

LMDC's Views on matters related to paragraph 38 of decision 2/CMA.5 and Baku Adaptation Roadmap (BAR)

The LMDC would like to take this opportunity to express our views in correspondence to the invitation for submissions by Parties, from paragraph 32 decision -/CMA.6 on the Global Goal on Adaptation, which states: *“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”*

Overarching views

The LMDC recognizes that *“the purpose of the UAE 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 in the context of the temperature goal referred to in Article 2 of the Paris Agreement, with inclusive adaptation approaches”*. We also recognize that **implementing the UAE framework must adhere to the principles and provisions of the UNFCCC and its Paris Agreement including the principle of Equity and Common but Differentiated Responsibilities**.

In this regard, our group views that all aspects under the BAR and paragraph 38 should be developed in the context of accelerating adaptation action and support under the Convention and its Paris Agreement, in particular on **means of Implementation (MOI) in line with Common but Differentiated Responsibilities and subject to developed country Parties' fulfilment of their obligations and their responses in providing finance, technology transfer, and capacity building to assist developing country Parties**.

Baku Adaptation Roadmap, including (Paragraph 38 of decision 2/CMA.5)

The LMDC underscores the importance of paragraph 38 of decision 2/CMA.5 **as a key driver** for advancing the Global Goal on Adaptation, including the UAE Framework and the outcomes of the UAE-Belem Work Programme. Moreover, the connection between this paragraph and the Baku Adaptation Roadmap (BAR) would provide a structured and forward-looking pathway to ensure that adaptation efforts continue to advance and are at the core of climate action. Paragraph 38 of decision 2/CMA.5 outlines critical areas for advancing adaptation under the GGA, thus the LMDC views **it as essential to strengthening adaptation implementation in the context of adapting to the impacts of the temperature goal of the Paris Agreement as outlined in article 2.1a in a manner that is country-driven, inclusive of all adaptation approaches, reflective of national circumstances and in adherence of the principles and provisions of the UNFCCC and its Paris Agreement including equity and the principle of common but differentiated responsibility**. Thus, the LMDC sees that **Paragraph 38, and its elements should be fully integrated into the modalities of the BAR**, this would allow for translating the elements under paragraph 38 into tangible adaptation actions and outcomes.

Keeping this into consideration, our group would like to express our detailed views on these matters as below:

Modalities of the BAR

We view that the BAR provides an opportunity to effectively operationalize adaptation implementation in a forward and long-term looking manner, whilst also building on the milestones achieved thus far under the GGA, including the UAE Framework for Global Climate Resilience, and the UAE-Belem Programme and its indicators. This would involve a structured approach, incorporating actions that strengthen adaptation efforts.

We propose the **establishment of a dedicated structured pathway** under the BAR to support the implementation and operationalization of adaptation efforts, including the outcomes of the UAE-Belem Work Programme, to ensure that adaptation is fully integrated into climate actions long-term. **We expect that the modalities should be conducted as following:**

1. **Overseeing of the roadmap's implementation**, under the Global Goal on Adaptation agenda, shall be conducted by The Subsidiary Body for Implementation (SBI) and the Subsidiary Body for Scientific and Technological Advice (SBSTA), with the help from the secretariat, including on the following elements:
 - **A dedicated technical process** should be established under the BAR to support the implementation and operationalization of the outcomes of the UAE-Belem Work Programme on adaptation indicators.
 - Following the adoption of adaptation indicators, the next critical steps should be **analysis of the applicability of indicators**, which include developing technical guidance on indicator methodologies, establishing a standardized reporting, and supporting countries in applying the indicators through tailored technical assistance to ensure effective tracking of adaptation progress, this process should also address data readiness, capacity-building, and interoperability with national reporting systems.
 - **The technical inputs and knowledge products**, as well as expertise should be provided by the Adaptation Committee and other relevant constituted bodies (e.g., Consultative Group of Experts, Least Developed Countries Expert Group, Standing Committee on Finance, Nairobi Work Programme). The scope of the technical inputs and knowledge products should be outlined based on the means of implementation on financing, technology transfer and capacity building, and identify the gaps and challenges for implementation of adaptation action and supports towards UAE Framework for Global Climate Resilience.
 - A progress report on the implementation of the BAR should be prepared and published, at least six weeks prior to, and for consideration by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement (CMA).

2. **Defining the goal, outcomes, and priorities for action of the roadmap should be in clear phases; (initial implementation, monitoring, review, and update).** The LMDC sees that **the best modality of implementing the BAR should be in defined in a phased manner**, ensuring a structured progress as follows:

Phase I initial implementation (2025-2028): Identifying the goal, outcomes, and priorities for action;

- Goal: Advancing the implementation of the GGA, including the UAE Framework, and outcomes of the UAE-Belem Work Programme, through a structured and forward-looking roadmap that ensures adaptation efforts are inclusive, country-driven, and adequately respond to the impacts of the temperature goal of the Paris Agreement outlined in Article 2.1a.
- Outcomes: Enhancing adaptive capacity, strengthening resilience, and reducing vulnerabilities to climate change while enhancing the access to means of implementation and strengthening the adaptation communications including through NDCs, BTR, and NAPs
- Priorities:
 - Aligning Adaptation Action with adequately responding to the impacts of the Temperature Goal
 - Strengthening adaptation implementation
 - Enhancing knowledge-sharing
 - Ensuring access to the Means of Implementation for adaptation

Phase II Monitoring and Review (2028-2029): Focusing on the monitoring processes, revising and refining the mechanisms for implementation, and ensuring that the modalities of the BAR remain up to date with the evolving climate risks and national needs and priorities.

Phase III Refinement and Long-Term Integration (2029 – Onwards): Incorporating lessons learned from the previous phase (II), monitoring and mid-term review to enhance adaptation strategies.

3. Elaborating how adaptation efforts are implemented and integrated into NDCs, Adaptation Communications, NAPs and the GGA Agenda.

4. Aligning adaptation action, strategies and policy with adequately responding to the impacts of the temperature goal of the Paris Agreement.

The BAR Work Programme

The LMDC proposes the establishment of a structured work programme under the BAR, to ensure that Parties can access the tools and technical resources needed to strengthen their adaptation actions and diverse approaches, according to national circumstances, needs, and

priorities, in a well-structured and organized manner. **Some of the key items on this work programme includes:**

- Establishment of a structured work programme which supports the development and implementation, as well as the scaling up of adaptation solutions across the diverse options of approaches
- The work programme would promote the support for all types of adaptation responses in their various forms, this includes but is not limited to incremental adaptation, proactive adaptation, long term adaptation, nature-based solutions, technology innovations, etc.. Highlighting that adaptation is not a one-size-fits-all all process
- It would include a series of workshops and expert meetings to facilitate knowledge exchange and capacity building amongst Parties and other relevant stakeholders
- It would provide a platform for Parties to exchange their best practices and lessons learned, discuss areas of needed targeted technical support, and develop adaptation strategies catered to national and local needs
- It would also encompass aligning adaptation planning and implementation with adequately responding to the impacts of the temperature goal of the Paris Agreement, ensuring responses are informed by the risks and impacts associated with different levels of global warming

Summary of action items under each of the “Phases” of the BAR

The LMDC sees that the proposed phases of the BAR should incorporate key action items per each individual phase;

Phase	Key Action Items
Phase I initial impleme ntation (2025- 2028)	<ol style="list-style-type: none"> 1. Launching a platform to facilitate implementation of adaptation actions, this would allow for collaboration between governments and all relevant stakeholders on developing projects for investment in a country owned and nationally determined manner 2. Establishing the technical process under the BAR to support the implementation and operationalization of the outcomes of the UAE Belem Work Programme and its indicators, including a trial period of indicator implementation 3. Translating adaptation planning into tangible actions 4. Initiating the implementation of the work programme under the BAR
Phase II Monitori ng and Review (2028- 2029)	<ol style="list-style-type: none"> 1. Tracking progress against the defined goal of the roadmap, as well as the outcomes and priorities 2. Enhancing the digital platform 3. Reviewing the modalities under the BAR, and its outputs, ensuring they remain up to date with evolving climate risks; this means a robust monitoring and reporting system is needed for assessing the progress

	<p>under the BAR. Thus, we propose that Parties should report on their adaptation progress under the BAR, through their NDCs, Adaptation Communications, and BTRs</p> <ol style="list-style-type: none"> 4. Conducting a framework review on the BAR in (2028) to ensure that the roadmap remains effective 5. Reviewing the indicators of the UAE-Belem Work Programme usage and implementation as part of the framework review in (2028), which allows for Parties to track and report their progress in a manner that reflects national circumstances and responses to the impacts of the temperature goal
Phase III Refinement and Long-Term Integration (2029 – Onwards)	<ol style="list-style-type: none"> 1. Adjusting the adaptation approaches to reflect emerging climate risks and increasing temperature scenarios, ensuring continued alignment with the temperature goal referred to in the Paris Agreement 2. Aligning adaptation implementation under the BAR with advancements in scientific assessments including IPCC reports, and adaptation indicators 3. Adjusting the roadmap to reflect the emerging needs and priorities of Parties, particularly developing countries

Activities under the BAR and its work programme, that would respond to the elements of paragraph 38

As outlined in our introduction, the LMDC believes that the elements set out in paragraph 38 should be fully integrated into the BAR. Incorporating these elements will provide a more coherent space for planning activities and translating them into concrete, and impactful actions and outcomes. In this context, we have identified the following initial activities (which would be further expanded down the roadmap phases), each corresponding to a sub-bullet of paragraph 38, to be implemented under the BAR and its Work Programme, where relevant:

Sub-bullet	Key activity	Stakeholders	Phase
(a): The exchange of knowledge, experience and information related to implementing the United Arab Emirates 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	1. A technical paper prepared by the Secretariat on all adaptation approaches and solutions. This paper would provide an overview of all adaptation approaches with examples of their application across different contexts – this would also be responding to sub-bullet (c)	Secretariat in collaboration with the IPCC	Phase I
	2. A technical paper on enhancing the adaptation components within existing reporting	Secretariat in collaboration with the CGE	Phase I

	mechanisms under the UNFCCC and the Paris Agreement, including Nationally Determined Contributions (NDCs) and other relevant instruments		
(b): The identification of potential inputs to future global stock takes related to achieving the global goal on adaptation, including by considering how the United Arab Emirates Framework for Global Climate Resilience can facilitate the analysis of information required for assessing progress towards the goal	1. An Analysis of the first GST to identify lessons learned on GGA components. This would be conducted through a series of two joint GGA-GST workshops, during the second round of GST analysis and prior to each GST cycle.	GGA GST	Phase I
	2. A series of two joint GGA-GST workshops during the second round of GST analysis and prior to each GST cycle.	GGA GST	Phase I
(c): The enhancement of understanding of, inter alia, the risks and impacts associated with different temperature increases across different regions	1. A technical paper on the risks and impacts associated with different levels of temperature increase across regions, providing an overview of existing analyses, methodologies, and country approaches for assessing climate risks and impacts linked to various warming scenarios	GGA In collaboration with the IPCC	Phase I
	2. A Technical paper on methodologies to assess progress towards adapting to the impacts of the temperature goal of the Paris Agreement	GGA In collaboration with the IPCC	Phase I

	3. Needs and costs assessments for necessary technologies, this would include Analysis of the current understanding on needs and costs for technologies utilization for assessing risks and impacts associated with different temperature increases across different regions towards GGA targets	IPCC TEC PCCB SCF	Phase I
(d): The opportunities for building on the best available science, including collaboration with the IPCC and other organizations, to provide information relevant to facilitating implementation of the United Arab Emirates 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	1. Joint efforts by the GGA and RSO to communicate progress among the GGA and relevant scientific communities	GGA RSO	Phase I
	2. Structured dialogues on the UAE-Belem indicators outcome, applicability, and relevance between Parties and experts	GGA	Phase I
	3. Identification of the gaps between developing and developed countries on the implementation of adaptation actions, including the targets outlined in the UAE Framework by using the relevant scientific information	FFA RSO NAPs TEC PCCB SCF	Phase I
	4. Establish a dedicated mutual scientific cooperation mechanism between the GGA and relevant scientific communities, including RSO and others, to explore scientific tools and information effectively to inform the GGA, including the UAE Framework	GGA RSO Other relevant scientific stakeholders	Phase I
(e): The development of terms of reference for reviewing the United Arab Emirates Framework for Global Climate Resilience, including the time frame for the review	1. Developing a workplan during COP 30 for further consideration on the timeline for the establishment of a Terms of Reference for the review of the UAE Framework and GGA	GGA	Phase I
	2. Identification of key contents to be reviewed under the UAE Framework, including the indicators of the UAE-Belem work Programme	GGA	Phase I

The Baku High-level dialogue

The LMDC emphasizes the importance of leveraging this High-Level Dialogue to build momentum around adaptation efforts and implementation. It is essential to create a platform that allows Parties to move beyond merely technical discussions and engage in broader, strategic conversations on the implementation of adaptation action. Moreover, the dialogue should also focus on discussions that cater to national and local specific adaptation strategies, ensuring the unique needs of countries and regions are reflected. **The dialogue should:**

- Provide a platform for Parties to evaluate the progress of global adaptation efforts, explore challenges hindering implementation, and point out critical areas where increased support is needed.
- Promote the sharing of experiences and strategies to enhance adaptation, in line with Article 7.1 of the Paris Agreement, and ensure that adaptation measures are effectively aligned with adapting to the impacts of the temperature goal in the Paris Agreement.
- Center around core adaptation topics such as building resilience, enhancing adaptive capacity, and closing existing adaptation gaps.

Gaps and Challenges

The LMDC would like to highlight some identified gaps and challenges faced throughout workstreams under UNFCCC towards the implementation of UAE Climate Resilient Framework **as below:**

- (1). **Lack of dedicated methodologies** committed to help developing country parties, to analyze thesis gaps/challenges of technology development and transfer, capacity building and financing for the acceleration of adaptation actions towards key thematic and adaptation cycle targets.
- (2). **Lack of technical elements tools** of the GGA to be able to provide input to the GST on to **tracking and calculate the progress on relevant MOI obligations of developed countries** outlined under the Convention and its Paris Agreement on implementation of adaptation actions, provided for developing countries. **This should be adequately considered during the development of indicators by experts, under the UAE-Belem work programme.**
- (3). **Lack of analysis** to ongoing processes under relevant agenda items and workstreams towards the implementation of the GGA including the UAE Framework. There is no efficient technical assessments on adaptation components towards GGA in all relevant agenda items and workstreams, including AC, LEG, NWP, NAP, TEC, PCCB, SCF, BTR, CGE, etc. under the Convention and its Paris Agreement. This gap results in difficulties for Parties to designing clear strategies for the aspects under the paragraph 38

On Transformational Adaptation:

The LMDC wishes to raise our concerns regarding the Secretariat’s technical paper on transformational adaptation. While we acknowledge that such an approach may have relevance in specific contexts or regions, the current document places undue focus on its universal application, making it seem like **the “one-size fits all” approach that does not consider other adaptation approaches and pathways based on national and local contexts**. It does not sufficiently consider the varied realities and needs of countries, especially those in the developing world. In particular, the paper overlooks the significant financial, technological, and institutional limitations that many developing countries face—limitations that can hinder the feasibility of potentially abrupt systemic shifts. While transformational adaptation might be appropriate in some contexts, it also carries risks, potentially destabilizing livelihoods, economies, and social structures. **We underscore the need for a more inclusive and context-sensitive approach**. The Secretariat’s knowledge products should reflect a full range of adaptation strategies, not just large-scale transformations. Incremental measures, ecosystem-based approaches, and locally led solutions must be equally recognized and valued.

Therefore, **we request that the Secretariat develop a revised technical paper that highlights a diversity of adaptation approaches, grounded in national and local realities**. This should include careful consideration of **means of implementation** for developing countries, **to ensure a fair and actionable outcome, in particular for developing countries**.