

Decision 2/CMA.5

Global goal on adaptation

The Conference of the Parties serving as the meeting of the Parties to the Paris Agreement,

Recalling Article 7 of the Paris Agreement, in particular paragraph 1, which established the global goal on adaptation 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 temperature goal referred to in Article 2 of the Paris Agreement, and paragraph 2, which recognizes that adaptation is a global challenge faced by all with local, subnational, national, regional and international dimensions, and that it is a key component of and makes a contribution to the long-term global response to climate change to protect people, livelihoods and ecosystems, taking into account the urgent and immediate needs of those developing country Parties that are particularly vulnerable to the adverse effects of climate change, as well as Article 14 of the Paris Agreement and decisions 7/CMA.3, 1/CMA.4, paragraph 39, and 3/CMA.4,

Noting with concern the findings in the contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change,¹ which highlights that accelerated implementation of adaptation action in this decade is important for closing adaptation gaps,

Recalling Article 7, paragraph 4, of the Paris Agreement, which recognizes that the current need for adaptation is significant and that greater levels of mitigation can reduce the need for additional adaptation efforts, and that greater adaptation needs can involve greater adaptation costs,

Stressing that holding the increase in the global average temperature to well below 2 °C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5 °C above pre-industrial levels will be essential to ensuring the continued availability of the largest possible number of adaptation options and, in turn, to limiting the adverse impacts of climate change and associated loss and damage,

Also stressing the urgency of accelerating the implementation of adaptation action and support, taking into account the adaptation efforts reported or communicated in adaptation communications, biennial transparency reports, national adaptation plans, national communications, nationally determined contributions and other relevant plans, strategies and programmes,

Recalling relevant provisions and principles of the Convention and the Paris Agreement,

1. *Welcomes with appreciation* the progress made under the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation, including the successful organization of the workshops held thereunder in 2022–2023;
2. *Takes note* of the 2023 annual report on the workshops referred to in paragraph 1 above² and *welcomes* the summary reports on each workshop contained therein;
3. *Expresses appreciation* to the Chairs of the subsidiary bodies for their guidance on and to the secretariat for its support in conducting informative and engaging workshops under the Glasgow–Sharm el-Sheikh work programme, as well as to the moderators, experts,

¹ Intergovernmental Panel on Climate Change. 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 Pörtner, D Roberts, M Tignor, et al. (eds.).

² FCCC/SB/2023/7.

Parties and non-Party stakeholders that participated in the workshops for their contributions and engagement;

4. *Also expresses appreciation* to the Governments of Argentina, Botswana, Egypt and Maldives for hosting the workshops under the Glasgow–Sharm el-Sheikh work programme and to the secretariat for organizing them;

5. *Decides* to conclude the two-year Glasgow–Sharm el-Sheikh work programme;

6. *Adopts* the United Arab Emirates Framework for Global Climate Resilience;³

7. *Decides* that the purpose of the United Arab Emirates Framework for Global Climate Resilience is to guide the achievement of the global goal on adaptation and the review of overall progress in achieving it 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;⁴

8. *Also decides* that the United Arab Emirates Framework for Global Climate Resilience should guide and strengthen efforts, including long-term transformational and incremental adaptation, towards reducing vulnerability and enhancing adaptive capacity and resilience, as well as the collective well-being of all people, the protection of livelihoods and economies, and the preservation and regeneration of nature, for current and future generations, in the context of the temperature goal referred to in Article 2 of the Paris Agreement; should be inclusive in terms of adaptation approaches; and should take into account the best available science and the worldviews and values of Indigenous Peoples, to support the achievement of the global goal on adaptation;

9. *Urges* Parties and *invites* non-Party stakeholders to pursue the objectives outlined in paragraph 8 above and to increase ambition and enhance adaptation action and support, in order to accelerate swift action at scale and at all levels, from local to global, in alignment with other global frameworks, towards the achievement of, inter alia, the following targets by 2030 and progressively beyond:

(a) Significantly reducing climate-induced water scarcity and enhancing climate resilience to water-related hazards towards a climate-resilient water supply, climate-resilient sanitation and access to safe and affordable potable water for all;

(b) Attaining climate-resilient food and agricultural production and supply and distribution of food, as well as increasing sustainable and regenerative production and equitable access to adequate food and nutrition for all;

(c) Attaining resilience against climate change related health impacts, promoting climate-resilient health services and significantly reducing climate-related morbidity and mortality, particularly in the most vulnerable communities;

(d) Reducing climate impacts on ecosystems and biodiversity, and accelerating the use of ecosystem-based adaptation and nature-based solutions, including through their management, enhancement, restoration and conservation and the protection of terrestrial, inland water, mountain, marine and coastal ecosystems;

(e) Increasing the resilience of infrastructure and human settlements to climate change impacts to ensure basic and continuous essential services for all, and minimizing climate-related impacts on infrastructure and human settlements;

(f) Substantially reducing the adverse effects of climate change on poverty eradication and livelihoods, in particular by promoting the use of adaptive social protection measures for all;

(g) Protecting cultural heritage from the impacts of climate-related risks by developing adaptive strategies for preserving cultural practices and heritage sites and by designing climate-resilient infrastructure, guided by traditional knowledge, Indigenous Peoples' knowledge and local knowledge systems;

³ See decision 3/CMA.4, para. 8.

⁴ Decision 3/CMA.4, para. 9.

10. *Decides* that the United Arab Emirates Framework for Global Climate Resilience includes the following targets in relation to the dimensions of the iterative adaptation cycle,⁵ recognizing the need to enhance adaptation action and support:

(a) Impact, vulnerability and risk assessment: by 2030 all Parties have conducted up-to-date assessments of climate hazards, climate change impacts and exposure to risks and vulnerabilities and have used the outcomes of these assessments to inform their formulation of national adaptation plans, policy instruments, and planning processes and/or strategies, and by 2027 all Parties have established multi-hazard early warning systems, climate information services for risk reduction and systematic observation to support improved climate-related data, information and services;

(b) Planning: by 2030 all Parties have in place country-driven, gender-responsive, participatory and fully transparent national adaptation plans, policy instruments, and planning processes and/or strategies, covering, as appropriate, ecosystems, sectors, people and vulnerable communities, and have mainstreamed adaptation in all relevant strategies and plans;

(c) Implementation: by 2030 all Parties have progressed in implementing their national adaptation plans, policies and strategies and, as a result, have reduced the social and economic impacts of the key climate hazards identified in the assessments referred to in paragraph 10(a) above;

(d) Monitoring, evaluation and learning: by 2030 all Parties have designed, established and operationalized a system for monitoring, evaluation and learning for their national adaptation efforts and have built the required institutional capacity to fully implement the system;

11. *Affirms* that efforts in relation to the targets referred to in paragraphs 9–10 above shall be made in a manner that is country-driven, voluntary and in accordance with national circumstances; take into account sustainable development and poverty eradication; and not constitute a basis for comparison between Parties;

12. *Recognizes* the challenges to implementing transformational adaptation for countries that have significant capacity constraints;

13. *Encourages* Parties, when implementing the United Arab Emirates Framework for Global Climate Resilience and their adaptation efforts, when integrating adaptation into relevant socioeconomic and environmental policies and actions and in pursuing the targets referred to in paragraphs 9–10 above, to take into account, where possible, country-driven, gender-responsive, participatory and fully transparent approaches, as well as human rights approaches, and to ensure intergenerational equity and social justice, taking into consideration vulnerable ecosystems, groups and communities and including children, youth and persons with disabilities;

14. *Emphasizes* that adaptation action should be continuous, iterative and progressive and be based on and guided by the best available science, including through use of science-based indicators, metrics and targets, as appropriate, traditional knowledge, Indigenous Peoples' knowledge, local knowledge systems, ecosystem-based adaptation, nature-based solutions, locally led and community-based adaptation, disaster risk reduction, intersectional approaches, private sector engagement, maladaptation avoidance, recognition of adaptation co-benefits and sustainable development;

15. *Decides* that under the United Arab Emirates Framework for Global Climate Resilience the sources of information referred to in decision 19/CMA.1, paragraph 37, should be used;

16. *Affirms* that no additional reporting burden is placed on Parties through the implementation of the United Arab Emirates Framework for Global Climate Resilience; *invites* Parties to voluntarily include in their adaptation communications, biennial transparency reports, national adaptation plans, national communications and nationally determined contributions quantitative and/or qualitative information related to the targets

⁵ Referred to in decision 3/CMA.4, para. 10(a).

referred to in paragraphs 9–10 above and the cross-cutting considerations referred to in paragraphs 13–14 above; and *encourages* Parties to report on progress, good practices, experience and lessons learned in relation to implementing the Framework in their communication and reporting under decisions 9/CMA.1, 18/CMA.1 and 19/CMA.1;

17. *Requests* the secretariat to include in the synthesis report referred to in decision 19/CMA.1, paragraph 23(b), information related to the targets referred to in paragraphs 9–10 above for each future global stocktake;

18. *Recognizes* that climate change impacts are often transboundary in nature and may involve complex, cascading risks that can benefit from collective consideration and knowledge-sharing, climate-informed transboundary management and cooperation on global adaptation solutions;

19. *Emphasizes* that the United Arab Emirates Framework for Global Climate Resilience should catalyse and strengthen regional and international cooperation on the scaling up of adaptation action and support among Parties, international organizations and non-governmental organizations;

20. *Recognizes* the important role of all stakeholders, including the private sector, multilateral development banks, local governments, United Nations and other organizations, civil society, Indigenous Peoples, local communities, and research and academic institutions, in implementing the United Arab Emirates Framework for Global Climate Resilience towards achieving the global goal on adaptation;

21. *Invites* all stakeholders to support the implementation of the United Arab Emirates Framework for Global Climate Resilience and to scale up their adaptation policies and programmes in a coherent and integrated manner, building on synergies among activities and processes, including through dialogues and coordination across relevant conventions, frameworks and processes, with a view to achieving the targets referred to in paragraphs 9–10 above;

22. *Recognizes* the leadership of Indigenous Peoples and local communities as stewards of nature and *encourages* the ethical and equitable engagement with Indigenous Peoples and local communities and application of traditional knowledge, the knowledge, wisdom and values of Indigenous Peoples, and local knowledge systems in implementing the United Arab Emirates Framework for Global Climate Resilience;

23. *Also encourages* efforts by Parties to broaden climate education and to empower people, in particular children and youth, with the knowledge, skills, values and attitudes necessary for active action to combat climate change;

24. *Recognizes* that means of implementation for adaptation, such as finance, technology transfer and capacity-building, are crucial to the implementation of the United Arab Emirates Framework for Global Climate Resilience and *also recognizes* that factors such as leadership, institutional arrangements, policies, data and knowledge, skills and education, public participation, and strengthened and inclusive governance are also crucial to enabling the implementation of adaptation action;

25. *Further recognizes* the importance of the timeliness and predictability of adaptation finance and the need to accelerate efforts to enhance access to adaptation finance, with a focus on facilitating direct access by harmonizing and simplifying access procedures;

26. *Welcomes* progress in the provision of climate finance, while noting with concern that the current provision of climate finance for adaptation remains insufficient to respond to worsening climate change impacts in developing country Parties;

27. *Reaffirms* the importance of concessional and grant-based funding for adaptation and of the provision of adaptation finance, which should take into account the limited fiscal space, compounded macroeconomic circumstances and climate resilience;

28. *Also reaffirms* that the provision of scaled-up financial resources should aim to achieve a balance between adaptation and mitigation, taking into account country-driven strategies, and the priorities and needs of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change and have significant

capacity constraints, such as the least developed countries and small island developing States, considering the need for public and grant-based resources for adaptation;⁶

29. *Recalls*, in the context of action under the United Arab Emirates Framework for Global Climate Resilience, Article 7, paragraph 13, of the Paris Agreement, which stipulates that continuous and enhanced international support shall be provided to developing country Parties for the implementation of Article 7, paragraphs 7 and 9–11, in accordance with the provisions of Articles 9–11 of the Paris Agreement;

30. *Notes with concern* that the adaptation finance gap is widening;

31. *Reiterates* the call urging developed country Parties to at least double their collective provision of climate finance for adaptation to developing country Parties from 2019 levels by 2025, in the context of achieving a balance between mitigation and adaptation in the provision of scaled-up financial resources, recalling Article 9, paragraph 4, of the Paris Agreement;⁷

32. *Recognizes* that the extent to which the United Arab Emirates Framework for Global Climate Resilience is implemented by developing country Parties depends on, inter alia, engagement and action at all levels, and the effective implementation by developed country Parties of means of implementation and support commitments;

33. *Reiterates* that continuous and enhanced international support provided and mobilized for developing country Parties, in accordance with the provisions of Articles 9–11 of the Paris Agreement, is urgently required, taking into account the needs and priorities of developing country Parties, to support the implementation of the United Arab Emirates Framework for Global Climate Resilience, including towards achieving the targets referred to in paragraphs 9–10 above;

34. *Urges* developed country Parties and *invites* other Parties that provide resources on a voluntary basis, United Nations organizations, specialized agencies and other relevant organizations, as well as bilateral and multilateral agencies, to mobilize support, including private finance, for developing country Parties for their efforts towards the implementation of the United Arab Emirates Framework for Global Climate Resilience, including towards achieving the targets referred to in paragraphs 9–10 above;

35. *Requests* the Adaptation Fund Board and the Green Climate Fund Board to provide updates on their activities and scope of support in relation to assisting developing country Parties in their efforts towards the implementation of the United Arab Emirates Framework for Global Climate Resilience, including towards achieving the targets referred to in paragraphs 9–10 above;

36. *Invites* the Standing Committee on Finance, in line with its mandate, to take into account the United Arab Emirates Framework for Global Climate Resilience in the context of its workplan;

37. *Seeks* to close the adaptation finance gap and *encourages* Parties to consider the outcome of the first global stocktake and the United Arab Emirates Framework for Global Climate Resilience in their deliberations on the new collective quantified goal on climate finance in 2024;

38. *Requests* the Subsidiary Body for Implementation and the Subsidiary Body for Scientific and Technological Advice to initiate consideration of matters relating to the global goal on adaptation at their sixtieth sessions (June 2024), taking into account ongoing processes under relevant agenda items and workstreams and drawing, at their discretion, on inputs from Parties, observers, the secretariat and relevant constituted bodies, with a view to providing recommendations for consideration and adoption by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at the latest at its seventh session (November 2025), focusing on, inter alia:

(a) The exchange of knowledge, experience and information related to implementing the United Arab Emirates Framework for Global Climate Resilience, including

⁶ Article 9, para. 4, of the Paris Agreement.

⁷ Decision 1/CMA.3, para. 18.

in relation to efforts to achieve the targets referred to in paragraphs 9–10 above, with the aim of fostering implementation;

(b) The identification of potential inputs to future global stocktakes related to achieving the global goal on adaptation, including by considering how the United Arab Emirates Framework for Global Climate Resilience can facilitate the analysis of information required for assessing progress towards the goal;

(c) The enhancement of understanding of, inter alia, the risks and impacts associated with different temperature increases across different regions;

(d) The opportunities for building on the best available science, including collaboration with the Intergovernmental Panel on Climate Change and other organizations, to provide information relevant to facilitating implementation of the United Arab Emirates Framework for Global Climate Resilience, including in relation to the targets referred to in paragraphs 9–10 above; to developing indicators, metrics and methodologies; and to identifying adaptation capacity gaps, challenges and the needs of developing countries;

(e) The development of terms of reference for reviewing the United Arab Emirates Framework for Global Climate Resilience, including the time frame for the review;

39. *Decides* to launch a two-year United Arab Emirates–Belém work programme on indicators for measuring progress achieved towards the targets referred to in paragraphs 9–10 above with a view to identifying and, as needed, developing indicators and potential quantified elements for those targets;

40. *Also decides* that the United Arab Emirates–Belém work programme will be carried out jointly by the Subsidiary Body for Scientific and Technological Advice and the Subsidiary Body for Implementation, starting after the fifth session of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement;

41. *Invites* Parties and observers to submit via the submission portal⁸ by March 2024 views on:

(a) Matters referred to in paragraph 39 above;

(b) Modalities of the United Arab Emirates–Belém work programme outlined in paragraph 39 above, including organization of work, timelines, inputs, outputs and involvement of stakeholders;

42. *Requests* the secretariat to synthesize these submissions by May 2024 as input to the United Arab Emirates–Belém work programme referred to in paragraph 39 above;

43. *Also requests* the Chairs of the subsidiary bodies to organize a workshop to consider the matters referred to in paragraph 39 above as part of the United Arab Emirates–Belém work programme;

44. *Invites* the Adaptation Committee, in collaboration with the Consultative Group of Experts and the Least Developed Countries Expert Group, to support the implementation of the United Arab Emirates Framework for Global Climate Resilience with technical guidance and training materials thereon;

45. *Also invites* the Adaptation Committee, in collaboration with the Consultative Group of Experts and the Least Developed Countries Expert Group, to develop recommendations on how to improve reporting on adaptation action and progress, including with a view to informing the review and update, as appropriate, of the modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13 of the Paris Agreement contained in the annex to decision 18/CMA.1 and the review of the training course referred to in decision 9/CMA.4, paragraph 10;

46. *Requests* the secretariat to undertake work to examine how transformational adaptation is defined and understood at different spatial scales and sectors, and how progress in planning and implementing transformational adaptation approaches might be assessed at

⁸ <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>.

the global level, for consideration by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its sixth session (November 2024);

47. *Also requests* the Least Developed Countries Expert Group to update the technical guidelines for the national adaptation plan process, reflecting the provisions of this decision as well as the best available science, including the Sixth Assessment Report of the Intergovernmental Panel on Climate Change;

48. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in paragraphs 39, 43 and 46 above;

49. *Requests* that the actions of the secretariat called for in this decision to be undertaken subject to the availability of financial resources.

*6th plenary meeting
13 December 2023*