



Climate Action Network

## Initial views on the Baku Adaptation Roadmap to accelerate the implementation of the Global Goal on Adaptation

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*Climate Action Network (CAN) is a global network of more than 2500 civil society organisations in over 130 countries driving collective and sustainable action to fight the climate crisis and to achieve social and racial justice.*

COP29, through paragraph 29 of decision 3/CMA.6, established the Baku Adaptation Roadmap (BAR) to advance the implementation of the Global Goal on Adaptation (GGA), consistent with Article 7, paragraph 1, of the Paris Agreement and the elements outlined in paragraph 38 of decision 2/CMA.5. COP30 has since provided further mandate, with the first phase of BAR (2026–2028) to include initial implementation activities, two workshops per year (one in-session, one intersessional), and a technical paper by the Secretariat.

Climate Action Network views the BAR as a forward-looking, implementation-oriented pathway that strengthens the coherence, direction, and delivery of global adaptation efforts. As climate impacts intensify, adaptation must no longer be treated as a secondary pillar. It is a central, actionable priority that can deliver tangible outcomes for communities on the ground.

The BAR arrives at a moment of increased political visibility for adaptation under the UNFCCC, including through its links to the GGA, National Adaptation Plans (NAPs), the Financial Mechanism's operating entities, and broader finance and implementation discussions. The BAR should be understood not as a new architecture, but as **a coherence and reinforcing mechanism** that operationalises adaptation under Article 7, paragraph 1, of the Paris Agreement and galvanises action toward the United Arab Emirates (UAE) Framework for Global Climate Resilience (FGCR) targets.

The first phase of the BAR must mark a transition **from commitments to implementation**, with a focus on accelerating delivery, improving accountability, and ensuring that adaptation efforts are **effective, inclusive, human rights-based, and adequately resourced**. The BAR should be guided by a vision that places people and ecosystems, equity and implementation at its core.

## What should the Baku Adaptation Roadmap deliver?

The BAR provides a key opportunity to accelerate the implementation of adaptation action and support. Therefore, alongside the delivery of workshops and the publication of reports, which are important means of sharing knowledge, the BAR should lead to a negotiated outcome that will anchor the insights in decision-making texts.

To ensure a rights and justice-based approach to the GGA, the Climate Action Network demands the following deliverables under the BAR:

- A. **Means of Implementation (Mol), especially on Adaptation Finance:** Adaptation on the ground is impossible without adequate, accessible, needs-based means of implementation. The implementation of the UAE FGCR targets, particularly by developing countries, by 2027 and 2030, hinges on access to public, grant-based finance, capacity building, and Technology Transfer, in line with Articles 9.1, 10, and 11 of the Paris Agreement.

***Therefore, BAR must operationalise paragraph 28(d) of decision 12/CMA.7, particularly on climate finance.***

- a. **The provision of adaptation finance** as outlined in Paragraph 28(d) of 12/CMA.7<sup>1</sup>, including the ***links with the new finance work programme*** (outline with paragraph 54 of Mutirão decision CMA2c<sup>2</sup>), evokes the legal implications of Article 9, paragraph 1 and its relation to Article 7, paragraph 13 on enhanced and continuous provision of international support by developed countries.
- b. **The creation of a roadmap to deliver the new adaptation finance goal** of at least triple adaptation finance by 2035, as outlined in paragraph 53 of the Mutirão decision CMA2c<sup>3</sup>.
- c. **The modalities for implementing adaptation finance**, including how the Global Environment Facility, Green Climate Fund and Adaptation Fund will support developing countries to **achieve the FGCR targets**, and ***provision of finance to developing countries to be able to implement and test the Belém Adaptation indicators (as per paragraph 11 of 12/CMA.7)***.
- d. Prepare for establishing a political commitment to finance to achieve the FGCR targets, to be adopted in line with the Climate Finance Work Programme under Article 9 and the review of the FGCR at GST2.
- e. Cooperative action on technology transfer and capacity building to enhance the capacity of developing country Parties is essential, in alignment with Articles 10 and 11 of the Paris Agreement.

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<sup>1</sup> Ensuring access to means of implementation for adaptation, for adequate, predictable and accessible financial, technology transfer and capacity-building support, including from developed country Parties to developing country Parties, in accordance with Article 9, paragraph 1, and Articles 10–11, of the Paris Agreement ([2CMA7](#))

<sup>2</sup> Decides to establish a two-year work programme on climate finance, including on Article 9, paragraph 1, of the Paris Agreement in the context of Article 9 of the Paris Agreement as a whole ([CMA2c](#))

<sup>3</sup> Reaffirms the doubling by 2025 in paragraph 18 of decision 1/CMA.3, calls for efforts to at least triple adaptation finance by 2035 in the context of decision 1/CMA.6, including paragraph 16 thereof, and urges developed country Parties to increase the trajectory of their collective provision of climate finance for adaptation to developing country Parties

<sup>4</sup> Encourages Parties, as appropriate and at their discretion, to take, with the FGCR review at the Belém Adaptation Indicators, including in consultation with relevant practitioners and other stakeholders

- B. **Coherence Across Adaptation Architecture:** Currently, the adaptation agenda under the UNFCCC comprises various workstreams with dedicated mandates, but their interconnectedness remains unclear. To ensure ambition in adaptation, parties must deliver coherence and alignment across adaptation agendas without merging or replacing any existing bodies. Hence, in line with paragraph 26 of 3/CMA.7<sup>5</sup> parties must discuss methodologies and approaches to advance the coherence across adaptation in the UNFCCC to increase ambition on adaptation.
- C. **Review of FGCR:** As per paragraph 33 of 12/CMA.7, parties have to develop and agree on the terms of reference for the review of the United Arab Emirates Framework for Global Climate Resilience by the subsidiary bodies in 2026–2027. It is essential that parties begin early discussions on the modalities and approach to enable them to agree on the ToR by COP32 at the latest.
- D. **Adaptation in the context of the Temperature Goal:** Adaptation is not a fixed target, but rather a moving and expanding goal, and its ambition must grow as temperatures rise. Recognising clearly the devastating impacts of breaching the 1.5°C warming limit of the Paris Agreement, governments must agree to scale adaptation ambition in line with the temperature increase. Different levels of warming result in a diverse spectrum of impacts and needs for adaptive capacities, interventions and actions, and as decided under paragraph 28(a) 12/CMA.7<sup>6</sup>, processes associated with the BAR should seek to inform how the FGCR and nationally planned adaptation action can respond to these differential impacts and needs of adaptation.

## BAR Workshops: Design, Content, and Participation

Paragraph 29 of 3/CMA.7 decides that the first phase of the BAR from 2026–2028 will focus on initial implementation of activities under the Road Map, and consist of two workshops per year - one in session and one intersessionally. CAN’s proposal for the workshops and their approaches is below:

**BAR workshops:** The design of the BAR workshops should be practical, solution-oriented spaces that directly support implementation and learning. ***They should focus on the following core areas:***

1. **Strengthening coherence across the adaptation architecture to implement the targets:** Coherence across the adaptation architecture is a key component under the BAR. The adaptation agenda under the UNFCCC comprises various workstreams with dedicated mandates, but their interconnectedness remains unclear. The BAR workshops must discuss how the constituted bodies will advance the implementation

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<sup>5</sup> Emphasizes that work under the Baku Adaptation Road Map referred to in paragraph 29 of decision 3/CMA.6 should bring coherence to the UNFCCC adaptation architecture and avoid duplication of work by leveraging the mandates of and outputs of work under constituted bodies and work programmes, including the Adaptation Committee, the Least Developed Countries Expert Group and the Nairobi work programme, and also emphasizes the need for cooperation with regional adaptation networks, the private sector and research institutions in recognition of the important roles played by diverse actors in implementing the United Arab Emirates Framework for Global Climate Resilience

<sup>6</sup> Aligning adaptation action with adequate adaptation responses in the context of the temperature goal of the Paris Agreement, ensuring that national and global adaptation strategies and actions reflect the risks and needs arising from different warming increments within the temperature goal

of GGA coherently. This should, however, neither undermine the mandate of any of the constituted bodies on adaptation nor result in merging or replacing.

2. **Increasing adaptation finance** is another critical and central function of the BAR workshop, and its emphasis should be on:

- a. Enhancing the quality of adaptation finance, making it more accessible to impacted communities, and ensuring it is people-centred, locally owned, and non-debt-generative. Channelling adaptation finance through the UNFCCC funds (in particular the Adaptation Fund, GCF, and LDCF) offers an important avenue in this context.
- b. Reinforcing links between GGA and other finance-related agenda items, including the Adaptation Fund, the Green Climate Fund, Global Environment Facility, the tripling of adaptation finance by 2035 goal, Article 9, particularly 9.1 of the Paris Agreement and its new work programme, among others.
- c. Alignment of financial flows with the GGA targets, and with the FGCR, should consider international public finance flows from developed to developing countries in the context of implementing the Belem Adaptation Indicators, in line with articles 9.1 and 7.13. Moreover, the need for a clear understanding of how current financing mechanisms support the implementation of FGCR targets and where the gaps are.
- d. Noting that according to the WMO<sup>7</sup>, half of the countries of the Africa region and the Americas and Caribbean region do not report the existence of Multi-Hazard Early Warning Systems, the 2027 FGCR target on early warning systems (EWS) is unlikely to be met unless Parties urgently consider bridging the EWS coverage gap in the context of BAR's first phase on strengthening cooperation and adaptation planning and implementation in the context of the temperature goal of the Paris Agreement.
- e. Ensure accountability and transparency for adaptation finance in all contexts
- f. Providing technical and financial resources to the communities and countries that need them, to implement just adaptation solutions.

3. **Centering rights and justice in community-centred adaptation:** For CAN, adaptation is not successful until it centres on the rights and justice of the impacted communities. Thus, this should be a recurring theme across each of the workshops for

- a. Facilitating community-based, people-centred, locally-led adaptation through frequent and regular consultations between national governments and local communities and via direct access to funding for adaptation solutions, financial and technical support where needed.
- b. Ensure that communities affected by climate change are at the forefront of designing adaptation solutions, so that these are based on lived experience and local knowledge.
- c. Ensure that local communities are consulted while assessing the impacts and outcomes of the solutions, so that any corrections/amendments/developments do the same.

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<sup>7</sup> Status of Multi-Hazard Early Warning Systems in the Least Developed Countries: 2024 by WMO  
[https://library.wmo.int/records/item/69088-status-of-multi-hazard-early-warning-systems-in-the-least-developed-countries-2024?language\\_id=13&back=&offset=](https://library.wmo.int/records/item/69088-status-of-multi-hazard-early-warning-systems-in-the-least-developed-countries-2024?language_id=13&back=&offset=)

- d. Promote adaptation solutions based on comprehensive, multidimensional assessments covering environmental, social, and economic needs, including the health and livelihoods of affected populations, via environmental and social need-mappings.
  - e. Ensure that indicators measuring the effects of adaptation solutions on poverty alleviation are mainstreamed across all adaptation actions, so that these do not hamper the just transition and do not result in maladaptation solutions that fail to address social and economic needs in affected regions.
4. **Reviewing the United Arab Emirates Framework for Global Climate Resilience and linkage with GST2:** BAR workshops should enable a process to provide inputs into GST2 with a focus on lessons learned from GST1 and progress made in implementation of targets under paragraph 9 and paragraph 10 of 2/CMA.5. Moreover, the BAR workshop should agree on the reviewing modalities of the UAE framework in line with GST2.

***In addition, across all workshops, the BAR should:***

- Promote a continuous learning cycle for adaptation.
  - Adaptation must be recognised as a continuous learning cycle, enabling iterative improvement based on experience, evidence and evolving climate risks.
  - The learning process includes affected communities at all stages: from needs assessments to policy design to implementation and policy assessments.
- Advance data disaggregation efforts to better track equity and effectiveness
- Understand how data disaggregation is possible from a global perspective, its limitations and scope, and seek to encourage countries to engage in this commitment.
- Support the testing of indicators to accelerate the implementation of adaptation.
- Provide space for technical discussions on improving the accessibility, quality, and impact of adaptation finance.
- Moreover, workshops **should be pre-structured to deliver specific outcomes and avoid lengthy discussions about the process.**
- Lastly and most importantly, the **next two workshops must address Means of Implementation (Mols)**, without which the operation of adaptation policy frameworks will be delayed, especially for the most vulnerable and most affected states and communities

**Participation and Inclusion of Vulnerable Communities:** The workshops should bring together a diverse range of voices, including representatives of constituted bodies, observer organisations, Indigenous peoples, local communities, women, children, youth and elders, people of African descent, and other stakeholders whose contributions to adaptation are recognised in paragraph 10 of decision 12/CMA.7. There should be particular emphasis given to ensuring meaningful participation of frontline communities and civil society organisations, in line with the broader spirit of the BAR as an inclusive and people-centred process.

**Outcome for each workshop:** As CAN, it is important to capture the rich discussions from each workshop in a report; hence, we request that the UNFCCC secretariat take note and develop a report for consideration at the next session.

## **Technical Paper**

Paragraph 29 of 12/CMA.7 requests that the secretariat prepare a technical paper to enhance adaptive capacity, strengthen cooperation, and facilitate adaptation planning and implementation, in line with different national circumstances and in the context of Article 2, paragraph 1(a), of the Paris Agreement. It is a must:

- Be developed with inputs from civil society
- Address barriers to implementation, especially for developing countries.
- Serve as a practical tool for the BAR's first phase, not a purely academic exercise.

The focus of the technical paper should align with the agreed areas of the workshops, especially regarding the provision of adaptation finance and the centering of rights and justice in adaptation.