

Matters & modalities of the UAE-Belém work programme on developing indicators for achieving the targets for the UAE Framework for Global Climate Resilience

Submission to the UN Framework Convention on Climate Change (*UNFCCC*)¹

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A. Introduction

1. The “UAE Framework for Global Climate Resilience” (the **Framework**)—adopted under the 5th Conference of the Parties serving as the meetings to the Paris Agreement (**CMA5**)—will guide the achievement of the Global Goal on Adaptation (**GGA**) and review its the overall progress, with a view to reducing the increasing adverse impacts, risks, and vulnerabilities associated with climate change, as well as to enhance adaptation action and support.² The Framework sets out thematic targets and iterative adaptation cycle targets aligned with other global frameworks to be achieved by 2030 and progressively beyond.³ The CMA5 decision on the Framework additionally set out the UAE-Belém work programme (the **Work Programme**) for the next two years to facilitate the development of indicators under the targets. However, little guidance on matters and modalities was given to Parties.⁴

Key Takeaways:

- The Work Programme should be targeted for use by practitioners and experts in their respective fields, given that they are likely to be providing the relevant data and assessing against the indicators.
- The Work Programme should take a multi-stakeholder approach involving and aimed at a wide range of participants including: non-Party stakeholders (**NPS**); international cooperative initiatives (**ICIs**) related to adaptation and resilience; UN agency representatives; and experts.
- Parties should consider compiling lessons learned from the previous Glasgow Sharm el-Sheikh (**GlaSS**) work programme for incorporation in the new Work Programme, as so to enhance efficiencies and corporation among Parties.
- The Work Programme should strive to enhance coordination and coherence on global climate adaptation and resilience efforts across different bodies and processes, both under and outside of the UNFCCC regime.

B. Context

2. The CMA5 decision on the structure and modalities of the Work Programme provides little guidance to Parties other than that it will be two years in length and carried out jointly by the SBSTA and the SBI.⁵
3. This submission: (i) sets out options on how the Work Programme can develop indicators for the Framework, including through coherence with current global frameworks; (ii) and proposes modalities for the Work Programme, including engaging with ICIs, stakeholders, UNFCCC bodies, and UN agencies.

C. Developing Proposed Indicators

4. Thematic targets and the targets of the iterative adaptation cycle were agreed at CMA5 within the Framework. However, Parties still need to develop indicators on how to assess progress towards these targets. To do so, they will need to start collecting data. A good place to start could be to consider existing processes related to global adaptation indicators, such as ICIs, and UN agencies.
5. The CMA5 decision called for the Framework to be in alignment with relevant global frameworks.⁶ Relevant global frameworks have indicators and monitoring provisions that could be adapted to or used to measure progress under the thematic targets and iterative adaptation cycle in the Framework. These could include the:
 - Sendai Framework for Disaster Risk Reduction;⁷
 - UN Sustainable Development Goals—2030 Agenda for Sustainable Development;⁸
 - UN Convention on Biological Diversity Kunming- Montreal Global Biodiversity Framework;⁹ and
 - UN Convention to Combat Desertification 2018-2030 Strategic Framework.¹⁰
6. Parties should also discuss if there are additional global frameworks and indicators regarding global climate adaptation and resilience that should be considered for input into the Work Programme that are not mentioned above.

D. Proposed Modalities of the Work Programme

7. Set out below are modalities for consideration by Parties, the SBI and SBSTA chairs and the UNFCCC Secretariat on organization of work, timeline, input and outputs, and involvement of stakeholders for the Work Programme.

Organization of work

8. Parties should take into consideration that the Work Programme should:
 - complement other workstreams under the UNFCCC, rather than duplicate work;
 - expand efforts for hybrid participation although it is understood that in person participation is preferred;
 - be cooperative and not confrontational;



- enhance and build on the work of the GlaSS work programme, sharing through information exchange and of experiences, best practices, and lessons learned from the GlaSS work programme, and sharing and understanding adaptation efforts from a global, national, and subnational level;
- allow for flexibility of the focus of the workshops to take into consideration new information and priorities of Parties;
- allow for workshops organized around the themes of the targets and iterative adaptation cycle under the Framework discussing indicators inviting experts in that field;
- result in draft decision language sufficiently in advance of CMA7.

Timeline

9. Potential options for timeline of the Work Programme include:

- holding three or four workshops per year similar to that of the GlaSS work programme (around the SBs and CMAs);
- convening around the SBs, CMAs, or meetings of the Least Developed Countries Expert Group and/or Adaptation Committee to reduce additional travel burdens;

Input and outputs

10. Inputs for the Work Programme could include:

- knowledge products from the Adaptation Committee;
- Intergovernmental Panel on Climate Change (IPCC) reports;
- case studies relevant to the thematic targets and/or iterative adaptation cycle;
- submissions from Parties and observers;
- a synthesis report of existing global frameworks and ICIs indicators for discussion and integration.

11. Outputs for the Work Programme could include:

- draft CMA decision language forwarded to the Presidency before CMA7;
- case studies;
- guidelines;
- summary reports of workshops.

12. Parties could also consider requesting the UNFCCC Secretariat to compile a list of lessons learned from the GlaSS work programme for consideration by Parties when formulating the structure and modalities of the new Work Programme.

Involvement of stakeholders

13. The Work Programme should strive to enhance coordination and coherence across different bodies, ICIs, UN agencies and processes under the UNFCCC. Building on the CMA5 decision which called for the incorporation of all stakeholders in the implementation of the Framework, the Work Programme should take a multi-stakeholder approach with a wide range of participants including NPS and experts through participation and presentations.¹¹



14. Parties could also consider: (i) the incorporation of Indigenous knowledge holders into the Work Programme;¹² and (ii) inviting representatives of the following UNFCCC bodies to engage with and inform the Work Programme:

- Adaptation Committee;
- Least Developed Countries Expert Group;
- Facilitative working group of the local communities and indigenous people's platform;
- Warsaw International Mechanism Executive Committee on loss and damage;
- Standing Committee on Finance;
- Paris Committee on Capacity Building;
- Technology Executive Committee and Climate Technology Centre and Network; and/or
- Sharm el-Sheikh joint work on implementation of climate action on agriculture and food security.

International Cooperative Initiatives

15. Several ICIs are currently working on adaptation and resilience, such as:

- Marrakech Partnership;
- High level Champions Race to Resilience and Sharm el-Sheikh Adaptation Agenda;
- Global Mangrove Alliance;
- Food and Agriculture for Sustainable Transformation Initiative;
- Extreme Heat Resilience Alliance;
- Business Leaders' Open Call to Accelerate Action on Water;
- C40 Coalition of Mayors;
- Climate Risk Early Warning Systems (CREWS) Initiative;
- Systematic Observations Financing Facility;
- FAIRR Initiative (finance);
- Early Warning for All Initiative;
- NAP Taskforce or UN4NAPs;
- Global Shield against Climate Risks;
- InsuResilience Global Partnership for Climate and Disaster Risk Finance and Insurance Solutions;
- Forest and Climate Leader's Partnership;
- Glasgow Leaders' Declaration on Forest and Land Use;
- High Ambition Coalition for Nature and People;
- UN Decade on Ecosystem Restoration (2021–30);
- Tropical Forest Alliance;
- Africa Food Systems Transformation Initiative.

16. The Work Programme should consider working in collaboration with or inviting the participation of these and other relevant ICIs, to increase coherence when developing the indicators. This is particularly important given that practitioners on the ground will be the ones providing the data and assessing against the indicators, and these ICIs could bridge gaps.

UN Agencies

17. The Work Programme should also strive to enhance coordination and collaboration with UN agencies that are involved in global adaptation and resilience efforts, such as:

- Food and Agriculture Organization,
- International Labour Organization,
- International Organization for Migration,
- Office of the United Nations High Commissioner for Human Rights,
- Office for the Coordination of Humanitarian Affairs,
- Office of the United Nations High Commissioner for Refugees,
- World Food Programme,
- World Health Organization,
- World Metrological Organization,
- UN Children’s Fund,
- UN Development Programme, and
- UN Environment Programme.

E. C2ES resources

- [A Solutions-oriented Approach to the Paris Agreement’s Global Stocktake \(November 2023\)](#)
- [Options for a Politically Salient Headline for the Global Goal on Adaptation \(November 2023\)](#)
- [The Global Goal on Adaptation at COP28 \(November 2023\)](#)
- [A Layered Approach to the Global Goal on Adaptation \(November 2023\)](#)
- [Landscape Analysis of Adaptation Opportunities for Climate Ambition \(February 2022\)](#)

¹ This submission responds to the call to Parties and observers in relation to FCCC/PA/CMA/2023/L.18 para. 41 to submit views on: a) Matters relating to the UAE – Belém work programme on indicators for measuring progress achieved towards the targets of the framework, with a view to identifying and as needed, developing indicators and potential quantified elements for those targets, and b) Modalities of the UAE – Belém work programme, including organization of work, timelines, inputs, outputs, and involvement of stakeholders.

² Center for Climate and Energy Solutions [hereinafter C2ES], Key Negotiations and Related Outcomes of the UN Climate Conference in Dubai, 28th Session of the Conference of the Parties to the United Nations Framework Convention on Climate Change (COP28), (Arlington, VA: C2ES, February 2024), <https://www.c2es.org/wp-content/uploads/2024/02/key-negotiations-and-related-outcomes-of-the-UN-climate-change-conference-in-dubai.pdf>.

³ UN Framework Convention on Climate Change [hereinafter UNFCCC], Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation referred to in decision 7/CMA.3, ¶¶9-10, December 13, 2023, https://unfccc.int/sites/default/files/resource/cma5_auv_8a_gga.pdf.

⁴ UNFCCC, Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation referred to in decision 7/CMA.3, ¶¶ 39-43.

⁵ UNFCCC, Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation referred to in decision 7/CMA.3, ¶¶ 39-40.

⁶ UNFCCC, Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation referred to in decision 7/CMA.3, ¶9.

⁷ “Sendai Framework Indicators,” United Nations Office of Disaster Risk Reduction, accessed March 25, 2024, <https://www.preventionweb.net/sendai-framework/sendai-framework-indicators>.

⁸ G.A. Res. 71/313, annex, Global indicator framework for the Sustainable Development Goals and targets of the 2030 Agenda for Sustainable Development (July 10, 2017),

https://unstats.un.org/sdgs/indicators/Global%20Indicator%20Framework%20after%202023%20refinement_Eng.pdf.

⁹ United Nations Convention on Biological Diversity, Decision Adopted by the Conference of the Parties to the Convention on Biological Diversity 15/5. Monitoring framework for the Kunming-Montreal Global Biodiversity Framework, CBD/COP/DEC/15/5, (December 19, 2022),

<https://www.cbd.int/doc/c/179e/aecb/592f67904bf07dca7d0971da/cop-15-l-26-en.pdf>.

¹⁰ United Nations Convention to Combat Desertification, The future strategic framework of the Convention, Decision 7/ COP.13, annex (September 2017), [https://www.unccd.int/sites/default/files/2022-](https://www.unccd.int/sites/default/files/2022-02/cop21add1_SF_EN.pdf)

[02/cop21add1_SF_EN.pdf](https://www.unccd.int/sites/default/files/2022-02/cop21add1_SF_EN.pdf).

¹¹ UNFCCC, Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation referred to in decision 7/CMA.3, ¶¶19-21.

¹² UNFCCC, Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation referred to in decision 7/CMA.3, ¶22.