



BRIEFING NOTE

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Refining the Global Goal on Adaptation indicators through farmer perspectives

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Executive summary

This briefing note, developed by the Eastern Africa Farmers Federation (EAFF) Secretariat and its member organisations, presents key observations and recommendations to refine the Global Goal on Adaptation (GGA) indicators from a farmer perspective. It aims to inform and influence climate negotiations, ensuring that farmer priorities are adequately reflected in global adaptation frameworks.

The brief was developed following a workshop co-hosted by EAFF, the Accelerating Impacts of CGIAR Climate Research for Africa (AICCRA), and the Adaptation Insights project in Nairobi, Kenya, on 10 June 2025. The workshop was convened to strengthen farmers' understanding of the GGA targets and indicators and to support a farmer-led process of contributing to the refinement of the indicator framework.

The workshop focused on awareness creation and capacity building on GGA indicators related to food and agriculture. It supported participants in identifying gaps and priority adaptation issues relevant to African farmers, including cross-sectoral linkages such as water and biodiversity. This brief captures the high-level observations and recommendations made by farmer organisations during the workshop. It also includes specific input on proposed changes to the targets and indicators on food and agriculture (GGA target 9b), with the aim of informing and influencing key decisions in the negotiations process. (see the Annex of the briefing note)



Photo: Daphne Muchai, Women Farmers Association of Kenya



Photo: Dr. Laura Cramer, Team lead for AICCRA policies and priorities theme

Summary of high-level recommendations

- Adopt a uniform structure across the targets and establish consistent headline and sub-indicators to improve clarity and comparability across sectors.
- Strengthen cross-target linkages and develop indicators that capture the interconnections across systems (e.g., water, trade, biodiversity, land use) and their impacts on agricultural resilience.
- Treat indicators as part of a comprehensive framework to ensure they function collectively to enhance accountability, track finance beneficiaries, and measure impacts of means of implementation.
- Ensure local nuance and detail through the disaggregation of stakeholder groups (e.g., farmers, processors), incorporate gender, and capture barriers to adoption and drivers of success.
- Facilitate farmer participation in adaptation assessments, including in national reporting mechanisms such as Biennial Transparency Reports and Adaptation Communications.
- Strengthen the engagement of farmer organisations in UNFCCC processes through enhancing linkages between farmer organisations, national focal points, and negotiators through information-sharing sessions and pre-/post-engagements.
- Recognise farmers as key adaptation actors and as co-creators of local adaptation solutions and strengthen their institutional capacities for effective participation.
- Engage farmers in the development of indicators and targets, and incorporate their specific indicator improvements to reflect on-the-ground realities (as detailed in the annex of this report).

Introduction

EAFF is a regional farmer organisation representing the collective interests of farmers across ten countries in Eastern Africa. Comprising 24 national farmer organisations, associations and cooperatives, and representing approximately 25 million smallholder farmers, EAFF works to strengthen the voice of farmers in global policy discussions. It seeks to ensure that farmers are coordinated to effectively inform the formulation and implementation of plans and policies related to climate, biodiversity, food systems, and land use strategies at national and regional levels. 2025 marks EAFF's 20th anniversary.

The primary objective of EAFF's current Strategic Plan (2021-2028) is to transform smallholder agriculture into a rewarding investment opportunity by supporting sustainable and climate-resilient farming systems. Over the past five years, EAFF has worked with its members to acknowledge the significant threat that climate change poses to farmers across the East Africa region, and to advocate for the support required to adapt to its impacts. Farmers are increasingly aware of the critical role that agriculture and food systems play in adapting to and mitigating climate change. Through an active workplan, the organisation of numerous climate-related capacity building workshops, research, and other engagements with partners, EAFF has built considerable expertise in climate change and is now among the 'go-to' farmer voices on equity, inclusion and fairness in resilient agricultural adaptation in Africa. It has also produced research showcasing farmer-led innovations in climate adaptation.

EAFF has actively engaged in the processes of the United Nations Framework Convention on Climate Change (UNFCCC) to better integrate farmer perspectives into global decisions on adaptation and mitigation. This engagement includes participation in high-level forums related to agriculture and food systems, as well as discussions on climate finance, loss and damage, and broader adaptation priorities. The EAFF Secretariat has participated in numerous UNFCCC Conferences of the Parties (COPs), where it has taken part in high-level speaking engagements and proactively developed call-to-action statements to communicate the specific priorities and demands of its farming constituents to decision-makers.

Beyond East Africa, EAFF has expanded its reach to other farmer organisations across the continent. This includes collaboration with the Pan-African Farmer's Organisation (PAFO) and other regional networks to ensure that farmers from all regions are meaningfully included in national, regional and global policy and research discussions.

Through its collaboration with the AICCRA and the CGIAR, EAFF has helped ensure that farmers remain informed about the evolving negotiating landscape, key decisions, and available opportunities for engagement at national, regional, and global levels. This has included involvement in planning meetings ahead of COPs and UNFCCC subsidiary body sessions, as well as participation in debriefings following major events. EAFF has also worked to elevate farmer perspectives in discussions on adaptation priorities, national planning processes, and global frameworks such as the GGA.



Photo: Norbert Tuyishime, Eastern Africa Farmers Federation

General observations on farmer engagement in adaptation negotiations:

- Local and subnational adaptation priorities are insufficiently reflected in the current GGA indicator set.
- Lack of specificity, clear definitions, and measurability undermines the relevance of many indicators.
- Farmers and farmer organisations are not consistently engaged in national or international GGA discussions, risking exclusion of grassroots adaptation needs.
- There is a need for stronger emphasis on indicators covering finance, access to climate-smart technologies, trade and currency volatility, institutional capacity, social protection, and food system resilience.

High-level recommendations on the GGA target and indicator process



Adopt a uniform structure across the targets

- Establish a consistent structure across the seven targets using headline and sub-indicators. This will enhance clarity, support disaggregation and enable comparability across different contexts.
- Ensure indicators are framed to reflect adaptation priorities across the entire food system, covering production, processing, distribution, and consumption.



Address cross-target linkages

- Develop indicators that reflect interlinkages and connections between sectors and systems (e.g. water, trade, land use, biodiversity etc). For example, infrastructure and finance should be considered in relation to their impact on agricultural resilience.



Encourage indicators to be seen as part a comprehensive list that enhances the overall functioning of the GGA Framework, thereby increasing accountability

- a. Treat the indicators as part of a collective set, and not as standalone items.
- b. Include measures to assess who benefits from allocated finance, especially in enhancing adaptation.
- c. Track the impact of Means of Implementation on resilience outcomes.

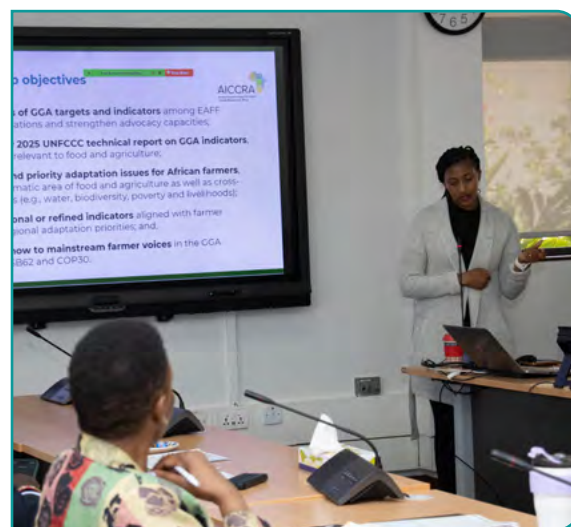


Photo: Dr. Lucy Njuguna, Alliance of Bioversity-CIAT



Ensure indicators are nuanced and detailed to capture local priorities and experiences

- Disaggregate stakeholder groups (e.g. producers/ farmers, processors) and reflect gender dimensions.
- Ensure tracking and reporting mechanisms can capture barriers to use of information and identify drivers of low adoption of adaptation technologies and practices (e.g. affordability, relevance and suitability).
- Include indicators that monitor and track the type and flow of adaptation support provided, such as finance, technical assistance, extension services and capacity building.



Ensure that local organisations and stakeholders are actively involved in assessing adaptation and implementing the indicators

- Facilitate meaningful participation of local actors, including farmers, in assessing adaptation progress.
- Involve local stakeholders in the preparation of national adaptation reporting mechanisms, such as Biennial Transparency Reports (BTRs) and Adaptation Communications (AdComs).



Photo: Francis Mbabazi, INGABO Rwanda



Photo: Working group session on GGA targets and indicators

Recommendations that extend beyond GGA



Enhance the engagement of local farmer organisations in UNFCCC processes, including the GGA

- Strengthen connections between farmer organisations and national focal points and key negotiators.
- Support EAFF to organise pre- and post-engagements and information-sharing sessions (eg. UNFCCC Subsidiary Body sessions, COPs and other key meetings), to build further knowledge within farmer constituencies.
- Promote awareness of the GGA process, its entry points, and available engagement opportunities to enable meaningful participation by farmer organisations.



Recognise the key role of farmers in the adaptation cycle

- Emphasise the value of farmers in the co-creation of local-level climate adaptation solutions.
- Reinforce the importance of engaging farmer organisations in monitoring and reporting adaptation progress.
- Strengthen the institutional and organisational capacities of farmer organisations to enable their effective participation and delivery.



Photo: AGNES presentation on UNFCCC GGA report

Suggested changes for GGA targets on food and agriculture

The **Annex** of this brief compile's inputs from the participants, highlighting specific indicator refinement and framing. These inputs are intended to inform future iterations of the GGA indicator framework, for target 9b on food and agriculture and target 9d on ecosystems and biodiversity.

Annex

As part of the EAFF-AICCRA workshop on GGA targets and indicators, participants engaged in an exercise to review the full set of proposed targets and indicators for food and agriculture under Target 9(b). This exercise aimed to determine whether the indicators were fit for purpose, specifically whether they aligned with farmers' concerns, priorities, and lived experiences. Participants were divided into breakout groups and were asked to critically assess the indicators and propose improvements. Their feedback, which included both general reflections and specific revisions to headline and sub-indicators, is captured below. The participants also provided comments and feedback for Target 9(d) on ecosystems and biodiversity.

Food and Agricultural Production – Target 9(b)

Headline Indicator 1: *Agricultural land under climate-resilient agriculture practices and technologies*

- A new indicator is recommended on the proportion of underutilised agricultural land not under climate-resilient practices and technologies.
- Rationale: This would help identify farmers in need of training or capacity building.

Headline Indicator 2: *Adoption rate of climate-resilient practices and technologies*

- Use the term “adopted” instead of “adopting” to improve clarity and measurability.
- Distinguish between partial and full adoption by combining quantitative (adopted) and qualitative (adopting) measures.
- Rephrase indicators such as “proportion of food processors adopting” to “proportion of food processors who have adopted”.
- Add an indicator on access to practices and technologies as a separate precondition to adoption.
- Include access to and use of indigenous plant genetic resources.

Headline Indicator 3: *Climate resilience of food and agricultural supply and distribution systems*

- Considered too broad. Clarification is needed on whether it refers to trade, market access, or physical infrastructure.
- Define what constitutes “resilience” in infrastructure.
- Requires greater specificity on post-harvest management, storage systems, and food reserves.
- Suggest an additional indicator on the disruption in food imports and pricing due to climate shocks.

Headline Indicator 4: *Diversification of livelihoods and economies*

- Question the measurability of indicators such as “number of business plans”.
- Recommendation to focus on household-level indicators, e.g., households with increased income due to new income-generating activities.
- Proposed inclusion of indicators on:
 - Proportion of farmers dependent on rainfed agriculture.
 - People exiting farming due to climate pressures.
 - Perception of farming as a risky or unviable livelihood.

Headline Indicator 5: *Access to climate-responsive social protection, credit and insurance schemes for agrifood system-dependent populations*

- 5.1 Disaggregate by gender, value chain (crops, livestock, fisheries), and location. Include value of premiums, compensation received, and total losses.
- 5.4 Disaggregate by gender, value chain, and location. Track value of credit accessed and ease of access.
- 5.5 Disaggregate by gender and income levels. Address potential exclusion of urban and peri-urban farming communities.

Headline Indicator 6: *Adaptation finance for food and agriculture*

- 6.1 Clarify the relationship between public adaptation expenditures, agricultural GDP, and budget allocations.
- 6.2 Specify sources (bilateral, multilateral, regional) and instruments (grants, loans, guarantees, equity). Track private and non-state actor contributions.

Headline Indicator 7: Existence and access to climate information systems

- Indicators focusing on “number of countries” (7.1, 7.3, 7.4) are not locally actionable.
- Emphasise 7.2: proportion of agricultural actors accessing and using climate information.
- Suggested additions:
 - Proportion of farmers who apply this information.
 - Relevance and actionability of information.
 - Integration of indigenous knowledge.

Headline Indicator 8: Institutional and organisational capacities for adaptation

- Not well developed. Recommend inclusion of measurable elements related to institutional capacity, coordination, and implementation effectiveness.

Headline Indicator 9: Capacity building and knowledge transfer

- Not explicitly addressed in submissions.

Headline Indicator 10: Changes in agricultural productivity and biophysical impact drivers

- Add reference to conflict and displacement as biophysical stressors.
- Include flash flooding and soil erosion as additional impacts.
- Identify changes in crop suitability and growing seasons as key concerns.

Headline Indicator 11: Impact of climate change on agricultural income

- Recommend a differentiated indicator for smallholder farmers below the poverty threshold.

Rationale: Enables targeted adaptation responses that reflect specific vulnerabilities.

Headline Indicator 12: Losses and damages in food and agriculture

- Include trade-related impacts, e.g., loss of market access due to EU Green Deal and Carbon Border Adjustment Mechanism (CBAM).
- Include reference to pricing volatility due to food production affected by climate hazards and impacts.

Headline Indicator 13: Impact of climate change on food security and nutrition

- Capture health risks faced by farmers:
 - Heat stress and extreme weather.
 - Pesticide exposure due to pest proliferation.
 - Exposure to disease-carrying pests and degraded air quality.

High-Level Cross-Cutting Recommendations for target 9b Clarity: Improve definitions to facilitate data collection and interpretation.

- Innovation: Add indicators to capture digital agriculture and AI-based tools; track innovations and scaling of innovations from research.
- Partnerships: Track diversity and number of multistakeholder partnerships supporting climate action.
- Policy engagement: Measure the level of farmer participation in climate decision-making at all levels should be measured.
- Awareness and education: Track number of farmers equipped with climate-related knowledge, disaggregated by gender, age, and system.
- Inclusion: Prioritise indicators disaggregated by age and gender; recognise roles of women and youth in adaptation.

Ecosystems and Biodiversity - Target 9(d)

General Framing Issues

- Many indicators lack specificity and measurability.
- Suggest use of concrete metrics (e.g., area under restoration, extent of ecosystems).
- Clarify numbering system and linkages between headline and sub-indicators.

Content-specific Issues

- Some indicators misplaced under ecosystems (e.g., early-warning systems) should belong in agriculture.
- Avoid duplication: consolidate “Red List of Ecosystems” and “Red List Index”.
- Clarify ambiguous indicators such as effective population size >500.
- Split broad policy indicators into focused categories:
 - Climate change/ocean acidification impact policies.
 - Policies enhancing biodiversity outcomes from climate action.
- Deconstruct composite indicators on inclusive participation into measurable sub-indicators.
- Refine NAP/NDC-based indicators on NbS by stage of implementation and tracked outcomes (e.g., resilience gains, vulnerability reduction).



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About AICCRA

Accelerating Impacts of CGIAR Climate Research for Africa (AICCRA) is a project that helps deliver a climate-smart African future driven by science and innovation in agriculture. It is led by the Alliance of Bioversity International and CIAT and supported by a grant from the International Development Association (IDA) of the World Bank. Explore our work at aiccra.cgiar.org.

About Adaptation Insights

Adaptation Insights is a new project led by The **Alliance of Bioversity International and CIAT** and supported by The Gates Foundation which will leverage the scientific expertise and data skills of **CGIAR** to increase the availability, quality, and use of data on climate adaptation in agriculture—particularly in Africa.

