

## DRAFT TEXT

on

### SBSTA 62 agenda item 5(a) SBI 62 agenda item 11(a) Matters relating to the global goal on adaptation

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1. The SBSTA and the SBI expressed appreciation to the technical experts convened by the Chairs of the subsidiary bodies to assist in the technical work under the United Arab Emirates–Belém work programme on indicators for measuring progress achieved towards the targets referred to in paragraphs 9–10 of decision 2/CMA.5 and acknowledged the large volume of work they undertook to prepare the consolidated list of indicator options.<sup>1</sup>
2. The SBSTA and the SBI expressed appreciation to their Chairs for their guidance in and to the secretariat for organizing the workshops<sup>2</sup> held under the United Arab Emirates–Belém work programme in March and June 2025.
3. The SBSTA and the SBI welcomed the special event organized by the SBSTA Chair and the Intergovernmental Panel on Climate Change held at these sessions, which provided an update on the ongoing work of Working Group II of the Intergovernmental Panel on Climate Change.
4. The SBSTA and the SBI recalled paragraph 7 of decision 2/CMA.5, in which it was decided 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.
5. The SBSTA and the SBI also recalled paragraph 11 of decision 2/CMA.5, in which it was affirmed that efforts in relation to the targets referred to in paragraphs 9–10 of the same decision 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.
6. The SBSTA and the SBI further recalled paragraph 32 of decision 2/CMA.5, in which it was recognized 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.
7. The SBSTA and the SBI recalled paragraph 33 of decision 2/CMA.5, in which it was reiterated 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 of the same decision.
8. The SBSTA and the SBI also recalled paragraph 13 of decision 2/CMA.5, in which Parties were encouraged, 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 of the same decision, 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

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<sup>1</sup> Available at <https://unfccc.int/documents/647049>.

<sup>2</sup> As per decision 3/CMA.6, para. 13, and documents FCCC/SBSTA/2024/7, para. 54, and FCCC/SBI/2024/13, para. 92.

into consideration vulnerable ecosystems, groups and communities and including children, youth and persons with disabilities.

9. The SBSTA and the SBI further recalled paragraph 14 of decision 2/CMA.5, in which it was emphasized 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.

10. The SBSTA and the SBI recalled paragraph 21(d) and (f) of decision 3/CMA.6, in which it was decided that the final outcome of the United Arab Emirates–Belém work programme should include, where applicable, indicators that capture information pertaining to, inter alia, social inclusion, Indigenous Peoples, participatory processes, human rights, gender equality, migrants, children and young people, and persons with disabilities, and indicators that reflect the unique vulnerabilities of children to climate change impacts across the thematic targets and, potentially, cross-cutting indicators related to education and the health of children and young people.

11. The SBSTA and the SBI also recalled paragraph 19 of decision 3/CMA.6, in which it was decided that the final outcome of the United Arab Emirates–Belém work programme should support an assessment of progress towards achieving the targets referred to in paragraphs 9–10 of decision 2/CMA.5 and be consistent with Article 7, paragraph 1, of the Paris Agreement and the temperature goal referred to in Article 2 of the Paris Agreement.

12. The SBSTA and the SBI further recalled paragraph 20 of decision 3/CMA.6, in which it was decided that, noting the need to avoid placing an additional reporting burden on Parties, the final outcome of the United Arab Emirates–Belém work programme may include a manageable set of no more than 100 indicators.

13. The SBSTA and the SBI requested their Chairs to invite the experts referred to in paragraph 1 above to reduce the consolidated list of indicator options referred to in paragraph 1 above to no more than 100, globally applicable, indicators, including, where applicable, indicators for enabling factors for the implementation of adaptation action, means of implementation, cross-cutting considerations and all subcomponents of the targets referred to in paragraphs 9–10 of decision 2/CMA.5.

14. Recalling paragraph 3 of decision 3/CMA.6, the SBSTA and the SBI agreed that the work of the experts will continue immediately after the closure of these sessions with a view to the experts reducing and refining the indicators on the basis of the guidance on criteria outlined in paragraph 41 of document FCCC/SBSTA/2024/7, paragraph 79 of document FCCC/SBI/2024/13 and paragraph 17 of decision 3/CMA.6 and on cross-cutting considerations outlined in paragraph 21 of decision 3/CMA.6, noting that some of the indicators in the consolidated list should be further aligned with that guidance.<sup>3</sup>

15. The SBSTA and the SBI requested their Chairs to invite the experts, in reducing and refining the indicators, to take into account the following additional guidance, as appropriate:

(a) All entries in the final list of potential indicators are to be phrased as measurable indicators rather than statements;

(b) Indicators that describe impacts, exposures or hazards without capturing adaptation relevance are to be refined;

(c) Existing indicators derived from other conventions and frameworks are to be made adaptation-specific;

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<sup>3</sup> As per the criteria referred to in para. 41(a), (b), (e) and (i) of document FCCC/SBSTA/2024/7, para. 79(a), (b), (e) and (i) of document FCCC/SBI/2024/13 and para. 17(b) and (e) of decision 3/CMA.6, as well as paras. 13–15 of decision 2/CMA.5 and para. 21(d) and (f) of decision 3/CMA.6.

- (d) Indicators for measuring climate change mitigation are to be removed;
- (e) Indicators that capture adaptation responses to risks and impacts associated with different warming scenarios in the context of the temperature goal of the Paris Agreement are to be included;
- (f) Qualitative narratives are to be included, where possible, to explain the context behind some of the quantitative statistics;
- (g) Sub-indicators should capture various contexts of adaptation action, enabling Parties to choose which indicators they will report on in the light of their national circumstances;
- (h)

Option 1:

- (i) Indicators relating to official development assistance and national budgets are to be removed;
- (ii) Indicators for means of implementation are to be included that are aligned with Articles 9, 10, 11 and 13 of the Paris Agreement, recognizing the needs of developing countries, measuring access to and quality of finance, and showing progress in ensuring the adequacy of support for adaptation, the direction of the support and how the support is closing the adaptation gap;

Option 2:

- (i) Indicators for enabling factors for the implementation of adaptation action, including means of implementation are to be included;
- (i)Alt 1 Indicators for enabling factors of the implementation of adaptation action, including means of implementation, policy, guidance, incentives, regulations, enabling conditions as well as all indicators that consider all sources of finance;
- (i)Alt 2 Indicators for enabling factors for the implementation of adaptation action, including means of implementation, political commitment and follow-through, institutional frameworks, policies and instruments with clear goals and priorities, enhanced knowledge of impacts and solutions, mobilization of and access to adequate financial resources, monitoring and evaluation, and inclusive governance.

16. The SBSTA and the SBI agreed that limited data availability should not restrict the development of new indicators that are needed to address gaps, recognizing that additional capacity-building for developing countries may be required for reporting on such indicators.

17. The SBSTA and the SBI requested their Chairs to organize, with the support of the secretariat, a meeting of the experts referred to in paragraph 1 above, to be held in hybrid format in advance of the workshop to be held between SB 62 and 63 (November 2025),<sup>4</sup> during which the experts will:

- (a) Verify the completed columns for metadata and data collection for the final list of potential indicators;
- (b) Verify that the indicators are in line with the guidance in paragraphs 14–15 above;
- (c) Undertake peer review of their indicator lists to ensure consistency and identify and resolve redundancies in indicators across the targets. referred to in paragraphs 9–10 of decision 2/CMA.5;
- (d) Conduct quality control checks with a view to standardizing the format of the indicators.

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<sup>4</sup> See documents FCCC/SBSTA/2024/7, para. 54, and FCCC/SBI/2024/13, para. 92.

18. The SBSTA and the SBI also requested their Chairs to invite the experts to submit their final technical report, including information on methodologies, and the final list of potential indicators to the secretariat in August 2025.

19. The SBSTA and the SBI further requested the secretariat to publish the final technical report, including information on methodologies, and the final list of potential indicators prepared by the experts referred to in paragraph 1 above, at least three weeks before the workshop to be held between SB 62 and 63.

20. The SBSTA and the SBI requested the secretariat to prepare a summary report on the expert meeting referred to in paragraph 17 above before the workshop referred to in the same paragraph, and a summary report on that workshop prior to CMA 7 (November 2025).

### ***Baku Adaptation Road Map***

Option 1:

21. SBSTA and the SBI recalled paragraph 29 of decision 3/CMA.6 and paragraphs 24 to 35, and paragraph 38 of decision 2/CMA.5, and agreed that the Baku Adaptation Roadmap should:

(a) Undertake any follow up work relating to the UAE-Belém work programme on indicators;

(b) Bring coherence to adaptation architecture and avoid duplication of work with that under other UNFCCC workstreams and constituted bodies, such as the Nairobi work programme on impacts, vulnerability and adaptation to climate change, the Adaptation Committee and the Least Developed Countries Expert Group, and should avoid establishing new processes, including by:

(i) Specifying role of the Adaptation Committee in advancing MEL systems and improving adaptation reporting, organizing special IPCC events every two years and involving custodian organizations in improving data collection and methodological progress and databases after CMA 7;

(ii) Inviting the Adaptation Committee to provide guidance on how Parties may report on the indicators to be agreed under the UAE-Belém work programme on indicators;

(c) Support international cooperation through the exchange of knowledge, experience and good practices pertaining to enhancing adaptation planning and implementation, as emphasized in paragraph 19 of decision 2/CMA.5 and promoting inclusive multi-stakeholder participation;

(d) Invite diverse actors, including experts, observers and other relevant stakeholders, including from the private sector, civil society, the scientific community, and voices of vulnerable groups, rights holders, children and youth, women and indigenous people, to share their knowledge and experience pertaining to the implementation of the United Arab Emirates Framework for Global Climate Resilience;

Option 2:

22. The SBSTA and the SBI agreed that the Baku Adaptation Road Map should be guided by the following priorities for action, each of which is essential to guiding the implementation of the global goal on adaptation in a manner that is aligned with Article 7, paragraph 1, of the Paris Agreement and responsive to the impacts of the temperature goal referred to in Article 2 of the Agreement:

(a) Aligning adaptation actions 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 scenarios;

(b) Strengthening adaptation implementation;

(c) Enhancing knowledge-sharing;

(d) Ensuring access to means of implementation for adaptation, including adequate, predictable and accessible financial resources and technology transfer and

capacity-building support from developed countries, in accordance with Articles 9, 10, and 11 of the Paris Agreement.

23. The SBSTA and the SBI also agreed to structure the Baku Adaptation Road Map in three phases, with the first phase focused on implementation, to include the operationalization of the outcomes of the United Arab Emirates–Belém work programme on a trial basis and to launch a work programme for the Baku Adaptation Road Map.

24. The SBSTA and the SBI requested the secretariat to establish a process under the Baku Adaptation Road Map to support the implementation and operationalization of the outcomes of the United Arab Emirates–Belém work programme, which could include the development of technical guidelines and the provision of tailored technical assistance to Parties for applying the indicators in line with their national circumstances.

25. The SBSTA and the SBI also agreed to establish a work programme under the Baku Adaptation roadmap which:

- (a) supports all adaptation approaches;
- (b) facilitates country specific adaptation pathways informed by evaluating climate risks and impact in the context of the temperature goal outlined in Article 2.1 of the Paris Agreement;
- (c) includes an organized workshop, expert meeting and support sessions to share knowledge and scale up adaptation action.

26. The SBSTA and the SBI invited Parties to submit, via the submission portal views and recommendations on the objective, modalities, priority themes and expected outcome of the work programme under the Baku Adaptation roadmap referred to in paragraph 19 above, with a view to informing its design.

27. The SBSTA and the SBI requested the secretariat

- (a) to synthesize the submissions referred to in paragraph 20 above, to be published prior to the sixty-fourth sessions of the subsidiary bodies;
- (b) in collaboration with the relevant technical bodies of IPCC, to prepare knowledge products to support the implementation of the Baku Adaptation Roadmap, which include technical papers on:
  - (i) risk and impact associated with different levels of temperature increase across regions in the context of the temperature goal of the Paris Agreement, providing an overview of existing analysis methodologies and country approaches;
  - (ii) methodologies for assessing progress toward adaptation in the context of the temperature goal of the Paris Agreement.

Option 3:

28. The SBSTA and the SBI agreed that the Baku Adaptation Roadmap (BAR) should serve as a vehicle to advance the full implementation of Article 7.1 of the Paris Agreement, including on adequacy of adaptation, adaptation needs, and the temperature goal, emphasizing that it should not be limited to paragraph 38 of decision 3/CMA.5, that technical work on indicators should proceed independently, and that the BAR should instead focus on mobilizing political ambition for the implementation and support of the Global Goal on Adaptation and guiding inputs to the technical synthesis for the second Global Stocktake.

Option 4:

29. The SBSTA and the SBI agreed to address the remaining issues under paragraph 38 of decision 2/CMA.5, also referred to as the Baku Adaptation Roadmap, at SB 63, with a view to providing recommendations to and concluding the Roadmap at CMA 7.

Option 5:

30. The SBSTA and the SBI invited the Presidencies of the Conference of the Parties to consider incorporating specific elements raised in Parties' submissions referred to in

paragraph 32 of decision 3/CMA.6, such as transboundary climate change adaptation, into the agenda of the Baku High-Level Dialogue.

31. The SBSTA and the SBI requested the secretariat to prepare a synthesis report of these submissions referred to in paragraph 24 above, including identified areas of convergence, to be published no later than four weeks prior to SB 63.

32. The SBSTA and the SBI also agreed that the work under the Baku Adaptation Roadmap could also consider indicators for transformational adaptation in relation to achieving the targets under the UAE Framework for global climate resilience.

Option 6:

33. The SBSTA and the SBI recalled paragraph 29 of decision 3/CMA.6 and emphasized its objective of advancing progress in line with Article 7, paragraph 1, of the Paris Agreement; supporting the implementation of the elements outlined in paragraph 38 of decision 2/CMA.5; elevating political ambition; and ensuring coherence and alignment with ongoing adaptation work under the UNFCCC process.

Option 7:

34. The SBSTA and the SBI recalled paragraphs 24 to 35 of decision 2/CMA.5 and agreed that the Baku Adaptation Roadmap should serve as a robust and transparent mechanism to assess progress toward the Global Stocktake, including through the use of clear metrics, periodic reviews, and consistency with the broader UNFCCC Transparency Framework.

35. The SBSTA and the SBI also agreed that the first high-level dialogue on adaptation under the Baku Adaptation Roadmap should focus on identifying concrete actions and support mechanisms to advance implementation, as well as on strengthening monitoring and evaluation systems to track progress on adaptation.

Option 8:

36. The SBSTA and the SBI agreed that the Baku Adaptation Roadmap should serve as a structured and forward-looking platform for advancing the Global Goal on Adaptation, and should:

(a) Bring coherence to the UNFCCC adaptation architecture and avoid duplication of work by leveraging the mandates and outputs of constituted bodies, such as the Adaptation Committee, the Least Developed Countries Expert Group (LEG), and the Nairobi Work Programme on impacts, vulnerability and adaptation to climate change;

(b) Facilitate the exchange of knowledge, experiences, and good practices related to the enhancement, planning, and implementation of adaptation actions;

(c) Support international cooperation and promote inclusive, multi-stakeholder participation;

(d) Clarify milestones, roles, and timelines;

(e) Facilitate the ongoing review and implementation of indicators under the work programme and the UAE Framework for Global Climate Resilience;

(f) Support the assessment of progress and strengthen the implementation of adaptation actions;

(g) Prioritize the review of the provision of means of implementation for developing countries;

(h) Facilitate the incorporation of the GGA framework and its indicators into the development of future national adaptation plans (NAPs); and

(i) Conclude at CMA 12.

***[Transformational Adaptation][Adaptation Approaches]***

Option 1:

37. The SBSTA and the SBI emphasized that no single adaptation approach should be considered to be universally applicable or be prioritized over other approaches and recognized the existence of multiple adaptation options across different national contexts.

(a) The SBSTA and the SBI requested the secretariat to ensure that any future knowledge products related to adaptation pathways reflect the full diversity of approaches, including various national adaptation strategies.

(b) [The SBSTA and the SBI requested the secretariat to prepare a technical paper that provides a balanced and comprehensive overview of all adaptation approaches, including incremental, ecosystem-based, nature-based and proactive approaches, without favouring any particular approach, and that includes an assessment of feasibility, and the financial, technological and capacity-building needs associated with each pathway, in line with articles 9, 10 and 11 of the Paris Agreement taking into account different national contexts and priorities.]

(c) The SBSTA and the SBI recognized the four layered approach encompassing different thresholds for ambition with regard to the outcome of adaptation presented in the secretariat's paper,<sup>5</sup> ranging from survival-oriented to transformational adaptation approaches.

(d) The SBSTA and the SBI took note that the meaningful pursuit and delivery of transformational adaptation requires the provision of means of implementation and enabling environments, as referred to in the reader friendly summary of the technical report, prepared by the secretariat in April 2025<sup>6</sup>.

Option 2:

38. The SBSTA and the SBI recalled paragraph 41 of decision 3/CMA.6 and welcomed the Reader-friendly summary on transformational adaptation, and agreed to continue supporting the development of knowledge on transformational adaptation, to be considered at CMA 7.<sup>7</sup>

39. The SBSTA and the SBI requested [not specified who] to prepare case studies that will help enhance understanding of transformational adaptation.

Option 3:

40. The SBSTA and the SBI recalled paragraph 40 of decision 3/CMA.6 and requested the CMA to continue consideration of transformational adaptation at [SB 63][CMA 7].

Option 4:

41. The SBSTA and the SBI recognized the findings of the IPCC sixth assessment report, which highlights the need for transformational adaptation to address the scale and urgency of climate risks.

42. The SBSTA and the SBI encouraged Parties, where appropriate, to integrate transformational adaptation into planning processes, including NAPs, adaptation communications and BTRs.

43. The SBSTA and the SBI requested the secretariat under the guidance of the SB chairs and in collaboration with adaptation committee and relevant constituted bodies and expert groups to facilitate the development of a shared understanding and typology of different types of adaptation responses, including transformational adaptation, building on existing literature and party submissions.

44. The SBSTA and the SBI invited Parties and observers to submit views on how transformational adaptation can be reflected in the UAE Framework for Global Climate Resilience, and emphasizing the importance of enabling environments, including governance, institutional capacity, finance, technology, MEL and knowledge systems in

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<sup>5</sup> Available at <https://unfccc.int/documents/613843>, page 16

<sup>6</sup> Available at <https://unfccc.int/documents/646618>

<sup>7</sup> Available at <https://unfccc.int/documents/646618>

supporting transformational adaptation and invited Parties to consider how the enablers can be reflected in the UAE-Belém work programme on indicators and in their National Adaptation Plans.

***Draft elements of decision text***

45.

Option 1: no text

Option 2: The SBSTA and the SBI initiated discussions on the following possible elements for a draft decision for consideration and adoption by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its seventh session (November 2025):

- (a) A preamble, providing contextual framing, recalling relevant decisions, acknowledging the work of the experts and workshop hosts, and noting the robust, inclusive nature of the indicator development;
- (b) The conclusion of the United Arab Emirates–Belém work programme on indicators;
- (c) The adoption of the final list of indicators;
- (d) The operationalization and use of indicators:
  - (i) Recognition of the indicator list as the first global approach to measuring adaptation progress;
  - (ii) Affirming the link between the indicators and reporting under the enhanced transparency framework, and inviting Parties to include relevant global goal on adaptation indicators in their biennial transparency reports (BTRs);
  - (iii) Clarification on how information on the indicators provided through BTRs and other reporting channels will inform synthesis processes and the global stocktake.
  - (iv) Specification of the role of relevant constituted bodies and the secretariat in supporting the functions referred to in para 17(d)(iii);
  - (v) Invitation to relevant agencies to support data collection and maintenance;
- (e)

Option 1: Baku Adaptation Road Map

Option 2: Addressing remaining issues under paragraph 38 of 2/CMA.5, referred to as the “Baku Adaptation Road Map”.

(f)

Option 1 : Transformational adaptation.

Option 2: Incremental and transformational adaptation.

(g) Other provisions:

Option 1: No text

Option 2:

Provisions related to the adjustment of monitoring, evaluation and learning (MEL) systems, and identification of capacity-building needs;

References to the role of national adaptation plans (NAPs); engagement of relevant stakeholders; outcomes of the Baku high-level dialogue; proposal for a new adaptation finance goal to succeed the Glasgow pledge; and a review mechanism with a timeline for future work.