OHCHR brief on integrating human rights in the monitoring framework for the Global Goal on Adaptation (GGA)

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General recommendations for integrating human rights in the monitoring framework for the Global Goal on Adaptation (GGA)

As mentioned in the OHCHR analysis column of this table, these indicators are important to capture data relevant to human rights including economic, social and cultural rights like the right to decent work. OHCHR, therefore, urges further consideration of these aspects in ongoing work related to the GGA.

- Incorporate the six principles of the Human Rights Based Approach to Data (HRBAD) into each indicator, when feasible and applicable: participation, disaggregation, self-identification, transparency, privacy and accountability.
- Consider human rights standards in the methodology of the indicators.
- Identify custodian agencies to facilitate the production and quality assurance of the indicators, reducing the reporting burden of Parties.
- Adopt a phased approach to the continued development of indicators, classifying the indicators into tiers based on data and metadata availability, and agreeing on a timeframe for further refinement and evolution across the tiers.
- Adopt a centralized database and harmonized templates for data collection, reporting and dissemination.
- Ensure that National Statistical Offices (NSOs) are involved and equipped to collect and report data at national level.

1. Introduction

Anthropogenic climate change is responsible for widespread and growing human rights harms around the world. According to the World Meteorological Organization, 2024 was the warmest year on record with average global temperatures reaching 1.55°C (±0.13°C) above pre-industrial

levels.[1] As emphasized by the Human Rights Council, the adverse effects of climate change have a range of direct and indirect consequences that may intensify as global warming increases, impacting the effective enjoyment of human rights, including the rights to life, adequate food, the highest attainable standard of physical and mental health, adequate housing, self-determination, safe drinking water and sanitation, work, and development.[2] People and groups in vulnerable situations, those often least responsible for climate change, disproportionately face its worst impacts.[3]

The Global Goal on Adaptation (GGA) is a collective commitment under Article 7.1 of the Paris Agreement, aimed at "enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change."[4] The GGA aims to provide a clear framework, guidelines and targets to measure and incentivize progress on adaptation. At COP26 in Glasgow, the Glasgow-Sharm el-Sheikh work programme on the global goal on adaptation was launched with the objective to operationalize the GGA through developing methodologies, indicators, and metrics to facilitate robust monitoring and evaluation systems.[5]

At CMA5, Parties adopted the UAE Framework for global climate resilience, including 7 thematic (water, food, health, ecosystems, infrastructure, poverty and livelihoods and cultural heritage) and 4 dimensional climate adaptation targets (assessment, planning, implementation, and monitoring, evaluation and learning), as well as the two-year UAE - Belém work programme focused on the development of indicators. **At COP30, following the conclusion of the two-year Baku to Belem work programme, 59 Belem Adaptation Indicators were agreed . The indicators are voluntary, non-prescriptive, non-punitive, and country-driven. Parties have been encouraged to test the indicators and integrate them into their National Adaptation Plans (NAPs), and Biennial Transparency Reports (BTRs), which are due at the end of this year and will feed into the next global stocktake, and their Nationally Determined Contributions (NDCs).**

This brief outlines OHCHR's recommendations for taking a human rights-based approach to the measurement of progress achieved. It aims to provide Parties with guidance for the ongoing indicator development process and future implementation of the 59 Belem Adaptation Indicators after the conclusion of the Baku to Belem work programme.

2. Importance of integrating human rights in GGA monitoring

Integrating human rights into the Global Goal on Adaptation (GGA) indicator framework is essential to ensure that climate adaptation efforts are equitable, inclusive, and effective. Adaptation must address the social dimensions of vulnerability, particularly for marginalized and disadvantaged groups. Embedding human rights such as the rights to water, food, health,

[1] World Meteorological Organization, State of the Global Climate 2024 (WMO Publications Board 2025).
[2] Human Rights Council" Resolution adopted by the Human Rights Council on 7 July 2022 - Human rights and climate change", UN Doc A/HRC/RES/50/9, preamble.
[3] IPCC, 'Climate Change 2023: Synthesis Report. Contribution of Working Groups I, II and III to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change' (2023) accessed 7 January 2025.
[4] Paris Agreement (adopted on 12 December 2015) 3156 UNTS 79, art. 7(1).
[5] UNFCCC "Global Goal on Adaptation". See here.

housing, social security, access to justice, and cultural rights into adaptation indicators supports the development of policies and actions that are aligned with international human rights standards.

In A guide for integrating Human Rights and Sustainable Development in the Global Goal on Adaptation, OHCHR outlined relevant **human rights standards** for each of the thematic and dimensional targets under the GGA. Parties should draw on this guidance to agree on a monitoring framework that will support informed, transparent, accountable and participatory decision-making, including with respect to the rights of Indigenous Peoples, women, children, persons with disabilities, and rural communities. Ultimately, integrating human rights strengthens the legitimacy and sustainability of adaptation actions by centering people's dignity and agency.

3. A human rights-based approach to GGA indicators

OHCHR's guidance and elements of a common understanding on a Human Rights-Based Approach to Data (HRBAD), builds on the principles of Leave No One Behind (LNOB) and do no harm. This document describes six principles that can, and must, be applied to the GGA indicator framework: **Participation** requires the involvement of groups of interest in all aspects of the data cycle; **Disaggregation** allows detailed data analysis to identify inequalities among population groups beyond national averages; **Self-identification** states that individuals should have the option to disclose, or withhold, information about their personal characteristics; **Transparency** advocates that data collection methodology should be open and that data collected by State agencies should be accessible to the public; **Privacy** and confidentiality guarantees that personal data disclosed in data collection should be protected and kept private; **Accountability** assumes that data can, and should, be used to hold human rights actors to account.

4. Indicator framework under the UAE-Belém Work Programme

In the context of the 100 indicators referred to in the technical report prepared in September 2025 by the expert group convened by the Chairs of the Subsidiary Bodies, it was crucial to make them more people-centered. OHCHR supported the suggested disaggregation by population groups (which are currently referred as social categories by the experts), including sex, age, disability, migrants including displaced populations, Indigenous Peoples, and local communities, and suggested the inclusion **of ethnicity/race** as possible categories**. At COP30, this suggestion was included in the annex of CMA.7. OHCHR welcomes the mention and encourages its implementation.**

5. Indicator development and governance

Under its work on human rights statistics, OHCHR has produced comprehensive guidance for measurement and implementation of human rights indicators. Furthermore, as custodian of four SDG indicators, the Office has engaged with the international community on indicator development and data governance.

The production and dissemination of global indicators require considerable methodological development and data harmonization. To reduce the reporting burden of Member States, to certify regular production and quality assurance, and to justify investments in methodological development, clear assignment of **custodian agencies** is key. Similarly, it is important to leverage existing reporting mechanisms in the multilateral system.

In the development of the SDG indicators, a **tiered approach** was adopted, based on the different levels of methodological development and data availability. The first tier for which an established methodology existed, and data were already widely available (tier I); a second tier for which a methodology had been established but for which data were not easily available (tier II); and a third tier for which an internationally agreed methodology had not yet been developed (tier III). Indicators approved under tier III had their methodologies significantly improved over the years, and since March 2020, there have been no more indicators under tier III. Furthermore, indicators whose data availability did not evolve over time were removed from the framework through periodic reviews. A similar phased approach could also be used for continued development of GGA indicators.

Another important element to consider in the data cycle is the existence of a **centralized database** to facilitate dissemination and analysis by all stakeholders. For the SDGs, this is done through the SDG Indicators Database maintained by the UN Statistics Division (UNSD), using harmonized templates and submission protocols.

With respect to data production at country level, the **role of National Statistical Offices (NSOs)** is fundamental. Since NSOs are bound by the Fundamental Principals of Official Statistics, are independent of government, and are obliged to use standardized and internationally agreed methodology, their participation in the production of GGA indicators can enhance commitment, legitimacy and trust.

OHCHR encourages States in their continuing work on GGA indicators to consider similar approaches and to agree on indicators that can meaningfully capture information related to the human rights impacts of climate change and benefits of adaptation.

6. Implementation of OHCHR's indicators recommendations

At COP30, 59 indicators were adopted (GGA COP30 indicators). From the indicators, OHCHR recommended all except the 4 in the table below were included.

Theme	Indicator ID	Selected indicator	OHCHR Analysis
9f (Livelihoods)	9f04	Proportion of workers in climate-vulnerable economic sectors/activities	This indicator is relevant to the right to work and to the right to adequate standards of living.

		(following ISIC classification)	
09g (Cultural heritage)	9g05	Percentage of climate change adaptation plans, policies and strategies that incorporate the safeguarding and protection of cultural heritage	None of the proposed indicators under cultural heritage is population-based. However, this indicator is the best suited to address the right to participate in cultural life in a systematic manner. This indicator should mention in its disaggregation "engagement with Indigenous Peoples and their knowledge systems".
10b (Planning)	10b10	Proportion of government budget allocated to climate adaptation and resilience	This indicator is important to assess whether States are using maximum available resources to support the progressive realization of economic, social and cultural rights.
10c (Implementation)	10c07	Annual adaptation finance expenditure	This indicator is important to assess whether States are using maximum available resources to support the progressive realization of economic, social and cultural rights.