

DRAFT TEXT

on

CMA 7 agenda item 8(a)

Global goal on adaptation

By the co-facilitators

Version 17/11/2025 23:55

NOTE by co-facilitators: curly brackets are used to guide reading, and will be deleted, together with the words inside, in the final decision

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

{Preamble}

Recalls decisions 2/CMA.5 and 3/CMA.6

[Recalls paragraphs 10(c) of decision 3/CMA.4, 13 of decision 2/CMA.5 and 21 of decision 3/CMA.6 [and emphasizes the importance of cross-cutting considerations, including the unique vulnerabilities of children, youth, people with disabilities, Indigenous Peoples and local communities, people of African descent, migrants and the importance of gender, human rights, intergenerational equity and social justice and participatory and fully transparent approaches];

Recalls Article 2 of the Paris Agreement;

Recalls Article 7.1, 7.2, 7.4, 7.13 and 7.14 of the Paris Agreement;

[Recalls Article 9 of the Paris Agreement;]

[Recalls Article 9.1 of the Paris Agreement;]

[Recalls the principles and provisions of the UNFCCC and [the][its]Paris Agreement, including the principle of equity and common but differentiated responsibilities and respective capabilities, in the light of different national circumstances;]

[Recalls paragraph 18 of decision 1/CMA.3;]

Recalls decision 19/CMA.1, and paragraph 22 of decision 3/CMA.6;

1. Reaffirms that the agenda item on matters relating to the global goal on adaptation is a standing agenda item and will continue to be included in the agendas for the sixty-fourth (June 2026) and subsequent sessions of the subsidiary bodies and the eighth (November 2026) and subsequent sessions of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, unless otherwise specified by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement;

2. Calls on all Parties to ensure adequate adaptation response in the context of the temperature goal of the Paris agreement in line with different national circumstances, needs and priorities and in the context of sustainable development and poverty eradication;

3. Expresses appreciation to the Chairs of the Subsidiary Bodies for their guidance and to the secretariat for their support for the work under the UAE-Belém work programme on indicators;

4. Expresses deep appreciation to the experts convened to support the technical work under the UAE-Belém work programme on indicators for their efforts and dedication to the process;

{Concluding WP}

5. Concludes the UAE-Belém work programme on indicators [and] [welcomes][takes note of the final outcome of the United Arab Emirates–Belém work;

6. [Adopts the list of indicators as annexed to this decision [, along with the disaggregated level of information]] [Agrees to further consider the list of indicators with a view to adoption at CMA 9] [Takes note of and acknowledges the list of indicators¹ prepared by the experts as a knowledge product];

{Disclaimers about indicators}

7. Emphasizes that the indicators are voluntary, non-prescriptive, non-punitive, facilitative, global in nature, respectful of national sovereignty and national circumstances and country-driven; further emphasizes that they should not create additional reporting burdens, particularly on developing country Parties, are not intended to serve as a basis for comparison among Parties, shall not become a disabler and shall not be used as conditionality for developing country Parties to access funding, under [and outside] the Convention and Paris Agreement;

8. [Emphasizes that the indicators prepared by the experts should be considered as a knowledge product and should serve as a menu of options, to be interpreted, refined, and adjusted by Parties in accordance with their national contexts, and in a manner consistent with the principles and provisions of the Convention and the Paris Agreement, including equity and common but differentiated responsibilities and respective capabilities, in the light of different national circumstances;]

9. [Affirms that the indicators are intended solely to inform national approaches to tracking adaptation action and progress, and shall not create new obligations for developing countries, benchmarks, or evaluation criteria, nor establish global standardized methodologies or data collection processes, nor establish any compliance framework, nor prejudice any Party's position or imply acceptance of elements inconsistent with national circumstances or with the principles and provisions of the Convention and the Paris Agreement;]

10. Recalls paragraph 18 of decision 2/CMA.5, and emphasizes 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;

11. [Also affirms that indicators relating to transboundary issues should not put obligations on national governments but encourages further international cooperation among Parties and relevant stakeholders;]

12. [Also emphasizes that the indicators do not create commitments for new financial obligations and no liability and compensation;]

13. Reiterates that the Belém indicator framework will constitute a source of input, including through reporting by parties for the [technical phase of] the global stocktake;

{General reflection on the list}

14.

Option 1: No text

Option 2:

15. Welcomes the indicator list prepared by the technical experts, recognizing that it reflects the mandates given by SB 60, CMA 6 and SB 62 and also welcomes that the list corresponds to the eleven targets outlined in paragraphs 9-10 of decision 2/CMA.5;

16. Recognizes that the indicator list was prepared by leading adaptation specialists that was balanced in terms of geographical representation and gender;

17. Recognizes that the indicators may be used as one of the sources among others to strengthen the assessment of collective adaptation efforts through the global stocktake;

¹Available at <https://unfccc.int/documents/649629>

18. Emphasizes that the indicators are global in nature, consistent with Article 7 of the Paris Agreement, and with the modalities, procedures and guidelines for the enhanced transparency framework, while allowing for differentiation in responses to reflect national circumstances;

Option 3:

19. Notes with concern that the indicator list prepared by technical experts:

(a) Is not fully aligned with the guidance provided by SB 60, CMA 6 and SB 62, particularly regarding indicators to measure means of implementation

(b) Is not sufficiently focused on the core objectives of Article 7.1 of the Paris Agreement, and emphasizes that indicators should focus on clear adaptation progress and implementation without merging with loss and damage or other metrics, while avoiding duplication with other processes under the Convention and the Paris Agreement;

(c) [Is not consistent with the Paris Agreement and the Convention, and that indicators should be aligned with Articles 9, in particular 9.1, 10 and 11 of the Paris Agreement [and the principles of common but differentiated responsibilities and respective capabilities] and highlighting the importance of indicators that measure means of implementation flows from developed to developing countries;]

(d) Includes domestic budgets, taxonomies and expenditures, [which contradicts the principles of common but differentiated responsibilities and respective capabilities, placing disproportionate financial responsibility on developing countries;]

(e) Does not capture the provision, quality and access to finance flows from developed to developing countries;

(f) Does not align with the enhanced transparency framework under the Paris Agreement;

(g) [Requires full methodological [refinement and definitional clarity] [development] before being operationalized;

(h) Notes the existing gaps in the indicator list and the need for further consideration on technical assessment;

(i) Is challenging to report against due to the limited institutional capacity, insufficient data availability, readiness challenges, capacity constraints and the lack of adequate support provided to country Parties, [particularly LDCs and SIDS;]

(j) Does not include indicators that are relevant to geographies [and various ecosystems][, including mountainous and landlocked regions and regions facing land degradation, as well as ecosystem health at a watershed scale and the unique vulnerabilities of migrants;]

(k) [Is imbalanced and lacks indicators for critical infrastructure;]

{Post CMA 7 work on indicators}

20.

Option 1:

Decides to launch a two-year policy alignment process by Parties to develop a set of indicators across all targets, including on MOI, and to ensure alignment with the Paris Agreement, with a view to adopting a list at CMA 9;

Highlights that indicators should provide the description of information to be collected in assessing progress towards target outlined in paragraphs 9-10 of decision 2/CMA.5, to enable the collective assessment of progress on the global goal on adaptation;

Notes that progress towards the targets in paragraph 9 of decision 2/CMA.5 may be tracked using related indicators finalized by CMA 9, with a distinction between the thematic and dimensional indicators noting that the thematic targets constitute a menu of options for Parties whilst dimensional targets inform the collective assessment of adaptation action and support;

And further notes that such information will be critical in the synthesis of information on overall progress towards the GGA;

Option 2:

Invites the [Adaptation Committee] [SBs] to lead the technical [refinement of the indicators] [work to improve indicators metadata and methodologies], up to CMA [8] [9], including through the establishment of a technical task force [for each target];

[Requests the secretariat to develop a roster of experts, including those convened by the SB Chairs under the UAE–Belém work programme, which the Adaptation Committee and the technical task forces may engage with, as required;]

Calls upon international organizations and agencies to refine and develop, if needed methodologies, data standards and metadata for the indicators to enhance their operationalization, including through the use of baselines;

Option 3:

Decides to review the indicators as part of the review of the UAE Framework for Global Climate Resilience, to be undertaken after the second global stocktake in 2029;

Also decides that the terms of reference for the review of the UAE Framework for Global Climate Resilience shall be developed and agreed during 2026–2027, taking into account timelines and approaches for the refinement of indicators on which the review in 2029 will be based;

Further decides to take stock in 2031 of the progress achieved by 2030 to consider findings of the review and discuss recommendations and possible next steps for enhancing adaptation beyond 2030;

Option 4:

Encourages Parties, as appropriate and at their discretion, to engage, through a piloting phase to test the indicators through consultations with relevant practitioners and stakeholders, who may provide suggestions on their further revision, recognizing that the indicators developed by experts are considered as a knowledge product;

Option 5:

Agrees all issues under paragraph 38 of decision 2/CMA.5, also referred to as the Baku Adaptation Road Map have been completed and concluded;

Decides to launch the Belém [Vision][blueprint] on Adaptation until 2030;

Decides to launch a short-term process following CMA 7, up to SB 65, under the guidance of the SB Chairs, which aims to identify custodian agencies for each indicator, develop methodologies, compile data and metadata and address other concerns as well as providing capacity support for indicators implementation;

Also decides to launch a longer-term process up to 2030, to help guide the UAE Framework, and to enable adaptation at national level through NAPs and other strategies including transformational adaptation;

{Use of indicators}

21. [Invites Parties, constituted bodies, the secretariat, relevant organizations and non-Party stakeholders to undertake the actions repeated to in paragraph YY and paragraph ZZ, as appropriate, to support the operationalization of the indicators;]

22. [Recalls paragraphs 44 and 45 of 2/CMA.5, and requests the Adaptation Committee, in collaboration with the Consultative Group of Experts and the Least Developed Countries Expert Group, to provide technical guidance and support to Parties for the implementation of and the reporting on the UAE framework, and the [alignment] of NAPs, local, regional plans and action for monitoring, evaluation and learning, with the UAE framework;]

23. [Requests the Adaptation Committee to update the tabular formats of the MPGs, in accordance with paragraph 109 (a) of the MPGs;]
24. [Request the LEG to provide additional guidance on integrating the indicators into NAPs to strengthen planning, implementation, and monitoring, including through the updated NAP technical guidelines;]
25. [[Request the secretariat][Invites the Adaptation Committee] [Request the AC, with the support of the secretariat,] to prepare, on the basis of Parties' reflections, a technical paper on how the indicators are action-and outcome-oriented;]
26. [[Requests the secretariat][Invites the Adaptation Committee] [Request the AC, with the support of the secretariat,] to analyse the information [voluntarily] reported on thematic and dimensional targets, including MOI, through the BTRs through the lens of the GGA thematic and dimensional targets to assess progress on GGA and future GSTs;]
- 26 bis: Invites the Adaptation Committee to analyse information reported on thematic and dimensional targets, including MOI through the BTRs, adaptation communications, NAPs, NDCs and National Communications and relevant external sources. This will be through the lens of thematic and dimensional targets of the UAE Framework for global climate resilience, and fully integrate the cross-cutting considerations such as vulnerable ecosystems, groups and communities, including children, youth and persons with disabilities, indigenous peoples and their knowledge systems, and emphasizes the importance of gender and human rights in order to assess progress on the global goal on adaptation and to contribute to future global stocktakes;
27. [Requests the secretariat to prepare a technical paper on the GGA framework, targets, and indicators, by xx September 2026. The technical paper will consider the following: (i) the use of indicators in practice; (ii) mapping of existing synthesis report processes on adaptation information relevant to the GGA; and (iii) identify synergies as well as gaps and potential ways to fill those gaps;]]
28. [Recalls paragraph 22 of decision 3/CMA 6 and requests the secretariat to synthesize information to inform the GST in the context of decision 19/CMA.1, paragraphs 23(b) and 36(c), utilizing information on indicators from a range of sources, [including by inviting submissions;]
29. [Invites Parties to report both qualitative and/or quantitative information on the indicators referred to in paragraph X above complement one another and to provide context on the indicators in a flexible manner, [primarily] via their biennial transparency reports, [adaptation communications, NAPs, NDCs, National Communications,] as appropriate and as relevant;
30. [Also invites Parties to [align] with the UAE Framework for Global Climate Resilience targets and indicators their adaptation communications, NAPs, NDCs, National Communications and other tools as appropriate and as relevant;]
31. Encourages Parties to make use of these indicators, as appropriate and where relevant, in their reporting and planning processes, including, inter alia, transparency reports, adaptation communications and national adaptation plans;
32. [Encourages non-Party stakeholders, including relevant UN organizations and [custodian organizations] for indicators under other conventions and or international processes, to use the indicators referred to in paragraph X in their respective reporting to track progress;]
33. [Emphasizes the obligations and commitments of the developed countries to support developing countries for additional finance, technology transfer and capacity-building support, recognizing that [many] developing country Parties may face significant capacity constraints in implementing and reporting on the indicators;]
34. [Requests the GEF to consider how it can improve the delivery of support for the Capacity-Building Initiative for Transparency in relation to implementing and reporting on the UAE framework for global climate resilience;]

35. [Also requests the GCF to support developing countries in implementing the UAE framework and its alignment with NAPs and MELs as part of the Readiness and Preparatory Support Programme;]

36. [Also requests the Adaptation Fund to support developing countries in implementing the UAE framework and its alignment with NAPs and MELs as a way to scale up the implementation of adaptation projects identified as priorities within NAPs;]

37. Further recognizes the role of the NWP in supporting the process of responding to the knowledge needs identified by Parties arising from the implementation of the UAE framework;

{Baku Adaptation Road Map}

38.

Option 1:

Emphasizes that the Baku Adaptation Road Map should bring coherence to the UNFCCC adaptation architecture and avoid duplication of work by leveraging the mandates and outputs of constituted bodies, including the Adaptation Committee, the Least Developed Countries Expert Group, and the Nairobi Work Programme on impacts, vulnerability and adaptation to climate change, and also emphasizes the need for cooperation with regional adaptation networks, the private sector and research institutions in recognition of the important role diverse actors play in implementing the UAE Framework, and plans to conclude the BAR in 2030;

Decides to facilitate the exchange of country experiences, including through case studies, under the Baku Adaptation Road Map, and to collect information on how countries are planning and implementing their different adaptation approaches;

Option 2:

Agrees that the Baku Adaptation Road Map should consider potential issues referred in paragraph 38 of decision 2/CMA.5 and should focus on implementing the global goal on adaptation aligned with Article 7, paragraph 1, of the Paris Agreement and be responsive to the impacts of the temperature goal referred to in Article 2 of the Agreement;

Decides that the Baku Adaptation Road Map shall be guided by the following priorities for action, inter alia, each of which is essential to advancing the implementation of the Global Goal on Adaptation in a manner aligned with Article 7 of the Paris Agreement and be responsive to the impacts of the temperature goal by:

(a) aligning adaptation action with adequate adaptation responses in the context of the temperature goal ensuring that national and global adaptation strategies and actions reflect the risks and needs arising from different warming increments within the temperature goal;

(b) strengthening implementation of the UAE framework targets;

(c) enhancing knowledge-sharing;

(d) ensuring access to means of implementation for adaptation, including adequate, predictable, and accessible financial resources, technology transfer, and capacity-building support from developed to developing country Parties, in accordance with Articles 9.1, 10, and 11 of the Paris Agreement;

Decides that Phase I of the Baku Adaptation Road Map, covering the period 2025–2028, shall focus on initial implementation, including, inter alia, establishing a structured work programme under the Road Map, consisting of four workshops in each year aimed at enhancing adaptive capacity, strengthening cooperation, and facilitating adaptation planning and implementation in line with national circumstances and in the context of article 2, paragraph 1(a) of the Paris Agreement;

Invites Parties to submit their views to determine the focus of the workshops and knowledge areas;

Decides that the goal of the Baku Adaptation Road Map shall be to enable Parties to have adaptation plans in place by 2030 that adequately address the adaptation response required

in the context of the temperature goal, in a manner that is nationally determined, supported by the necessary means of implementation and contributes to sustainable development and the eradication of poverty;

Requests the secretariat, in collaboration with the Intergovernmental Panel on Climate Change and relevant technical bodies, to prepare knowledge products to support implementation under the Road Map, including:

(a) a technical paper on the risks, impacts, and vulnerabilities associated with different levels of temperature increase across regions, in the context of the temperature goal referred to in article 2, paragraph 1(a) of the Paris Agreement, providing an overview of existing analyses, methodologies, and country approaches for assessing climate risks, vulnerabilities, and impacts linked to various warming increments within the temperature goal;

(b) a technical paper on methodologies for assessing progress toward adaptation in the context of the temperature goal of the Paris Agreement;

Option 3:

Agrees that the Baku Adaptation Road Map should consider all the elements referred in paragraph 38 of decision 2/CMA5 and should focus on implementing the global goal on adaptation aligned with Article 7, paragraph 1, of the Paris Agreement and be responsive to the impacts of the temperature goal referred to in Article 2 of the Agreement;

Decides that the Baku Adaptation Road Map shall be guided by the following priorities for action, inter alia, each of which is essential to advancing the implementation of the Global Goal on Adaptation in a manner aligned with Article 7 of the Paris Agreement and be responsive to the impacts of the temperature goal by:

(a) [aligning adaptation action with adequate adaptation responses in the context of the temperature goal ensuring that national and global adaptation strategies and actions reflect the risks and needs arising from different warming increments within the temperature goal;]

(b) strengthening implementation of the UAE framework targets;

(c) enhancing knowledge-sharing;

(d) ensuring access to means of implementation for adaptation, including adequate, predictable, and accessible financial resources, technology transfer, and capacity-building support from developed to developing country Parties, in accordance with Articles 9.1, 10, and 11 of the Paris Agreement;

39.

Option 1:

No text

Option 2:

Decides to address transformational adaptation under the Baku Adaptation Road Map, including through regional dialogues;

Option 3:

Emphasizes that no single adaptation approach[, whether transformational, incremental, ecosystem-based, temperature-based, technological, and proactive solutions, or otherwise,] shall be presented as the default, superior, or universally applicable pathway recognizing the essential role of diverse, nationally led, context-specific adaptation approaches that reflect national circumstances, priorities, and needs in achieving the Global Goal on Adaptation and strengthening global climate resilience;

Requests the secretariat to prepare a technical paper that:

(a) provides a balanced and comprehensive view of all adaptation approaches, including incremental, temperature-based, and proactive adaptation approaches, without privileging one over the other;

(b) includes feasibility assessments, implementation, and financial, technological and capacity-building needs;

(c) ensures consideration of national contexts and priorities;

Option 4:

Decides to focus on transformational adaptation as well as other approaches as part of the longer-term Belém Vision on Adaptation, referred to in paragraph 10, option 1 above, starting at SB 64;

Option 5:

Recognizes the findings of the IPCC sixth assessment report, which highlights the scale and urgency of climate risks, and emphasizes that no single adaptation approach should be considered to be universally applicable or be prioritized over other approaches and recognizes the existence of multiple adaptation options across different national contexts;

{New Adaptation finance goal}

40.

Option 1: No text

Option 2:

Agrees that an adequate adaptation response [depends on limiting global warming to 1.5 and] [in the context of the temperature goal] cannot be achieved without a transformational increase in adaptation finance to developing countries, from developed countries, delivered as new, additional, predictable, grant-based public finance;

[Decides that][Requests] developed country Parties should at least triple their collective provision of climate finance for adaptation to developing country Parties from 2025 levels by 2030 reaching at least [120][150] USD billion per year by 2030, [in the context of] [contributing to] closing the adaptation finance gap and to close the gap between mitigation and adaptation in the provision of scaled-up financial resources, in line with Article 9, paragraphs 1 and [4] of the Paris Agreement and paragraph 18 of decision 1/CMA.3;

Emphasizes the need for predictable, accessible, new and additional finance [from developed countries] [mostly] in the form of grants to respond to country needs, particularly the needs of developing countries, [particularly least developed countries and small island developing states], [and in light of the special needs and special circumstances of African countries, the special circumstances of Latin American countries and the special circumstances of Arab states] [particularly LDCs, SIDS, African countries, Latin American countries, and Arab states][especially those that are particularly vulnerable to the adverse effects of climate change and have significant capacity constraints, such as least developed countries and a small island states][and landlocked developing countries];

Requests the Standing Committee on Finance to prepare a report on the progress toward tripling 2022 adaptation finance flows by 2029 detailing the qualitative and quantitative progress made [and common methodologies] for tracking finance and the challenges and opportunities in scaling up adaptation to undertake work to assess the costs of adaptation needs of developing countries and to consider in its biennial report the aggregated progress made in providing, mobilizing and receiving finance for implementing the GGA and its framework, as per para 30 of decision 1/CMA.6;

Option 3: Recalls decision 1/CMA.6.]