

Introduction

The **Global Goal on Adaptation (GGA)** was established by the Paris Agreement as a global goal 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 (Article 7.1, PA).

To better understand, operationalise and ultimately achieve this goal, parties to the Paris Agreement launched the two-year **Glasgow-Sharm el-Sheikh work programme on the global goal on adaptation** at COP 26 in Glasgow in 2021 (decision 7/CMA.3), to be carried out under the Subsidiary Body for Scientific and Technological Advice (SBSTA) and Subsidiary Body for Implementation (SBI).

Towards a UAE framework for global climate resilience

At CMA 4 (2022), Parties initiated the development of a framework for the global goal on adaptation, to guide the achievement of the GGA 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 enhance adaptation action and support. The development of the framework, and in particular the discussion on targets for the global goal was a major focus area of the work programme throughout 2023.

At CMA 5, Parties adopted the **UAE Framework for Global Climate Resilience**, as part of the UAE Consensus. The Framework is the culmination of two years of workshops and consultations with hundreds of government officials, scientists, and advocates. The UAE Framework will improve our ability to measure progress on the GGA and maintain accountability. More broadly, the Framework's adoption signals the need for accelerating global action on, and support for, adaptation, which until now has not received the same level of funding or attention as mitigation and other aspects of the Paris Agreement [1]. The Framework consists of the following key aspects:

- Focus on **well-being of people, protection of livelihood and economies, and nature preservation and regeneration**;
- Highlights importance of **scaling up adaptation finance** and making it timely and predictable;
- Forms a **two-year work programme to develop indicators to measure progress**;
- Adaptation efforts should be **country-driven, voluntary, and tailored to national circumstances**;
- Emphasises the importance of **early warning systems** to strengthen adaptation action; and
- Emphasises the need to examine **transformational adaptation** at different scales and sectors.

The framework includes 7 thematic and 4 dimensional targets for climate adaptation and resilience. The seven thematic targets (set out in decision 2/CMA.5, para. 9 (a)–(g)) are as follows:

a. Water and Sanitation: 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. Food and Agriculture: 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. Health: 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. Ecosystem: 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. Infrastructure: 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;

[1] <https://unfoundation.org/what-we-do/issues/climate-and-energy/uae-framework-for-global-climate-resilience/>

f. Livelihood: 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. Cultural Heritage: 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;

Decision 2/CMA.5, para.10 also sets out **4 dimensional targets by reference to the different stages of the adaptation policy cycle**, 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;

(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.

While the UAE Framework for Global Climate Resilience marked a decisive step forward, it needs to be complemented by the means of implementation or 'Mol' (generally understood as covering finance, technology transfer and capacity-building support) to transform this framework into action at the national level if it is to be more than mere words on paper without any real impact or change.

UAE-Belém work programme on indicators

CMA5 also established a two-year UAE – Belém work programme, on the identification and, where necessary, the development of indicators for measuring progress achieved towards the targets outlined in the Framework, and Parties provided guidance on the structure and modalities of the work programme at SB60. A mapping and compilation of existing indicators was conducted after SB60, based on Parties and non-Party stakeholder submissions and indicators reported in national reports and communications compiled by the Adaptation Committee. The consolidated list contained nearly 10,000 indicators.

SB60 had requested their Chairs to convene technical experts to assist in the technical work under the United Arab Emirates–Belém work programme. The 78 experts are from all geographical regions, including experts from small island developing States and the least developed countries as well as Indigenous knowledge holders. The selection is gender balanced and represents multidisciplinary and diverse expertise that is highly relevant to the target areas of the UAE Framework, including those working on the special vulnerability of women and children.

Latest developments on UAE-Belém work programme on indicators

According to decision 3/CMA.6 (para. 20), "the final outcome of the United Arab Emirates–Belém work programme may include a manageable set of no more than 100 indicators". With a view to implementing the GGA after COP30 in Belém, the parties mandated the experts to work on proposing a list of indicators with a clear roadmap. The indicators should include the 'Mol', and the experts should ensure that the application of the indicators does not place an additional burden on countries. The decision recognised the need to provide further guidance to ensure common methodologies and additional criteria to ensure transparent monitoring of progress. Parties also decided that the final list of indicators should constitute a source of input for the technical phase of the Global Stocktake.

At SB62, a reduced list of 490 indicators from the initial compilation of 9,529 indicators were submitted to the Parties for appraisal. Parties commended the work of the experts, while noting that some indicators were not geared to tracking progress on adaptation including duplicate indicators and indicators linked to mitigation.

The main disagreements concerned the inclusion of indicators that clearly reflected the means of implementation, the gap in these means, quality, accessibility and quantity. These are seen as a priority for developing countries, especially Least Developed Countries (LDC). But developed countries, notably the EU, UK, Australia and Japan, were reluctant to have any paragraph on Mol in the negotiating text. Because, indirectly, the Mol indicators are a reminder of the responsibility of developed countries towards developing countries in terms of mobilizing and making available financial resources, skills transfers and capacity-building as part of their historic responsibility as polluters.

Ultimately a compromise was reached. Under the **agreed text**, Parties gave a mandate and further guidance to the experts to refine and reduce the set of indicators to a maximum of 100 globally applicable indicators. The parties also asked the experts to include indicators for means of implementation and other factors that enable the implementation of adaptation action and remove those that are not relevant to the Paris agreement; and include means of implementation indicators that measure access, quality and financing of adaptation. Sub-indicators capturing national contexts and circumstances can be included. The text also highlights cross-cutting considerations, such as gender, human rights, youth and social inclusion.

The agreed text further provides that limited data availability should not restrict the development of new indicators and that additional capacity-building for developing countries may be required for reporting on such indicators.

On 09 September 2025, the **final list** of potential indicators was released. This list, along with the report of the fifth mandated workshop and experts technical report, will serve as inputs to the negotiations to be conducted in Belém.

COP30 will mark the conclusion of the UAE-Belém work programme on indicators and there will be high hope that it may mark a turning point for the global adaptation agenda. Will experts and parties succeed in developing indicators that align with national priorities and reflect the broader global adaptation landscape?

Given the difficulties encountered in incorporating indicators on means of implementation into the experts' roadmap at SB62, it remains to be seen if the parties agree to the 100 indicators recently released or consider them as a basis for negotiation.

Baku Adaptation Roadmap

At CMA6, the **Baku Adaptation Roadmap** (BAR) was launched with the aim of advancing progress on the GGA and supporting the implementation of the elements outlined in paragraph 38 of decision 2/CMA.5, which, amongst others, asks Parties to enhance the understanding of temperature increases across different regions and to identify potential inputs to future GSTs related to achieving the GGA. Parties requested the subsidiary bodies to develop modalities for work under the roadmap based on Parties' submissions, including timeline, mandates, governance, alignment with other climate processes and collaboration with UNFCCC bodies and external agencies.

Parties are looking to the BAR as a framework to overcome existing barriers to implementation, enabling action and support for adaptation at all levels. Developing country Parties in particular will be looking for concrete outcomes in Belém.



Transformational adaptation

At CMA6, Parties recognized that both incremental and transformational adaptation approaches are essential for protecting the well-being of people and the planet, for saving lives and livelihoods and for implementing the UAE Framework for Global Climate Resilience with a view to achieving the GGA. Parties decided to continue consideration thereof at SB 62 and to take note of the **technical paper** prepared by the secretariat on transformational adaptation.

The paper explores how the concept of transformational adaptation is defined in different spaces and sectors, with a view to help build a common understanding. According to the technical paper, transformational adaptation, involving larger system-wide change, will increasingly be necessary for coping with climate change. In this context, transformational approaches to adaptation will generate new options for adapting to the impacts and risks of climate change by modifying the fundamental attributes of single or multiple systems that focus on future and long-term change and question the effectiveness of existing systems. At SB62, parties exchanged views on these adaptation approaches. Negotiations will continue in Belém based on the **informal note** resulting from SB62.

GGA indicators and reporting

The GGA indicators, once adopted, may be used by countries to report on their progress towards achieving the GGA targets. Decision 2/CMA5 calls on Parties to “update their adaptation communications and prepare their biennial transparency reports taking into account the United Arab Emirates Framework for Global Climate Resilience,” thereby connecting the GGA to the Enhanced Transparency Framework (ETF) under Article 13 of the Paris Agreement.

Whilst there are big incentives for parties to report on their adaptation actions and challenges, adaptation reporting under the ETF is voluntary for all parties, and likewise reporting on the GGA indicators will be voluntary (decision 3/CMA.6, para.24). Parties have also made it clear that the implementation of the UAE Framework should not create an additional reporting burden.

GST2

At CMA6 it was decided that the final outcome of the UAE–Belem work programme will constitute a source of input to the technical phase of the GST. The second Global Stocktake (GST2) will be an opportunity to assess progress towards achieving the GGA targets, with the results informing the review of the UAE Framework after GST2 in 2028.

Review of the UAE Framework after the completion of the UAE–Belem Work Programme

The review of the UAE Framework for Global Climate Resilience will happen after the second Global Stocktake in 2028, informed by the completion of the UAE–Belem work programme. After the UAE Belem Work programme, the focus will shift to developing the terms of reference for the Framework's review, which will consider the learnings from applying these new indicators.

Integration of GGA targets and indicators into NAPs

National Adaptation Plans (NAPs) are the main tool used by countries to achieve the GGA targets. NAPs translate the overall vision of the GGA into concrete action such as policies, projects, and financing strategies. Integrating the GGA targets and indicators into NAPs involves aligning national adaptation priorities with global goals to enhance resilience. This process requires countries to incorporate the GGA framework into their existing and future NAPs by setting national and sub-national targets, using indicators to measure progress, and adapting existing metrics where possible to guide implementation and inform global reporting. The updated guidance for the NAP process explicitly calls for this integration.

All reasonable efforts have been made in providing the following information. However, due to the circumstances and the timeframes involved, these materials have been prepared for informational purposes only and are not legal advice. Transmission of the information is not intended to create, and receipt does not constitute, a lawyer–client relationship. Those consulting this Paper may wish to obtain their own legal advice. To the extent permitted by law, any liability (including without limitation for negligence or for any damages of any kind) for the legal analysis is excluded.

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