targets to assess progress towards the GGA. Ensuring some

consistent use across the different policy frameworks could also limit the efforts required on the side of developing countries to track progress, while at the same time it does not limit countries' choices to use their "own" indicators (see Annex A for more details).

Given that the Paris Agreement is coming into force sooner than expected, the work of the AC, LEG and SCF in undertaking the five mandates relevant to operationalising the GGA has become more urgent. The work of the AC, as the oversight body on adaptation under the Convention, is particularly important. The AC needs to be sufficiently equipped to carry out the tasks effectively (including through the possibility of additional meetings beyond the current two per year). This should be part of the discussion during discussions on the report of the AC during the upcoming session of the Subsidiary Body for Implementation (SBI).

It will also be important to create a channel through which Parties and non-governmental stakeholders can provide inputs into the progress of responding to the mandates, including but not limited to submissions. Further discussions are needed under the APA and should be more broadly focused than just on adaptation communications, as it is implied by the current formal agenda. For example, there should be a discussion on how the GGA should be interpreted and operationalised beyond what is stated in Article 7.1. In addition, there could be a discussion on the role of the five mandates being undertaken by the AC, LEG and the SCF in the GGA. There is clearly the need for developing a collective vision for the GGA and a roadmap for how to achieve it.



Amie Diouf collecting mint from table gardens. Photo: Clément Tardiff/ActionAid

The planned activities by the AC, including a specific meeting in 2018 to exchange views on national adaptation goals/indicators and how they relate to indicators/goals for sustainable development could further the debate.³⁵ However, a one-off technical meeting does not seem to be sufficient to advance the debate enough to come to broadly agreed results. There is a need for deeper and more long term engagement between the AC, Parties, non-government stakeholders and experts.

The operationalisation of the GGA should be supported by strong institutions – both at the global and national level and with links between the two. The UNFCCC review of adaptation related institutional arrangements in 2017 will help determine whether or not there are gaps and needs that should be addressed in order to provide a strong institutional framework through which to operationalise the GGA. However, concrete adaptation practice depends on the institutional capacities at the national level. The growing attention on adaptation through the GGA can help drive a better national institutional coherence on matters related to adaptation (including in coherence with various international agreements such as SDGs and Sendai Framework for Disaster Risk Reduction). It will also be essential to have a bottom-up approach and involve sub-national institutions.



Adapting to climate change in Bangladesh Photo: Teresa Anderson/ActionAid

COMMUNICATING ADAPTATION EFFORTS

In their submissions to the APA on adaptation communications most countries indicated that adaptation communications should include adaptation priorities, needs – including for finance, technology development and transfer – as well as plans and actions³⁶. The level of support provided and received was also proposed as a category of information to be provided in several submissions³⁷. Clearly there is a need to clarify the role of different communication instruments. The NDCs and the NAPs are both forward looking instruments and should be consistent, with NAPs serving more as the implementation road map for the INDCs. The existing instrument of National Communications is more focused on reporting on what has been undertaken. To avoid being an additional burden INDCs, along with NAPs and/or National Communications could be the main vehicle for adaptation communications but serving different purposes.³⁸ AOSIS suggested that adaptation communications should also address the scope, frequency and level of detail of reporting.³⁹ When it comes to adaptation support, the existing financial reporting architecture including the biennial reports provided by developed countries, along with further work under the Paris Agreement, is the key starting point.

At the national level in many developing countries NAPs could become both the vehicles for adaptation communication as well as the framework through which adaptation action will be implemented. This process has yet to take off, and 2018 will be an important milestone to take stock of the NAP progress (and lack thereof), as agreed by Parties at COP21. The aforementioned decision by the Board of the GCF to allocate USD 3 million per country for the development and implementation of NAPs should expedite the process.

ASSESSING PROGRESS

If the GGA is the north star for adaptation, then assessing whether or not we are travelling in the right direction and fast enough to get there is integral. The link to the GST is an important, explicitly recognized aspect for monitoring progress of the GGA⁴⁰. It was agreed that the GST will:

- Recognise adaptation efforts of developing countries;
- Enhance the implementation of adaptation action;
- Review the adequacy and effectiveness of adaptation and support for adaptation; and
- Review the overall progress made in achieving the GGA⁴¹.

Regarding the adequacy of support for adaptation, it is essential that the GST assesses whether or not the provision of support is meeting the adaptation needs required to adapt to temperature scenarios associated with levels of realised mitigation ambition. Intermediate steps towards the GST could be regular and refined editions of the global adaptation gap reports, as well as the high-level ministerials on climate finance to be held every two years from 2014 onwards. Also, replenishments for the GCF (the next one scheduled to conclude 2018) and other financial instruments can serve as vehicles to narrow the gap in terms of financial support.

The GST should also be a vehicle through which to assess the extent to which the adaptation-related institutional arrangements under the Convention are sufficiently supporting progress towards achieving the GGA. The adaptation communications should allow for a global overview of the state of adaptation efforts, including by sharing experience on the effectiveness of adaptation actions, to feed into the GST⁴², which, however, also requires to report on progress achieved in their implementation in time for the GST.

Recommendations and milestones

The Paris Agreement made significant strides in increasing the focus on adaptation under the Convention.

It could be argued that the goal of addressing adaptation on parity with mitigation was achieved – at least on paper. However, it is now time to translate that commitment into action and to ensure that adaptation continues to be a priority as the Agreement is implemented. The GGA provides the framework through which the adaptation provisions in the Agreement can be realised. However, there remains a lot of work to do to ensure that the GGA is operationalised in a way that best meets the needs of developing countries.

2018 is an important year and a significant political milestone for the climate policy agenda through a number of processes and activities, including:

- **Facilitative dialogue:** In Paris Parties agreed to hold a facilitative dialogue in 2018 to take stock of progress towards a peaking of global emissions and rapid reductions thereafter to achieve the global temperature goal. This dialogue will provide information about the projected temperature trajectory.
- **Progress on NAPs:** In 2018 there will be an assessment of the progress on developing and implementing NAPs. This outcome of this assessment should inform future work on NAPs.
- **Ministerial on climate finance:** At COP 24 a ministerial meeting on climate finance is mandated. The importance of increasing finance for adaptation should be an integral part of this discussion.
- **Replenishment of the GCF:** In 2018 the replenishment of the GCF is provisionally scheduled to take place.
- **Special report on the impacts of 1.5°C:** In Paris Parties invited the IPCC to provide a special report on the impacts of 1.5°C warming and related global emission pathways in 2018 to which it agreed.

There is also some indication that 2018 might become a target year for finalising further rules in support of the Paris Agreement under the APA.

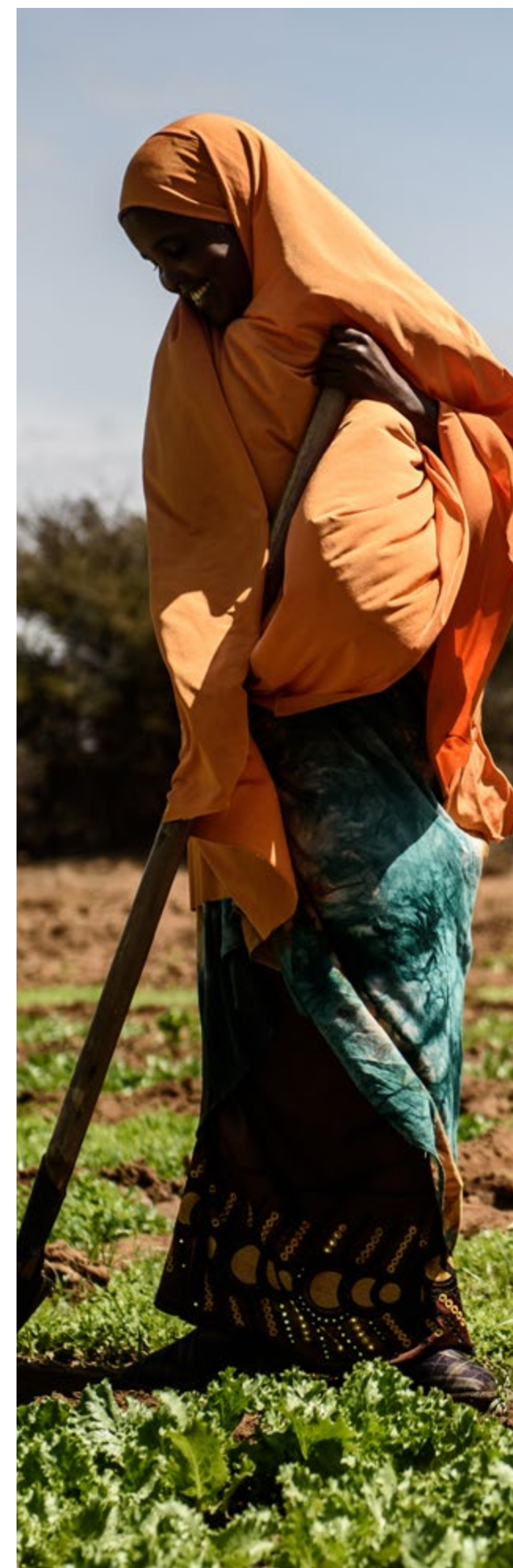
In order to assess progress towards the GGA targets could be developed to determine the direction of travel and assess progress along the journey to achieving the goal. We recommend the following:

- 1. Accelerate development and implementation of National Adaptation Plans (NAPs):** All developing countries should prepare, with support as needed, participatory and gender-responsive NAPs. The NAPs must be submitted to the UNFCCC by early 2018 in order to input into the NAP assessment process that year, as mandated by COP21. Countries should undertake steps to improve the coherence of their policy and institutional frameworks, as well as coordination across sectors to foster an integrated approach to adaptation and climate resilience, including explicit linkages and synergies with Sustainable Development Goals (SDGs) and SFDRR, where appropriate.
- 2. Assess capacity gaps:** By 2018, all developing countries should have available assessments of their existing capacity and projected gaps to develop adaptation strategies and meet adaptation needs, with clear requirement of international support to be provided. This process should in particular inform the replenishment of the GCF and the NAPs assessment process.
- 3. Enhance capacity building for adaptation:** The newly formed Paris Committee on Capacity Building must prioritise in its first activities addressing capacity constraints related to adaptation planning in developing countries, including converting the conditional elements of the NDCs into fundable projects. This should include elaboration of the content, approaches and actions needed to strengthen adaptive capacity and achieve ongoing and effective adaptation.
- 4. Advance metrics and indicators for the GGA:** Based on work conducted by the AC and the LEG, the Subsidiary Body for Scientific and Technological Advice (SBSTA) should develop proposals for metrics and indicators to operationalize the GGA by 2018. These should address the adequacy and effectiveness of action and support in an inclusive and participatory manner. This should take into account the capacities of developing countries, as well as synergies with other relevant processes such as the SDGs and SFDRR.
- 5. Streamlined adaptation communication:** By 2017, the Ad-hoc Working Group on the Paris Agreement (APA) should develop guidance for a streamlined communication process to

assist developing countries in effectively and efficiently managing their adaptation planning, addressing monitoring challenges, as well as meeting reporting requirements. This should take into account the different roles of NDCs (forward looking), NAPs (in conjunction with NDC implementation roadmaps) and National Communications (backward looking) as well as synergies with the SDGs and SFDRR.

- 6. Review of existing adaptation institutions:** The review of adaptation-related institutional arrangements to be undertaken in 2017, as mandated by COP21, should be completed with the view to addressing the existing gaps and future needs to ensure the successful operationalisation of the GGA.
- 7. Ensure funding for priority actions:** Developed countries must provide sufficient funding to developing countries, and in particular to LDCs, by 2018 to support the implementation of remaining National Adaptation Programmes of Action (NAPA) projects and/or other immediate priorities as identified in NDCs, or NAPs, to reduce the adaptation gap urgently.
- 8. Meeting the adaptation needs of developing countries:** SBSTA, by 2018, should develop various adaptation scenarios for a range of possible temperature scenarios, taking into account the IPCC special report on 1.5°C. A mechanism should be developed to trigger support for adaptation corresponding to the most likely scenario in light of likely emission trajectories based on existing pledges and the impacts thereof.
- 9. Setting science based adaptation finance target:** An adaptation finance target for 2025 must be set by no later than 2018, to ensure that adequate support is provided to developing countries to implement their adaptation plans. The support must be based on a scientific analysis, needs to adapt to global warming impact scenarios and levels of realized mitigation ambition, and should be provided by developed countries taking into account their historical responsibilities.

Governments should envisage to significantly scale-up action in order to close the adaptation gap by 2018. We are proposing the milestones that need to be achieved between now and 2018 in the following graphic. The GGA has been established but a more coherent discussion is needed to determine how it will be operationalised. We encourage Parties to make space for discussing the operationalisation of the GGA at the upcoming sessions of the APA and the Conference of the Parties serving as the meeting of Parties to the Paris Agreement.



Niama, 35, a mother of two in western Somaliland Photo: Jennifer Huxta/Actionaid

Annex 1: Mandates relevant for operationalising the GGA

MANDATE	BY WHOM	NEXT STEPS AS PROPOSED BY THE SECRETARIAT	RECOMMENDATIONS
Consider methodologies for assessing adaptation needs in developing countries	AC	<p>I. Proposed scoping for relevant experts in late January 2017</p> <p>II. Scoping paper outlining the limitations and strengths of existing methodologies by AC 11</p>	<p>I. Ask the SCF to develop eligibility criteria for climate finance</p> <p>II. Choose a methodology or methodologies that are most appropriate and develop guidance for developing countries to use in implementing it</p>
Develop modalities to recognize the adaptation efforts of developing countries	AC and LEG	<p>I. Joint task force to identify a range of possible methodologies and modalities and solicit feedback through outreach to Parties and other stakeholders</p> <p>II. Select options to include in recommendations to CMA</p>	<p>I. Determine how to report this information and how it will be used</p> <p>II. Develop a template that harmonizes the requirements of different reporting vehicles to ensure that there is not an additional burden on developing countries.</p>
Facilitate the mobilization of support for adaptation in developing countries in the context of the global temperature goal	AC, LEG and SCF	<p>I. Side event at COP 22 to report progress on the joint mandates</p> <p>II. Synthesis of submissions to build on desk review of joint mandates as the basis for future work</p>	<p>I. Ensure that support addresses adaptation needs associated with mitigation ambition and realised global warming scenarios, not just 1.5°C and 2°C</p> <p>II. Ensure support includes finance, technology transfer and capacity building</p>
Methodologies for assessing the adequacy and effectiveness of adaptation and support	AC, LEG and SCF	<p>I. Synthesis of submissions to build on desk review</p>	<p>I. Ask SBSTA to develop a broad set of possible indicators of the effectiveness of adaptation, in conjunction with the SDGs and the Sendai Framework for Risk Reduction and others.</p> <p>II. Ensure that the Paris Committee for Capacity Building addresses the need for capacity to assess the adequacy of support</p>
Reviewing the work of adaptation-related institutional arrangements under the Convention in 2017	AC	<p>I. Finalization of the ToRs of the review by AC members by 30 September</p> <p>II. Issue a call for submissions with a deadline of 31 December</p> <p>III. Synthesize submissions for AC11</p>	<p>I. The review should be undertaken within the Framework of operationalising the GGA (i.e. what gaps would need to be filled, etc.)</p> <p>II. Assess coherence amongst relevant institutions and identify opportunities to enhance cooperation</p>

References:

- UK Met Office (2015). Global temperatures set to reach 1°C market for the first time [online] Available at: <http://www.metoffice.gov.uk/news/release/archive/2015/one-degree>.
- <http://news.trust.org/item/20150525141853-ld051/>
- UNEP (2016). The Adaptation Gap Finance Report. Nairobi: UNEP. <http://www.unep.org/newscentre/Default.aspx?DocumentID=27088&ArticleID=36295&l=en>
- Article 7.1 of the Paris Agreement.
- UNFCCC (2016). Synthesis Report by the secretariat on the aggregate effect of intended nationally determined contributions: an update FCCC/CP/2016/2 [online] Available at: <http://unfccc.int/resource/docs/2016/cop22/eng/02.pdf>.
- UK Met Office (2015). Global temperatures set to reach 1°C market for the first time [online] Available at: <http://www.metoffice.gov.uk/news/release/archive/2015/one-degree>.
- <http://news.trust.org/item/20150525141853-ld051/>
- UNFCCC (2016). Report of the Conference of the Parties on its twenty-first session, held in Paris from 30 November to 13 December 2015. FCCC/CP/2015/10.Add.1 [online] Available at: <http://unfccc.int/resource/docs/2015/cop21/eng/10a01.pdf#page=2>.
- UNFCCC (2015). Synthesis report on the aggregate effect of intended nationally determined contributions FCCC/CP/2015/7 [online] Available at: <http://unfccc.int/resource/docs/2015/cop21/eng/07.pdf>.
- UNEP (2016). The Adaptation Gap Finance Report. Nairobi: UNEP.
- UNFCCC (2016). Synthesis Report by the secretariat on the aggregate effect of intended nationally determined contributions: an update FCCC/CP/2016/2 [online] Available at: <http://unfccc.int/resource/docs/2016/cop22/eng/02.pdf>.
- Article 7.1 of the Paris Agreement.
- Ngwadla, X., Engelbrecht, F., Landman, W., Bopape, M.-J., and J. Mundackal (2014). Policy brief: A global goal for adaptation in the 2015 Climate Agreement. Pretoria: Centre for Industrial and Scientific Research.
- Ngwadla, X., El-Bakri, S. and E. Roberts (2015). Background paper: The African Group of Negotiator's Proposal for a Global Goal on Adaptation with an update based on the Paris outcome.
- AILAC and Mexico (2014). Adaptation in the ADP [online] Available at: http://www4.unfccc.int/submissions/Lists/OSPSubmissionUpload/39_99_130581311840849856-Adaptation%20Submission%20AILAC-Mexico%20vf.pdf.
- Republic of Korea (2014). Submission by the Republic of Korea on its Views on Adaptation in the 2015 Agreement. [online] Available at: http://www4.unfccc.int/submissions/Lists/OSPSubmissionUpload/128_99_130618663718696554-Adaptation_in_2015_agreement_ROK_20141127.pdf.
- Italy (2014). Submission by Italy on behalf of the European Union to the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP): the 2015 Agreement [online] Available at: http://www4.unfccc.int/submissions/Lists/OSPSubmissionUpload/106_99_130577580473315361-IT-10-14-EU%20ADP%20WS1%20submission.pdf.
- Article 7.2 of the Paris Agreement.
- Article 7.7 of the Paris Agreement.
- Paragraph 114 of Decision 1/CP.21.
- Australia and the United Kingdom (2016). Roadmap to the \$100 billion [online] Available at: <http://dfat.gov.au/international-relations/themes/climate-change/Documents/climate-finance-roadmap-to-us-100-billion.pdf>.
- Kowalzig, J. (2016). US \$100 billion climate finance roadmap leaves room for improvement [online] Available at: <http://www.germanclimatefinance.de/2016/10/20/climate-finance-roadmap-leaves-much-room-improvement-get-us-100-billion/>.
- Paragraph 126 of Decision 1/CP.21.
- UNFCCC (2016). Technical paper by the secretariat: Opportunities and options for enhancing adaptation actions and supporting their implementation: reducing vulnerability and mainstreaming adaptation FCCC/TP/2016/6.
- GCF (2016). Decisions of the Board – Thirteenth meeting of the Board, 28-30 June 2016 GCF/B.13/05 [online] Available at: https://www.greenclimate.fund/documents/20182/226888/GCF_B.13_32_Rev.01_Decisions_of_the_Board_thirteenth_meeting_of_the_Board_28-30_June_2016.pdf/c93a0291-28c1-4bfc-bc22-cf4c590c3c83.
- Ngwadla, X. and S. El-Bakri (2016). Operationalization of the Global Goal on Adaptation Under the Paris Agreement.
- Magnan, A. and T. Tibera (2016). Global Adaptation after Paris: Climate adaptation and mitigation cannot be uncoupled Science 352(6291):1280-1283.
- Ibid.
- Ibid.
- Ngwadla, X., El-Bakri, S. and E. Roberts (2015). Background paper: The African Group of Negotiator's Proposal for a Global Goal on Adaptation with an update based on the Paris outcome.
- Magnan, A. and T. Tibera (2016). Global Adaptation after Paris: Climate adaptation and mitigation cannot be uncoupled Science 352(6291):1280-1283.
- Fisher, S. and B. Craft (2015). How to measure a global goal on adaptation? [online] Available at: <http://www.ied.org/how-measure-global-goal-for-adaptation>.
- UNFCCC (2016). Background note: Methodologies for assessing adaptation needs with a view to assisting developing country Parties, without placing an undue burden on them. AC/2016/13.
- Ibid.
- See the 2016-2018 workplan of the AC available at: http://unfccc.int/files/adaptation/cancun_adaptation_framework/adaptation_committee/application/pdf/20160308_wp_revised.pdf
- For example, AILAC, AOSIS, AGN and the Environmental Integrity Group all highlighted support as a possible category in adaptation communications in their submissions.
- For example, in the submissions from AOSIS and the AGN.
- AILAC (2016). Submission by Costa Rica on behalf of the AILAC Group of Countries composed by Chile, Colombia, Costa Rica, Honduras, Guatemala, Panama, Paraguay and Peru [online] Available at http://www4.unfccc.int/submissions/Lists/OSPSubmissionUpload/233_280_131197469405886489-160930%20AILAC%20Adaptation%20Item%204%20APA%20Submission%202016.pdf.
- AOSIS (2016). Submission by the Republic of the Maldives on behalf of the Alliance of Small Island States: Further guidance in relation to adaptation communication, including, inter alia, as a component of nationally determined contributions, referred to in Article 7, paragraphs 10 and 11, of the Paris Agreement [online] Available at: http://www4.unfccc.int/submissions/Lists/OSPSubmissionUpload/167_280_131197584263563248-AOSIS_Submission_APA_Adaptation%20Communication.pdf.
- See: http://unfccc.int/adaptation/groups_committees/adaptation_committee/items/9653.php.
- Article 7.14 of the Paris Agreement.
- This was highlighted in the submissions of AOSIS, AGN, EU and Indonesia.

This report has been compiled by Harjeet Singh [ActionAid International], Sven Harmeling [CARE International] and Sandeep Chamling Rai [WWF-Singapore].

Content and opinions expressed are solely those of the authors on behalf of ActionAid International, CARE International and WWF.

Feedback and comments on the content and recommendations in this report are appreciated and welcome.

ACTIONAID

ActionAid is a partnership between people in rich and poor countries dedicated to ending poverty and injustices. We work with people all over the world to fight hunger and disease, seek justice and education for woman, hold companies and governments accountable, and cope with emergencies in over 40 countries.

Visit: www.actionaid.org

ActionAid International

4th Floor, West Wing,
158 Jan Smuts Avenue Building
(entrance on Walters Avenue)
Rosebank
Johannesburg
South Africa

Tel: +27 11 731 4500

Fax: +27 11 880 8082

Email: mail.jhb@actionaid.org

CARE INTERNATIONAL

CARE is a leading humanitarian organisation fighting global poverty. CARE places special focus on working alongside poor girls and women because, equipped with the proper resources, they have the power to lift whole families and entire communities out of poverty. CARE is helping the world's most vulnerable communities adapt to the impacts of climate change. Last year CARE worked in 84 countries and reached 122 million people around the world. To learn more about CARE's work on climate change, visit:

www.careclimatechange.org

CARE International

Chemin de Balexert 7-9
1219 Chatelaine (Geneva)
Switzerland

Tel.: +41 22 795 10 20

Fax: +41 22 795 10 29

cisecretariat@careinternational.org

WWF

WWF is one of the world's largest and most respected independent conservation organisations, with over 5 million supporters and a global network active in over 100 countries. WWF's mission is to stop the degradation of the Earth's natural environment and to build a future in which humans live in harmony with nature, by conserving the world's biological diversity, ensuring that the use of renewable natural resources is sustainable, and promoting the reduction of pollution and wasteful consumption.

www.panda.org/news for latest news and media resources

WWF International

Global Climate and Energy Initiative
Av. du Mont-Blanc 1196 Gland
Switzerland

+41 22 364 91 11

+41 22 364 88 36

actionaid

