



# ADAPTATION AS A PRIORITY ON THE ROAD TO COP30

Adaptation Task Force – CAN-LA

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## DEAR COLLEAGUES, FRIENDS AND ALLIES,

The climate adaptation agenda is emerging as one of the key pillars of COP30 on the road to Belém.

During the month of May, Climate Week and the Nature Summit were held in Panama City. Although adaptation was not highlighted as a central theme in the official programming, it was present in strategic spaces, such as the discussions of the Just Transition Work Programme (JTWP) and the evaluation of National Adaptation Plans (NAPs) by the Parties.

Meanwhile, the uncertainty surrounding the action agenda – still not announced – leaves open its potential to prioritize climate adaptation beyond the formal framework of the negotiations.

Another important milestone was the participation of Marcele Oliveira, recently appointed as Youth Climate Champion, at Panama Climate Week, where she issued an urgent call to prioritize adaptation in this key year.

Toward the end of May, the long-awaited expert group report on indicators for the Global Goal on Adaptation (GGA) was released, accompanied by new submissions from developing country coalitions on the Baku to Belém Roadmap (BBR) and the Baku Adaptation Roadmap (BAR).

With SB62 around the corner, Bonn is expected to represent a decisive turning point for advancing negotiations toward Belém. This was emphasized by the Brazilian Presidency in its Third Letter to Civil Society. Key progress is expected on topics such as GGA indicators and the operationalization of NAPs.

In our next bulletin, we hope to share good news from Bonn!

This bulletin brings together strategic updates, opportunities, and next steps for those closely following the climate adaptation agenda in the lead-up to COP30.

We are 39 organizations from 13 countries in Latin America and the Caribbean, joining voices to strengthen our messages through to COP30. As always, feel free to share this bulletin and contact us with comments or contributions.

If your organization would like to join this Task Force, you can write to:  
**[adaptacion@institutotalanoa.org](mailto:adaptacion@institutotalanoa.org)**

**Warm regards,**

*Adaptation Task Force Team (Instituto Talanoa & CANLA Secretariat)*

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## Q IN FOCUS: GLOBAL GOAL ON ADAPTATION (GGA) INDICATORS

On May 22, the UNFCCC Secretariat released a technical report presenting 8 thematic reports and an Excel file with a consolidated list of indicators, based on inputs from thematic groups involving 78 experts from around the world. Following the Baku mandate, the groups applied common approaches: they broke down the goals into subcomponents, matched existing indicators to subcomponents and/or developed new ones where gaps were found or adjusted current ones. Indicators from the Sustainable Development Goals, Sendai Framework, and other international frameworks were adapted to reflect adaptation.

Using a common template developed at the March workshop in Bonn, the list was narrowed from nearly 10,000 indicators to 490. This leaves room for Parties to reflect and provide further guidance so that experts can continue their work and eventually arrive at a selection of 100 indicators. One key fact from the list is the significant number of means of implementation indicators, representing 28% of the total. Of these, 11% are exclusively related to finance.

Next steps suggested by the groups include, among others: greater collaboration with other groups to reinforce cross-cutting indicators; improving standardization of definitions, methodologies, and ensuring clarity on key concepts; refining selected indicators and clarifying metadata; creating an online database or information platform to store metadata and share sources; expanding stakeholder engagement, including cross-border and systemic risk dimensions; developing and integrating region-specific indicators into global frameworks.

Two key points for reflection are highlighted: limited data availability should not prevent the inclusion of new indicators; and indicators should inform judgment, rather than be used as standalone measures. They must be interpreted collectively to reflect system-wide progress and shortcomings in adaptation.

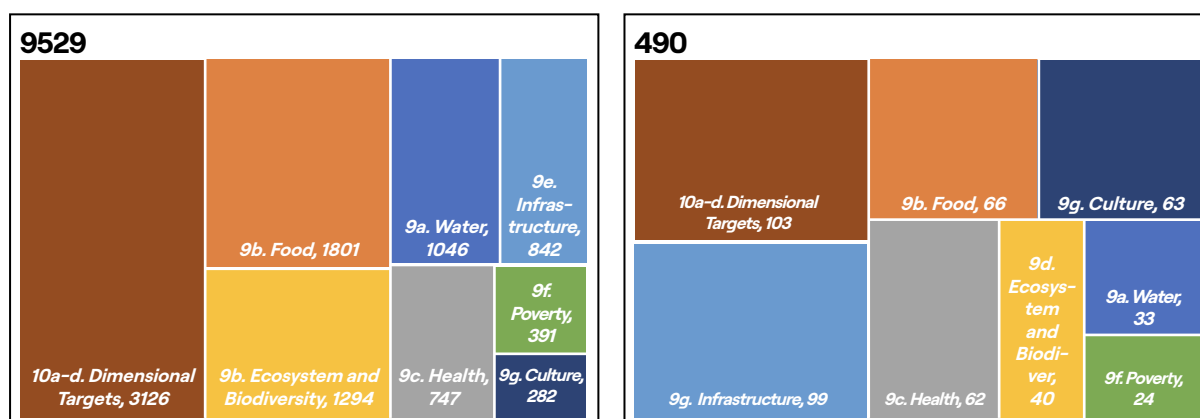


Image: Reduction in the number of indicators from 2023 to May 2025, when the expert group's report was presented. Source: *Technical report on indicators for measuring progress achieved towards the targets referred to in paragraphs 9–10 of Decision 2/CMA.5.*

## Q BEYOND THE GGA...

### **Introductory Dialogues: Adaptation in a Just Transition**

At Climate Week, a dialogue was initiated within the Just Transition Work Programme on the importance of adaptation in the shift to a decarbonized economy. Driven by developing countries, this conceptualization is emerging and still contested, making it key to find synergies between the two agendas. The Brazilian Presidency has stated that Just Transition will be an important pillar of COP30.

### **NAPs: A Call from the Presidency**

Currently, 63 countries have submitted their National Adaptation Plans to NAP Central, the UNFCCC platform. Despite Latin America being a region vulnerable to climate change, only 12 countries from the region have submitted their NAPs so far. In its Third Letter, the COP30 Presidency called on all countries to submit their National Adaptation Plans before COP30. In this context, NAPs must not be merely plans but mechanisms for implementation and resource mobilization at national and local levels, aligned with the Global Goal on Adaptation and decisions on climate finance.

## **FINANCE FOR ADAPTATION**

### **A Goal Without a Home: Who Is Responsible?**

Finance remains the cornerstone for making climate adaptation a reality. Without sufficient resources, plans and promises do not translate into concrete actions. As the deadline established in the Glasgow Climate Pact to double adaptation finance approaches, the outlook raises more questions than answers.

### **Doubling Adaptation Finance: Where Do We Stand?**

At COP26 in Glasgow in 2021, developed countries adopted one of the most important adaptation finance commitments: to double adaptation finance to developing countries by 2025, based on 2019 levels. This goal, reflected in the Glasgow Climate Pact (decision 1/CMA.3, paragraph 18), responded to the growing recognition that adaptation could no longer be secondary to mitigation within the Paris Agreement's financial architecture (UNFCCC, 2021).

According to the UNFCCC Standing Committee on Finance (SCF), the baseline for doubling was approximately USD 20 billion in 2019, based on flows attributed to developed countries, both bilateral and multilateral (SCF, 2023). However, the same report warns that there is no single figure: adaptation finance volumes that year ranged from USD 7.1 billion to USD 20.3 billion depending on the source (BRs, UNEP, OECD, Oxfam). Thus, the “doubling” target may mean reaching between USD 14.2 billion and USD 40.6 billion annually by 2025.

Three years later, in 2022, a significant jump was observed: international public finance for adaptation reached USD 28.6 billion, according to UNEP's *2023 Adaptation Gap Report*. This was the largest annual increase since the adoption of the Paris Agreement (UNEP, 2023).

The same report estimates that annual adaptation needs in developing countries range between USD 215 billion and USD 387 billion by 2030, with an average projected at USD 359 billion per year. This implies a finance gap that is, at best, ten times larger than current flows.

Although the figures show nominal growth, the latest SCF report (2024) stresses that more than half of adaptation finance is provided as loans (59%), with only 31% as grants. Multilateral development banks (MDBs) deliver 83% of their adaptation finance as debt, while multilateral climate funds offer nearly all support as grants. This imbalance contradicts climate justice principles and limits real access to finance for the most vulnerable countries.

Further challenges include methodological and transparency issues: countries use different criteria and markers (e.g., Rio markers) to report financial flows, and there are significant time lags. According to the SCF, it will not be possible to determine whether the Glasgow goal was met until 2028, when reports are submitted under the Paris Agreement's enhanced transparency framework.

The doubling commitment lacks a centralized mechanism or institution—there is no institutional or physical “home” to oversee this target. This hinders traceability and makes monitoring more difficult.

The absence of a clear mandate has also led to inconsistencies in reporting and classification, worsening access and efficiency challenges, especially for countries with limited technical capacity.

One possible option is to strengthen the role of the Green Climate Fund (GCF), given its operational experience and focus on direct access. Another could be to establish a new UNFCCC entity with specific roles for tracking, transparency, and technical support for adaptation.

With just six months left before the Glasgow deadline, the assessment is mixed. There is quantifiable progress in volumes, but deep gaps remain in the quality, accessibility, and transparency of adaptation finance.

Improving national planning, facilitating data access, standardizing methodologies, and reducing bureaucracy are necessary steps. Moreover, the role of public and private actors must be reinforced, and fairer eligibility criteria are urgently needed for highly vulnerable countries that do not qualify as low-income.

Adaptation cannot wait. Without a coherent, predictable, and fair financial architecture, the Glasgow goal risks joining the long list of unfulfilled promises. And what's at stake is not just a number—it's the resilience of entire communities facing an increasingly uncertain climate future.



[See our event on Adaptation as a Priority](#)

### 🕒 **What Could the Baku Adaptation Roadmap Be?**

With the conclusion of COP29 in Baku, Azerbaijan, the Baku Adaptation Roadmap (BAR) was officially launched as a strategic effort to address structural gaps around the implementation of the Global Goal on Adaptation (GGA). Far from being a mere compilation of good intentions, the BAR has been mandated to address the so-called “paragraph 38 issues” from the UAE Agreement— a set of technical, political, and methodological challenges unresolved at COP28 and SB60.

According to the document *Issues and Options to Develop Modalities for the Baku Adaptation Roadmap: Discussion Paper* (C2ES, 2025), the objective of the BAR is to advance implementation of Article 7.1 of the Paris Agreement and serve as a bridge between COP29 and COP30 in Belém. In other words, it is not just a dialogue platform, but a roadmap with the potential to structure the global adaptation architecture for the coming decade.

### **A Structure Under Construction**

Subsidiary bodies (SBSTA and SBI) are currently designing the modalities of the BAR. These may include timelines, mandates, governance structures, and alignment with existing climate processes. Two potential pathways are on the table: integrating the BAR within existing frameworks such as the Adaptation Committee or the Least Developed Countries Expert Group (LEG), or establishing it as an independent and permanent process with its own operational framework.

These topics are expected to be addressed at SB62 in June 2025, where thematic workshops, knowledge exchange mechanisms, and links with the IPCC and other scientific platforms may be defined. It is also anticipated that the high-level adaptation dialogue launched in Baku and beginning at CMA7 (November 2025) will serve as a political space to feed into the BAR without becoming a formal negotiation arena.

### **The Relevance of the BAR in the Current Climate Process**

So far, the BAR does not have a clearly defined executive function, but its strategic relevance is growing. Its mandate is broad, and its flexibility allows it to evolve over time. If the BAR succeeds in incorporating regional inputs, aligning with the Global Stocktake cycles, and establishing concrete links with science, national planning, and monitoring systems, it could fill the structural gap that still persists in the implementation of the GGA.

Several countries, including many from the Global South, have expressed growing interest in influencing the design of the BAR during this foundational stage, which could translate into joint submissions and more active participation in its definition. If this momentum is sustained, and if the modalities are built with clarity and technical focus, the BAR could become the space where climate ambition begins to translate into real structural transformations. Although its mandate does not include the direct mobilization of funding, its ability to organize knowledge, guide methodologies, and articulate priorities within the international climate regime can indirectly strengthen other complementary processes.

## LMDCs joint submission on BAR

The Like-Minded Developing Countries (LMDCs) introduced new proposals for the BAR.

They emphasized the importance of a three-phase timeline for GGA implementation: (i) initial implementation (2025–2028); (ii) monitoring and review; and (iii) long-term adjustment and integration.

They also proposed creating a dedicated Adaptation Working Group within the UNFCCC.

Access the submission here:

[LMDC Submission on BAR](#)



Access the submission repository here:

[Baku Adaptation Roadmap submissions Hoja de Ruta Baku](#)

## Baku–Belém Roadmap: G77 Speaks Up, LDCs Call to Triple Adaptation Finance

One of the most ambitious outcomes of COP29 was the launch of the Baku–Belém Roadmap, established in Decision CMA.6/11. This roadmap, led by the COP29 and COP30 Presidencies, sets the goal of reaching USD 1.3 trillion per year by 2035, from both public and private sources, focused on mitigation, adaptation, and loss and damage.

In May 2025, new developing country groups submitted their contributions to the BAR modalities process. The Group of 77 + China (G77) emphasized that loss and damage finance must be an integral part of long-term commitments, and stressed the need for a clear definition of what constitutes climate finance, as well as the leading role of public finance. They also advocated for improved access and transparency in financial flows (G77 submission, 2025).

Meanwhile, the Least Developed Countries (LDCs) called for tripling adaptation finance over the next decade, proposing a new concrete goal to replace the current “doubling adaptation finance” target, whose mandate ends this year. In numbers, this would mean reaching USD 120 billion annually by 2030, based on rising needs identified in UNEP’s Adaptation Gap Report (LDCs submission, 2025).

With COP30 in Belém on the horizon, operationalizing this roadmap is now a political and technical priority. The Baku–Belém Roadmap represents a unique opportunity for the Global South not only to demand, but to shape the future financial architecture of climate action.

## 📅 PAST EVENTS

- » ⚡ **Synergies for adaptation finance: Connecting the GGA, NCQG, and beyond on the road to COP30**
- » **Date:** May 27, 9:00–10:30 a.m. Mexico City time
- » **Format:** Online via Zoom, workshop format.
  
- » ⚡ **Latin American and Caribbean Organizations Retreat**
- » **Date:** May 22–23, Panama City

## 📅 UPCOMING EVENTS

- » ⚡ June 2 – **Workshop: Analysis and Co-Design of Indicators for the Global Goal on Adaptation Framework, Co-CoA**
  
- » ⚡ June 3 – 11:00–13:00 – **Pre-Bonn Workshop – Adaptation as a Priority Task Force on the Road to COP30**
  
- » ⚡ June 4 – **Brazil Coordination with Civil Society, in Brasília**
  
- » ⚡ June 5 – 10:00–11:30 – **GGA Call: “Bridging Technical and Political Agendas on the Global Goal on Adaptation” (UN Foundation)**
  
- » ⚡ June 10 – **Baku–Belém Roadmap: Civil Society Perspectives**  
**Format:** Online via Zoom, with English–Spanish simultaneous interpretation  
**Date and Time:** June 10, 9:00–10:30 a.m. (Mexico City) / 4:00–5:30 p.m. (London)  
**Organizers:** GFLAC and REDFIS  
**Registration link:** [https://us02web.zoom.us/webinar/register/WN\\_0mLqhIOOTqmPkKvHc3iCpA](https://us02web.zoom.us/webinar/register/WN_0mLqhIOOTqmPkKvHc3iCpA)
  
- » ⚡ June 11 – 04:30–12:00 – **NCQG Expert Technical Session (SCF, UNFCCC) – Bonn, Germany**
  
- » ⚡ June 16–26 – **SB62 in Bonn, Germany**  
**\* All listed times below refer to local time in Germany (CEST).**
  
- » ⚡ June 23 – 15:00–17:30 – **CEST – Workshop “From National to Local: Opportunities for NbS in Urban NDCs and NAPs” – Marriott Hotel, Bonn**
  
- » ⚡ June 24 – 15:00–16:15 – **CEST – Side Event: “Bridging Perspectives: Transformational Adaptation” – Kaminzimmer Room**
  
- » ⚡ June 25 – 09:00–13:00 – **CEST – Workshop on Non-Economic Loss and Damage – Bonn Marriott Hotel (English only)**

## NEWS AND ARTICLES

🌐 Third Letter from the COP30 Presidency.  
<https://cop30.br/es/presidencia/cartas-de-la-presidencia/tercera-carta-de-la-presidencia>

✧ 3rd Letter from the COP30 Presidency: The Road Is Bonn..  
<https://politicaporinteiro.org/2025/05/23/3a-carta-da-presidencia-da-cop30-o-caminho-e-bonn/>

✧ What will it take for adaptation to get the attention it deserves?.  
<https://politicaporinteiro.org/2025/05/29/what-will-it-take-for-adaptation-to-get-the-attention-it-deserves/>

✧ Open Letter from the Brazilian Government on the Baku–Belém Roadmap – REDFIS.

✧ Technical Document Co-CoA. From Baku to Bonn: Situation Overview and Proposals.  
<https://arg1punto5.com/index.php/2025/05/30/documento-tecnico-cocoa-de-baku-a-bonn-estado-de-situacion-y-propuestas/>

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Want to share an update in the next bulletin? Send us an email at:

[adaptacao@institutotalanoa.org](mailto:adaptacao@institutotalanoa.org)

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*Adaptation Task Force – a regional collective initiative to achieve ambitious agreements at COP30*