



# **IPAM'S STATEMENT ON COP30 ADAPTATION OUTCOMES: FROM FRAMEWORKS TO ACTION**

# Executive Summary for Policymakers

Source: [International Platform on Adaptation Metrics \(IPAM\)](#) - 179 members from 45 countries with a [policy paper](#) developed by 21 experts.

## COP30's Achievement

IPAM recognizes COP30 in Belém as a milestone that elevated adaptation to equal standing with mitigation. Key outcomes include adoption of 59 Global Goal on Adaptation (GGA) indicators, the Global Mutirão framework for collective action, and 71 National Adaptation Plans submitted. The 59 UAE-Belém indicators provide an important foundation for the two-year piloting period (2025–2027) that will inform their full operationalization before CMA.9 in 2027.

## Building on Progress: Key Opportunities

**Developing Operational Clarity:** The next phase involves creating the methodological guidance, comprehensive metadata, and implementation pathways needed to make the 59 indicators practical tools across diverse national contexts. This work is explicitly anticipated in the Belém–Addis Vision framework.

**Harmonizing Technical Guidance:** COP30 wisely balanced flexibility with coherence. While paragraph 9 protects against rigid standardization, other provisions constructively call for operational guidance and methodology improvement. IPAM views these as complementary when interpreted as developing flexible frameworks that enable meaningful comparison while respecting national circumstances.

**Strengthening Coverage and Finance:** Opportunities exist to enhance sectoral coverage during piloting (for example, cities and infrastructure currently have only 2 indicators) and to develop more outcome-focused measures. Building on COP30's USD 1.3 trillion commitment requires establishing binding accountability mechanisms, prioritizing grants to avoid debt traps, and creating transparent tracking systems to close the gap between current flows (USD 26 billion in 2023) and actual needs (USD 310–365 billion annually by 2035).

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## Five Pathways Forward

The 2025-2027 piloting window offers valuable opportunities to 1) co-design practical implementation approaches with countries and affected communities, 2) transform finance architecture with binding accountability and direct access for vulnerable countries, 3) rebalance toward outcome indicators that capture real resilience results, 4) institutionalize genuine participation with Indigenous Peoples and local communities, and 5) embed adaptive learning systems that enable continuous improvement.

## The Opportunity Ahead

COP30 provided essential foundations when they are most needed. The two-year Belém-Addis Vision represents a pivotal window to build on these achievements. By CMA.9 in 2027, the global community can deliver operational frameworks built on piloting evidence, informed by diverse voices, and equipped with clear methodologies. The climate crisis demands we match adaptation commitment with resources, clarity, and genuine partnership.

## IPAM's Commitment

IPAM can support implementation by testing and refining indicators in diverse contexts, building capacity in vulnerable countries, developing aggregation methodologies, contributing to the UAE Framework review process, and establishing an international adaptation metrics hub for knowledge sharing. We stand ready to collaborate with Parties, the UNFCCC Secretariat, adaptation funds, and affected communities to turn Belém frameworks into operational tools for real resilience.

## WHAT IS IPAM

The International Platform on Adaptation Metrics (IPAM) is a global network of 179 adaptation experts from 45 countries across four continents, established in 2020 following pioneering international conferences on adaptation metrics hosted by Morocco. IPAM has developed a notable presence as a reference platform for adaptation metrics, advancing the standard and role of metrics in the climate adaptation field. In early 2025, IPAM convened a working group of 21 experts to develop a comprehensive policy paper on measuring climate change adaptation, culminating in the International Conference on Adaptation Metrics held in Rabat in September 2025. This policy paper, informed by extensive research and expert consultation, was presented at CoP30 in Belem and provides actionable recommendations to enhance the coherence, inclusiveness, and effectiveness of adaptation metrics across all levels of governance.

## IPAM WELCOMES COP30 OUTCOMES

IPAM recognizes COP30 in Belem as a significant milestone moment for global adaptation translating vision and commitments into measurable frameworks. The conference elevated adaptation to equal standing with mitigation, adopted 59 Global Goal on Adaptation (GGA) indicators, and established the Global Mutirao framework emphasizing collective action and international cooperation. IPAM notes that while these technical foundations represent important progress, several controversial aspects and implementation ambiguities require careful attention as the adaptation community moves forward.

While IPAM welcomes the COP30 decision (CMA.7), we would further like to mention that 59 Belem indicators adopted are not the final indicators and are mainly meant for provisional operationalization or piloting (without implicitly mentioning it), providing scope for further refinement and developing consensus. As clarified in decision paragraph 21 establishing the Belém-Addis Vision on Adaptation, these indicators are intended for testing and piloting during a critical two-year period (2025-2027), providing scope for refinement and developing operational consensus. Importantly, the restrictions outlined in paragraphs 7 and 9—which emphasize that indicators are voluntary, non-prescriptive, shall not establish global standardized methodologies, nor create new obligations or serve as conditions for accessing finance—apply specifically to this piloting phase and do not represent a final verdict on how indicators will function once fully operationalized. This two-year window is essential for parties to gain practical experience that will inform the development of operational guidance and methodologies.

## PROGRESS AND PERSISTENT GAPS

COP30 achieved important milestones: 71 Parties submitted National Adaptation Plans, and the UAE-Belém Work Programme consolidated over 9,000 existing indicators. Yet critical challenges persist that IPAM believes must be candidly acknowledged:

**Indicator composition and operationalization challenges:** Technical experts developed approximately 100 indicators (recognized as a "knowledge product" in CMA.7 paragraph 4) through the UAE-Belém Work Programme, resulting in 59 that were adopted as the Belém Adaptation Indicators. While the broader expert-developed set was dominated by process and activity metrics rather than outcome measures, the adopted 59-indicator framework faces significant operationalization challenges. Many indicators, particularly those designed to capture transformational adaptation outcomes, are very difficult to operationalize in the short term and lack the methodological clarity, comprehensive metadata, and standardized approaches needed for consistent implementation across diverse national contexts.

**Limited connection to climate vulnerability:** A critical gap exists in how indicators connect to assessed climate vulnerability. Indicators must more explicitly capture whether adaptation actions are addressing the specific climate risks and vulnerabilities that communities face, creating clear causal links between measured adaptation activities and reduced climate impacts.

**Uneven sectoral and target coverage:** The adopted 59 indicators do not uniformly cover the 11 GGA targets. Notable sectoral gaps exist—for instance, cities and infrastructure have only 2 indicators, which cannot adequately capture the underlying complexity of urban adaptation challenges. Only four targets have impact/outcome indicators, and some targets lack certain indicator types entirely (e.g., Target 9d on ecosystem resilience has no input indicators). This uneven distribution risks providing an incomplete picture of progress across all dimensions of adaptation.

**Implementation ambiguities requiring clarification:** The Belém decision text (CMA.7) contains tensions that complicate implementation. Paragraph 9 states indicators "shall not establish global standardized methodologies or data-collection processes.

" However, other provisions call for substantial technical development: paragraph 21 establishes the Belém-Addis Vision "aimed at developing guidance for operationalizing" the indicators; paragraph 23 "requests the subsidiary bodies to undertake technical work on improving metadata and methodologies"; and paragraph 16 requests a technical paper to "analyse guidelines, tools and methodologies for aggregating" indicators.

IPAM's position is that these provisions need not be contradictory if properly interpreted: the goal should be developing operational guidance rather than rigid standardization. What is needed are flexible methodological frameworks that enable meaningful comparison and aggregation for the Global Stocktake while fully respecting national circumstances and context-specific implementation. The word "operational" better captures this balance than "standardized." The Belém-Addis Vision process must clarify how to develop shared approaches that enable indicators to inform the Global Stocktake, support reporting, and guide climate fund alignment—all currently underspecified in terms of "how"—while maintaining the flexibility and non-prescriptive nature that developing countries rightly demand. Furthermore, the call for "policy alignment" in paragraph 21 does not specify which policies should align with which decision elements. Clear guidance is needed, particularly regarding how means of implementation (MOI) indicators for finance, technology transfer, and capacity building will be integrated and tracked.

The Belem Adaptation indicators decision text from COP30 (CMA.7) largely lacks the much-needed clarity important to guide stakeholders' follow-up actions aligned with the decision. These include the text in paragraph 9 "...nor establish global standardized methodologies or data-collection processes". This can be seen as contradicting Para 23 of the CMA.6 decision on GGA, which calls for aggregating indicator data to support the Global Stock Take (GST). Related to this, Para 21 of the CMA.7 decision, which established the Belem-Addis Vision on adaptation, calls for policy alignment and the development of guidance to operationalize the Belem Indicators, which again seems to contradict the contents of Para 9 itself. The call for policy alignment did not clarify which specific "policy" should be aligned with which decision text. Another important aspect is that there are now two sets of indicators 1) the 59 indicators which have been adopted as set of GGA, and "knowledge product", a list of potential indicators recommended by technical experts (as per paragraph 4 of the decision text from CMA.7)). Last not least, because the adopted 59 GGA indicators did not uniformly cover the 11 targets equally, tracking GGA's progress using these 59 indicators may not result in a comprehensive picture of progress towards GGA across the 11 targets.



# THE ADAPTATION FINANCE AND THE INDICATORS-FINANCE RELATIONSHIP

***IPAM acknowledges the critical importance of addressing adaptation finance while recognizing the complex relationship between indicators and finance that emerged in COP30 negotiations.***

The Paris Agreement (2015) committed developed countries to mobilize \$100 billion annually by 2020 for climate action, including adaptation. That target was never fully met, and adaptation finance has consistently lagged behind mitigation. At COP30 in Belém (November 2025), countries strongly acknowledged this gap. The adaptation finance gap has widened dramatically over the years.

Developing countries need USD 310–365 billion annually by 2035 yet flows fell to USD 26 billion in 2023—needs exceed finance by over 12 times (UNEP, 2025). While COP30 is committed to USD 1.3 trillion annually from all sources – with USD 300 billion from developed countries – this covers both mitigation and adaptation; it is insufficient for adaptation alone.

Loans now dominate funding, creating debt traps where climate disasters can push vulnerable countries deeper into crisis. Without binding commitments, transparent tracking, and prioritization of grants, these remain promises lacking in accountability.

The Means of Implementation at COP30 were framed around justice, inclusion, and resilience, but delivery depends on finance. The Belém Political Package emphasized that without predictable, scaled-up finance, the means of implementation, such as technology transfer, capacity building, and just transition mechanisms, cannot be delivered.

# FROM PRINCIPLES TO PRACTICE: ADVANCING JUSTICE, INCLUSION, AND EQUITY

Country-driven, gender-responsive, and participatory approaches remain largely rhetorical.

Decision CMA.7 paragraph 10 appropriately emphasizes cross-cutting considerations including children, youth, people with disabilities, Indigenous Peoples and local communities, migrants, gender, human rights, intergenerational equity, and social justice. Yet translating these principles into operational practice requires more than their inclusion in decision text.

**Genuine participation and inclusion:** Top-down indicator development and weak integration of marginalized voices reveal a disconnect between principle and practice. Indigenous Peoples and local communities, who often hold critical adaptation knowledge, remain marginalized in metric design and implementation. Gender, inclusion, and equity considerations must be genuinely embedded throughout the indicator framework—not as add-ons but as core criteria shaping what gets measured and how.

IPAM's recommendation is that indicators should more explicitly include criteria of justice and inclusion in how adaptation is implemented and how indicator application itself works. This means co-designing implementable versions of indicators with affected communities, ensuring measurement approaches capture differentiated vulnerabilities and adaptive capacities, and creating space for diverse knowledge systems including traditional ecological knowledge.

**Transformational adaptation:** Requiring fundamental system reconfiguration, transformational adaptation remains poorly integrated in measurement frameworks. The process-heavy composition of indicators reflects continued emphasis on incremental actions rather than systemic change. Future indicator development must better capture transformational outcomes—shifts in underlying development pathways, governance systems, and structural vulnerabilities that enable genuine resilience.



**Role of non-state actors:** The decision text focuses primarily on Party obligations and actions. Clarity is needed on how non-state actors—including cities, regions, private sector, civil society organizations, and research institutions—fit within the GGA measurement framework. Many critical adaptation actions occur at sub-national scales and through non-Party actors whose contributions must be visible in progress tracking.

## IPAM RECOMMENDATIONS: FIVE URGENT PRIORITIES

Drawing from our recent policy paper and expert network, IPAM identifies five urgent priorities:

### 1. Operationalize the Belém Indicators Through Co-Design:

Take the 59 Belém Adaptation Indicators as a starting point, understanding they are not yet operational in their current form. Through the Belém-Addis Vision process, develop operational guidance and methodologies (not rigid standardization) that make indicators measurable, comparable, and implementable. This requires:

- Comprehensive metadata frameworks documenting data sources, collection methods, and quality standards
- Flexible methodological approaches that enable aggregation while respecting context
- Co-designed implementation pathways developed with countries, practitioners, and affected communities
- Capacity-sensitive guidance recognizing varying institutional capabilities

Test indicators extensively across diverse contexts during the two-year piloting phase, systematically documenting what works, what doesn't, and why. Use this evidence to refine indicators and methodologies before final adoption at CMA.9 in 2027.

**2. Transform Adaptation Finance:** Close the adaptation finance gap through binding commitments: prioritize grants over loans to avoid debt traps; ensure direct access for vulnerable countries; and establish transparent tracking mechanisms with clear accountability.

**3. Rebalance Toward Outcomes:** Shift emphasis from process and output metrics to outcome and impact indicators that capture real resilience results including genuinely gender, inclusion and equity—lives protected, vulnerabilities reduced, ecosystems restored, and communities thriving.

**4. Ensure Genuine Participation:** Co-design metrics with local communities, Indigenous Peoples, women, and vulnerable groups. Institutionalize bottom-up approaches that value local knowledge and ensure metrics reflect on-the-ground realities.

**5. Enable Adaptive Learning:** Embed regular review mechanisms so metrics evolve with changing climate realities, new knowledge, and shifting baselines. Create feedback loops that drive continuous improvement.

## HOW IPAM WILL SUPPORT IMPLEMENTATION

IPAM commits to supporting the Belém-Addis Vision on Adaptation and the operationalization of Belem frameworks through:

- Supporting the testing and refining Belem indicators in diverse national contexts, providing evidence-based validation and practical guidance for their use in NAPs, Biennial Transparency Reports, NDCs, and national communications.
- Building capacity where needed most through practical training, technical support, and knowledge exchange to help countries—especially the most vulnerable—track whether adaptation genuinely reduces risks and protects lives.
- Developing guidance on aggregation methodologies that enable cross-scale and cross-sector integration while maintaining contextual relevance, using Theory of Change-based approaches and scorecard methods.
- Contributing technical expertise to the UAE-Framework for Global Climate Resilience review process and synthesis reports on adaptation progress, addressing synergies and gaps across global frameworks.
- Establishing an international adaptation metrics hub - potentially under the auspices of IPAM - to share methodologies, evidence, and best practices, fostering South-South and triangular cooperation. IPAM will organize International Peer-to-Peer exchange sessions on Adaptation Metrics.
- Promoting integration with other global frameworks (SDGs, Sendai, CBD, CCD) to enhance policy coherence and reduce reporting burdens.

## THE PATH FORWARD

COP30 provided essential technical foundations amid declining finance flows and accelerating needs. The Global Mutirao represents renewed commitment to multilateralism and collective action—but commitment alone is insufficient. The climate crisis will not wait until 2030 for the next assessment cycle. We must match adaptation rhetoric with resources, political will, and genuine partnership.

The two-year Belém-Addis Vision represents a pivotal window for transformation. By 2027, when CMA.9 convenes in Addis Ababa, the global community must deliver operational indicator frameworks built on evidence from piloting, informed by diverse stakeholder voices, and equipped with clear methodologies for implementation and aggregation. This requires resolving the implementation ambiguities in CMA.7, developing flexible operational guidance (not rigid standardization), strengthening means of implementation tracking without creating finance access barriers, rebalancing toward outcome measurement, and embedding justice and inclusion throughout.

The climate crisis will not wait. IPAM stands ready to collaborate with Parties, the UNFCCC Secretariat, adaptation funds, research institutions, civil society, and affected communities to turn the Belém frameworks into operational tools for real resilience—ensuring vulnerable communities receive support to not just survive but thrive in the face of climate change.



Contact :

[ipam@aainitiative.org](mailto:ipam@aainitiative.org)

IPAM secretariat (hosted by AAA Initiative) :  
14, Avenue Oqba Bnou Nafiî, Agdal, 10090, Rabat, Morocco

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