

Issues and Options to Develop Modalities for the Baku Adaptation Roadmap

Discussion Paper

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Center for Climate and Energy Solutions

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A. Summary

1. The Baku Adaptation Roadmap (**BAR**), which was launched at the 29th Conference of the Parties (**COP29**), aims to advance progress towards the Global Goal on Adaptation (**GGA**) under the Paris Agreement and support the implementation of Decision 2/CMA.5, paragraph 38 (see Annex 1) from COP28, which, inter alia, asks Parties to enhance understanding of temperature increases across different regions.
2. The chairs of the Subsidiary Bodies (**SBs**) will develop the modalities for the BAR, taking into account Party submissions. Depending on whether the BAR is integrated into existing processes or a separate, standalone process, these modalities could include: the timeline; mandates; governance structure; alignment with existing climate processes; and strategic collaboration with relevant UNFCCC bodies, and external UN agencies.

Questions for consideration

- What function(s) could the BAR have within the existing landscape of adaptation bodies and processes under the Convention and the Paris Agreement?
- Which modalities could best meet that function(s)?

B. Context

Background

3. At COP28, Parties agreed the UAE Framework. Several issues that could not be decided at COP28 and required further negotiations were captured in paragraph 38. The list, commonly referred to as “*paragraph 38 issues*,” includes:
 - the exchange of knowledge, experience and information related to implementing the UAE Framework
 - the identification of potential inputs to future GST related to achieving the GGA
 - enhancement of understanding of, inter alia, the risks and impacts associated with different temperature increases across different regions
 - the opportunities for building on the best available science, including collaboration with the Intergovernmental Panel on Climate Change (*IPCC*) and other organizations, to provide information relevant to facilitating implementation of the UAE Framework
 - finalizing the terms of reference (*TORs*) of the UAE Framework for its review. (For further details see Annex I).
4. Paragraph 38 issues were not resolved at SB60 (June 2024). As a result, the Subsidiary Body for Scientific and Technological Advice (*SBSTA*) and the Subsidiary Body for Implementation (*SBI*) invited Parties to submit their views.¹
5. At COP29, Parties agreed to allow further submissions from Parties and to launch the BAR, with the aim of advancing progress in line with the GGA as outlined in Article 7.1 of the Paris Agreement and supporting the implementation of the paragraph 38 issues.² The SBSTA and the SBI are tasked with developing the modalities for work under the BAR.³ It is expected these issues will be further addressed at SB62 in June 2025.⁴
6. The COP29 outcome could be seen as having wholly or partially addressed some of the paragraph 38 issues, however. For instance, the COP29 decision stated that the final outcome of the UAE–Belém work programme, including through reporting by Parties, should constitute a source of input to the technical phase of the GST.⁵ It set the review of the UAE Framework after GST2 and scheduled consideration of its TOR after the completion of the UAE–Belém work programme.⁶ It also called on Parties to update their adaptation communications and submit their biennial transparency reports considering the UAE Framework. The UNFCCC Secretariat was asked to prepare a synthesis report for input into GST2 based on Parties’ inclusion of the UAE Framework in their adaptation communications and biennial transparency reports.⁷

C. Issues and Options

7. The SB Chairs and Parties could consider the following issues and options for the BAR modalities.

Mandate and Scope

8. The mandate for the BAR is to resolve five issues listed in paragraph 38 (see Annex 1), and consider them in the broadest interpretation of the BAR’s mandate: advancing progress in line with Article 7, paragraph 1, of the Paris Agreement.⁸ The scope of paragraph 38 issues is wide-ranging and includes both substantive and process matters. For example, “the enhancement of understanding of, inter alia,

the risks and impacts associated with different temperature increases across different regions” could require substantive discussion and further research.⁹ On the other hand, “the development of TOR for reviewing the UAE Framework, including the time frame for the review” is more typically a process issue.¹⁰

9. As such, it difficult to envision a simple BAR process with clear responsibilities and outcomes for these disparate issues. Measuring progress and avoiding duplication of efforts are further challenges. However, if Parties and the SB Chairs determine that the COP29 outcome is seen as having resolved several of these issues, the scope is much narrower, i.e., addressing only the remaining issues.

Timeline, Structure and Format

10. To determine the outcome of the BAR, Parties and the SB Chairs should consider what function(s) the BAR could have within the existing landscape of adaptation bodies and processes under the Convention and the Paris Agreement. Where would the BAR or its outcome most effectively fit within the current UNFCCC and Paris Agreement adaptation landscape?
11. For example, could the BAR serve as a means to integrate paragraph 38 issue(s) into the agendas of existing UNFCCC bodies and processes for resolution? Parties could, e.g., assign the “enhancement of understanding of the risks and impacts associated with different temperature increases” across different regions to the Adaptation Committee (**AC**) and/or the Least Developed Countries Expert Group (**LEG**) to report back at a certain date (see section Alignment and Linkages to Ongoing Work below).
12. Or should the BAR be treated as a separate, standalone process, such as a BAR dialogue, framework, body, or work programme? Parties and SB Chairs should consider that a timeline for a separate or standalone BAR process must allow for the scope of all issues to be addressed. Considering the diversity of the paragraph 38 issues noted above, a multi-year BAR process could be periodically reviewed to ensure accountability and assess the effectiveness of its modalities, allowing for adjustments over time. The BAR could be organized as a series of parallel workshops or dialogues, each focusing on a specific open issue from paragraph 38 that has not yet been addressed in the COP29 decision. Alternatively, the BAR could adopt a sequential approach, addressing one open issue at a time over the course of the year or years. However, the scope of a one-year process would likely need to be narrower to be effective.

Alignment and Linkages to Ongoing Work

13. Alignment with other relevant ongoing work could help ensure coherence between different adaptation processes and lead to greater linkage between priorities.
14. The COP29 decision also established the Baku high-level dialogue on adaptation, which will be held annually in the margins of the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (**CMA**), starting at CMA7 (November 2025).¹¹ The Baku high-level dialogue on adaptation could play a critical role in guiding the development of a multi-year BAR process by providing ongoing feedback and recommendations for its improvement. However, some Parties have cautioned that the Baku high-level dialogue on adaptation should not be seen as another negotiation forum. This dialogue could capture key discussions in non-negotiated outputs, such as the SB Chairs summaries, which would help distill valuable insights for the BAR, depending on its scope.
15. The BAR and the Baku high-level dialogue on adaptation could be used to address the fragmented adaptation agenda and bring coherence across the UNFCCC. These processes should foster

cooperation and could be used to make progress generally. A CMA7 outcome on the BAR and Baku high-level dialogue on adaptation could help create a more comprehensive response to a fragmented UNFCCC and Paris Agreement adaptation landscape.

16. One paragraph 38 issue calls for “the enhancement of understanding of, inter alia, the risks and impacts associated with different temperature increases across different regions.”¹² Depending on the scope of the BAR, the AC and/or LEG could be tasked with coordinating the enhancement of understanding of, inter alia, the risks and impacts associated with different temperature increases across different regions and facilitating knowledge exchange among countries and/or regions. Parties could also consider creating a task force or other body or requesting a report under the AC and/or LEG to examine the impacts of temperature increases in regions. Including regional experts in this task force would be valuable in developing region-specific guidelines addressing localized vulnerabilities, such as temperature increase.¹³ The outcome of these substantive discussions and/or requested reports on the associated risks that come with different temperature impacts on regions could be valuable as input to GST2.
17. The 1994 IPCC Technical Guidelines for Assessing Climate Change Impacts and Adaptations is currently being updated, including new adaptation indicators, metrics, and methodologies. These updates, developed in collaboration with IPCC Working Group II, will be considered for approval and published as part of seventh assessment report (**AR7**) and synthesis report.¹⁴ A special IPCC event will take place at SB62 (June 2025) and could be considered by the BAR.¹⁵ If published in time, AR7 and the Technical Guidelines update could also be considered as input into GST2.
18. The Nairobi work programme on impacts, vulnerability and adaptation to climate change (**NWP**) has a range of formal partners, including the IPCC, that could be invited by the CMA to hold dialogues during existing adaptation events in relation to the BAR and/or the Baku high-level dialogue on adaptation.¹⁶
19. In line with the COP29 decision, the exchange of knowledge, experience, and information, as well as the sharing of best practice related to the UAE Framework, could take place through the efforts of the AC, the LEG, the Facilitative Working Group of the Local Communities and Indigenous Peoples Platform, and other established bodies, including the NWP and various adaptation forums.¹⁷
20. Workshops between Parties and observers could be coordinated and planned to exchange knowledge and experience. If made a part of the BAR modalities, workshops on the exchange of knowledge, experience and information could also be mandated at the SBs, regional UNFCCC climate weeks, and on the margins of other related global climate events. However, the specific themes of these workshops, as well as the knowledge and experiences to be shared, have not yet been clearly defined or outlined. The SB Chairs and Parties will need to consider their agendas. Agendas could focus on data capacity and constraints for adaptation or transformational adaptation.¹⁸
21. Parties could consider several different modalities of engagement of stakeholders for exchanging knowledge, experience and information, including submissions from Parties and observers, expert workshops, and/or events at regional climate weeks to engage regional perspectives, amongst other modalities related to regional challenges and temperature increases. Outcomes from these workshops could also be included as input into GST2.
22. Parties and the SB Chairs could also consider how the BAR’s work could provide synergies to the Baku to Belem Roadmap to 1.3 trillion¹⁹ and/or Mission 1.5.²⁰

D. C2ES Resources

- [Transformational Adaptation at COP29: Issues and Options](#)
- [Enhancing Action & Cooperation for Early Warning Systems](#)
- [Enhancing Action & Cooperation for Halting and Reversing Deforestation and Forest Degradation](#)
- [Enhancing Action & Cooperation for Sustainable Agriculture and Resilient Food Systems](#)
- [Options for a Politically Salient Headline for the GGA](#)
- [The Global Goal on Adaptation at COP28](#)

E. Annex I: CMA Decision Language

Decision 2/CMA.5, paragraph 38

38. “Requests the Subsidiary Body for Implementation and the Subsidiary Body for Scientific and Technological Advice to initiate the consideration of matters relating to the global goal on adaptation at their sixtieth sessions (June 2024), taking into account ongoing processes under relevant agenda items and workstreams and drawing, at their discretion, on inputs from Parties, observers, the secretariat and relevant constituted bodies, with a view to providing recommendations for consideration and adoption by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at the latest at its seventh session (November 2025), focusing on, inter alia:
- (a) The exchange of knowledge, experience and information related to implementing the UAE Framework for Global Climate Resilience, including in relation to efforts to achieve the targets referred to in paragraphs 9–10 above, with the aim of fostering implementation;
 - (b) The identification of potential inputs to future global stocktakes related to achieving the global goal on adaptation, including by considering how the UAE Framework for Global Climate Resilience can facilitate the analysis of information required for assessing progress towards the goal;
 - (c) The enhancement of understanding of, inter alia, the risks and impacts associated with different temperature increases across different regions;
 - (d) The opportunities for building on the best available science, including collaboration with the Intergovernmental Panel on Climate Change and other organizations, to provide information relevant to facilitating implementation of the UAE Framework for Global Climate Resilience, including in relation to the targets referred to in paragraphs 9–10 above; to developing indicators, metrics and methodologies; and to identifying adaptation capacity gaps, challenges and the needs of developing countries;
 - (e) The development of terms of reference for reviewing the UAE Framework for Global Climate Resilience, including the time frame for review.”²¹

Advanced Unedited Decision -/CMA.6, paragraphs 29, 32-33.

29. “Decides to launch the Baku Adaptation Road Map with the aim of advancing progress in line with Article 7, paragraph 1, of the Paris Agreement and supporting the implementation of the elements outlined in paragraph 38 of decision 2/CMA.5 and requests the subsidiary bodies to develop modalities for work under the Road Map;”
32. “Notes that a limited number of submissions on matters related to paragraph 38 of decision 2/CMA.5 were received prior to the sixty-first sessions of the subsidiary bodies and invites Parties to submit views on those matters and on the modalities for work under the Baku Adaptation Road Map via the submission portal by 31 March 2025;”
33. “Emphasizes the importance of the exchange of knowledge, experience and information and sharing of best practices pertaining to the targets referred to in paragraphs 9–10 of decision 2/CMA.5, including through the work of the Adaptation Committee, the Least Developed Countries Expert Group, the Facilitative Working Group of the Local Communities and Indigenous Peoples Platform and other constituted bodies, and the Nairobi work programme on impacts, vulnerability and adaptation to climate change, and at other adaptation forums”²²

F. References

- ¹UN Framework Convention on Climate Change [hereinafter UNFCCC], *Global goal on adaptation*, Decision 2/CMA.5, ¶38 (March 15, 2024), https://unfccc.int/sites/default/files/resource/cma2023_16a01E.pdf.
- ²It is important to note that the Baku Adaptation Roadmap is separate from the process of agreeing to the indicators under the UAE Framework, mandated for consideration and adoption at COP30.
- ³UNFCCC, *Global goal on adaptation*, Decision-/CMA.6, ¶ 29 (November 24, 2024), https://unfccc.int/sites/default/files/resource/CMA6_agenda_item_9a_GGA_AUV.pdf (Advanced Unedited Version).
- ⁴ UNFCCC, *Global goal on adaptation*, Decision-/CMA.6, ¶ 39.
- ⁵ UNFCCC, *Global goal on adaptation*, Decision 2/CMA.5, ¶22.
- ⁶ UNFCCC, *Global goal on adaptation*, Decision-/CMA.6, ¶38.
- ⁷ UNFCCC, *Global goal on adaptation*, Decision-/CMA.6, ¶34.
- ⁸ UNFCCC, *Global goal on adaptation*, Decision-/CMA.6, ¶ 29; UNFCCC, “Paris Agreement,” Article 7.1, conclusion date: December 12, 2015, United Nations Treaty Series Online, registration no. I-54113, https://treaties.un.org/doc/Treaties/2016/02/20160215%2006-03%20PM/Ch_XXVII-7-d.pdf.
- ⁹ UNFCCC, *Global goal on adaptation*, Decision 2/CMA.5, ¶38(c).
- ¹⁰ UNFCCC, *Global goal on adaptation*, Decision 2/CMA.5, ¶38(e).
- ¹¹ UNFCCC, *Global goal on adaptation*, Decision-/CMA.6, ¶ 30.
- ¹² UNFCCC, *Global goal on adaptation*, Decision 2/CMA.5, ¶38(c).
- ¹³ The Adaptation Committee does have a mandate to focus on methodologies for assessing adaptation needs, which it released a technical paper in 2022 with its findings. UNFCCC, Methodologies for assessing adaptation needs and their application Technical paper (Bonn: Germany, UNFCCC, November 2022), https://unfccc.int/sites/default/files/resource/J0160_Adaptation%20Needs%20Technical%20Report%20final.pdf.
- ¹⁴Bart van den Hurk, *Update of the 1994 Technical Guidelines for Assessing Climate Change Impact and Adaptations Bonn*, June 6, 2024, UNFCCC 60th Subsidiary Bodies, Bonn, Germany [PowerPoint Presentation], accessed February 20, 2025, https://www.ipcc.ch/site/assets/uploads/2024/06/004_SB60_IPCC_Side_Event_Adaptation_Guid_WGII.pdf.
- ¹⁵ UNFCCC, *Global goal on adaptation*, Decision-/CMA.6, ¶37.
- ¹⁶ “NWP Partner Organizations,” UNFCCC, accessed April 10, 2025, <https://www4.unfccc.int/sites/NWPStaging/Pages/NWP-partner-organizations.aspx>.
- ¹⁷ UNFCCC, *Global goal on adaptation*, Decision-/CMA.6, ¶33.
- ¹⁸ Center for Climate and Energy Solutions [hereinafter C2ES], Transformational Adaptation for COP29 Issues and Options (Washington: DC, C2ES, September 30, 2024), <https://www.c2es.org/wp-content/uploads/2024/09/20240930-C2ES-Transformational-Adaptation-Issues-and-Options.pdf>.
- ¹⁹ “Baku to Belem Roadmap to 1.3T,” UNFCCC, accessed April 9, 2025, <https://unfccc.int/topics/climate-finance/workstreams/baku-to-belem-roadmap-to-13t>.
- ²⁰ “Troika: Mission 1.5,” UNFCCC, accessed April 9, 2025, <https://unfccc.int/process-and-meetings/conferences/un-climate-change-conference-belem-november-2025/troika-mission-15>.
- ²¹ UNFCCC, *Global goal on adaptation*, Decision 2/CMA.5, ¶38.
- ²² UNFCCC, *Global goal on adaptation*, Decision-/CMA.6, ¶29, 32-33.