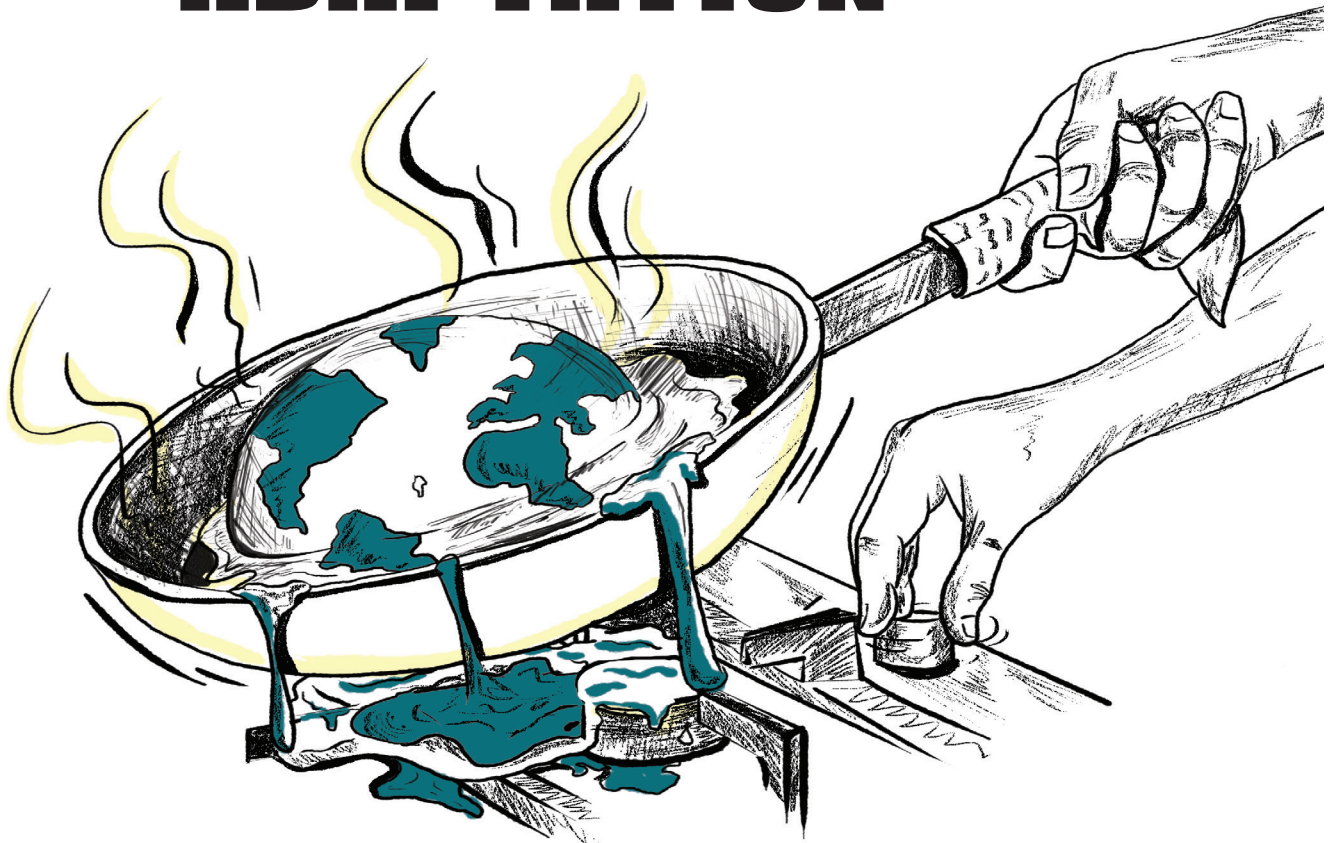




# GLOBAL GOAL ON ADAPTATION



The growing frequency of extreme weather events highlights the urgent need for global climate adaptation. In 2024, India experienced extreme weather on 255 of 274 days across 34 states/union territories.<sup>1</sup> From 1970 to 2019, there were over 11,000 extreme weather events worldwide, causing 2.06 million deaths and US \$3.6 trillion in losses.<sup>2</sup>

The adaptation finance gap has kept increasing, and now stands at US \$194–366 billion per year. This gap is 10–18 times greater than the current international public finance being provided towards adaptation, which stood at US \$21 billion<sup>3</sup> in 2021. Moreover, the estimated requirements may increase as countries fail to achieve their mitigation targets.

Negotiations towards adopting a framework for the global goal on adaptation (GGA) have been tedious. Disagreements have revolved around the lack of measurable adaptation targets, tracking methods and calls for increased support.<sup>4</sup>

The global goal on adaptation (GGA) was established in Article 7 of the Paris Agreement in 2015 to enhance adaptive capabilities, strengthen resilience and reduce vulnerabilities faced by frontline communities, livelihoods and ecosystems.

At COP26 held in Glasgow, Scotland in 2021, a two-year Glasgow–Sharm el-Sheikh (GlaSS) work programme on the GGA was established to address the disagreements from negotiations around targets, tracking mechanisms and enhanced support. At COP27 in Sharm el-Sheikh, Egypt, countries agreed on a framework for the GGA that follows a structured approach based on the adaptation cycle. The adaptation cycle includes categories for impact and vulnerability assessments, as well as planning, implementation, and monitoring, evaluation, and learning.

Subsequent GlaSS workshops have set key targets for the GGA, such as climate services for risk reduction, considerations of justice and equity, progress on National Adaptation Plans and access to finance, technology and monitoring and evaluation systems.<sup>5</sup>

## **Status of proceedings: COP28 and beyond**

### ***The UAE Framework for Global Climate Resilience***

The two-year GlaSS work programme led to a significant agreement between countries at COP28 in Dubai, United Arab Emirates. After extensive discussions, countries finally agreed on a framework for the global goal on adaptation (GGA) with specific targets for assessing global progress towards adaptation, known as the UAE Framework for Global Climate Resilience (UAE FGCR).

The UAE FGCR includes 11 global targets, seven of which are thematic targets covering water, health, ecosystems and biodiversity, food, poverty and livelihoods, infrastructure, and cultural heritage, while four targets are based on the adaptation cycle. The UAE FGCR aligns these targets with National Adaptation Plans (NAPs), highlighting the importance of country-led adaptation efforts. The text refers to narrowing the adaptation finance gap and provides a timeframe of up till 2030 to achieve targets on water, ecosystem restoration and health.<sup>6</sup>

At the same time, the UAE-Belém work programme was also launched at COP28 to develop indicators for tracking the progress towards these targets, with completion expected in 2025. While the UAE Framework provided foundational principles for adaptive measures and assessment of progress, a key gap has been the lack of emphasis on means of implementation. This refers to the support required by developing countries for finance, capacity building and technology transfer.<sup>7</sup>

### ***Adaptation Fund***

The Adaptation Fund was established in 2001 to support developing countries' efforts under the Kyoto Protocol. Since 2015, the fund has operated within the broader framework of climate finance established under the Paris Agreement. At COP26, developed countries had set a goal to double adaptation finance from 2019 levels by 2025, and pledged over US \$350 million for the fund with an additional five per cent of proceeds levied from the international carbon market mechanism under Article 6.4 of the Paris Agreement.<sup>8</sup>

However, these decisions have been followed by stark reductions in funding. In 2022, US \$230 million was pledged for the Adaptation Fund at COP27.<sup>9</sup> At COP28, the fund mobilised US \$188 million, falling short of its mobilisation goal of US \$300 million for 2023.<sup>10</sup>

### ***The Global Stocktake: Adaptation***

The Global Stocktake (GST), adopted at COP28, was set up under the Paris Agreement to assess global progress on climate action every five years. In the adaptation section within the text, the GST recognises the importance of country-driven climate adaptation and the need for accelerated financial support, monitoring and evaluation, and increased ambition.<sup>11</sup>

However, adaptation finance was not included in the GST's adaptation section, and instead found mention in the section on the means of implementation. The text refers to doubling adaptation finance from 2019 levels by 2025, and calls for future dialogues to address the adaptation finance gap.<sup>12</sup>

## Expectations from COP29

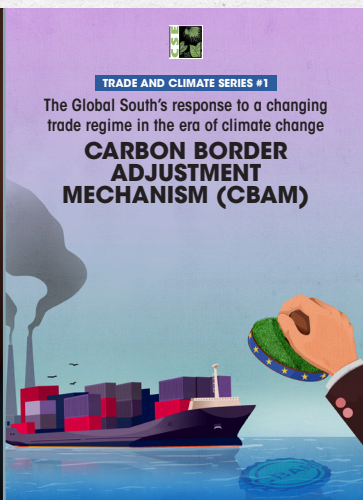
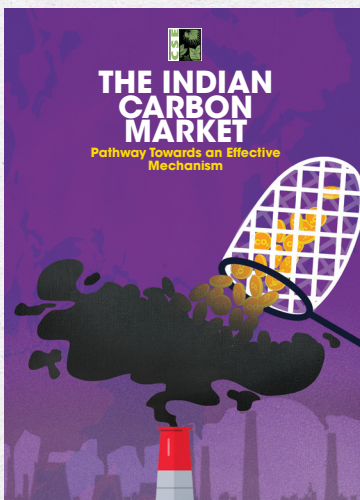
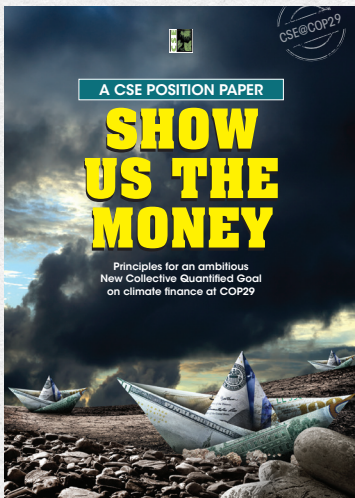
At COP29 in Baku, advancing the GGA will require important discussions on topics that the UAE FGCR has not yet addressed. These include providing means of implementation (finance, capacity building, and technology transfer), developing reliable indicators under the UAE-Belém work programme, and creating connections between the UAE FGCR, the GST, Nationally Determined Contributions (which are due for revision next year) and climate finance targets.

Furthermore, the New Collective Quantified Goal for climate finance (NCQG) will be the main point of discussion at COP29, and adaptation will be an important issue within this context. Many developing nations have demanded the inclusion of adaptation and loss and damage alongside mitigation as sub-goals for the NCQG. There have also been proposals to provide equal amounts of climate finance for mitigation and adaptation, and some countries have suggested a prioritisation of public finance / concessional finance / grant-based finance towards adaptation and loss and damage. The doubling of adaptation finance by 2025, though not enough to meet the needs of developing countries, will further help rebuild a shared commitment between developed and developing nations to tackle the challenge of climate adaptation.

Although the UAE FGCR has provided robust targets for achieving climate adaptation, these targets have to be converted into meaningful action. The negotiations at COP29 must address these critical concerns and bridge the adaptation finance gap—reducing vulnerabilities and building resilience of communities at the forefront of the climate crisis.

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## ARTICLE 6 OF THE PARIS AGREEMENT

<p>Article 6 of Paris Agreement is expected to take centrestage at COP29, as Parties seek to operationalise carbon markets. Article 6 establishes guidelines for cooperative approaches to reduce emissions and fulfil Nationally Determined Contributions (NDCs).</p>	<p>The rules surrounding emissions trading are important for accountability. If these rules are poorly framed, they could enable polluters to sidestep their obligations. On the other hand, if crafted well, they could enhance the integrity of global action.</p>	<p>The ongoing conversations are critical for a solid framework that prevents flawed mechanisms from redirecting efforts and investments away from meaningful climate action.</p>
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## CLIMATE FINANCE

<p>The headline issue for COP29 is the New Collective Quantified Goal on Climate Finance (NCQG). It is a goal for provision of finance to developing countries – countries need to agree upon it at COP29.</p>	<p>Apart from NCQG, finance discussions have included Article 2.1c of the Paris Agreement. Its interpretations within UNFCCC are as yet inconclusive. Though of a broader scope than NCQG, Article 2.1c is linked to all finance aspects of climate action, and decoding it is crucial.</p>	<p>In COP28, operationalising the Fund for Responding to Loss and Damage was at centrestage, with developed countries pledging US \$60 million. At COP29, countries need to work out the Fund's operation and management and how to scale it up.</p>
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## MITIGATION

<p>Global greenhouse gas (GHG) emissions surged to a record 57.1 gigatonnes of carbon dioxide equivalent in 2023, marking a 1.3 per cent increase compared to 2022.</p>	<p>The urgency to scale up mitigation actions will be a key discussion point at COP29, through a few channels: tracking targets laid out in the first Global Stocktake, the Mitigation Work Programme (MWP), and the process of updating climate pledges or Nationally Determined Contributions (NDC).</p>	<p>Climate finance—the headline COP29 issue—is crucial to the mitigation debate since without financing, the expectation of more mitigation ambition from developing countries is a violation of climate justice.</p>
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