

Preparing the adaptation chapter of biennial
transparency reports:

A template for countries



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Introduction to the document

This guide aims to provide users with a template for structuring the adaptation chapter of their Biennial Transparency Reports (BTRs).

The template provided takes its starting point in the official guidelines for reporting on adaptation in the BTR, found in chapter IV of the [modalities, procedures and guidelines](#)

(MPGs) for the enhanced transparency framework for action and support (hereon referred to as *the MPGs*).¹

It recommends that countries structure their reporting across ten sections which closely resemble the structure of guidelines provided in Chapter IV of the MPGs (see Table 1).

Tab. 1 The sections of the proposed template

Section	Basis in the MPGs
1. National circumstances, institutional arrangements and legal frameworks	Section A
2. Climate trends, hazards, impacts, risks and vulnerabilities	Section B
3. Adaptation priorities and barriers	Section C
4. Adaptation policy processes and actions	Sections D–F
5. Integrating gender perspectives into adaptation	Section D, 109(c)
6. Integrating Indigenous, traditional and local knowledge into adaptation	Section D, 109(c)
7. Monitoring, evaluation and learning	Section F
8. Loss and damage	Section G
9. Cooperation and knowledge sharing related to adaptation	Section H
10. Any other information related to climate change impacts and adaptation under Article 7 of the Paris Agreement	Section I

In addition to providing the overarching structure for the adaptation chapter of BTRs, the guide provides users with the following:

- an overview of the information that countries should provide in each section and how this information relates to guidelines for adaptation reporting provided by the MPGs,
- an understanding of how this information supports processes under the United Nations Framework Convention on Climate Change (UNFCCC) and the Paris Agreement (including the global stocktake for adaptation) and why it is of interest to other stakeholders, and
- suggestions for how to present different types of information in a manner that enables countries to achieve their objectives for reporting.

Thus, through using this guide to support the preparation of their BTRs, it is anticipated that countries will be able to develop reports that:

1. adhere to the official guidelines,
2. meet the information needs of the global stocktake for adaptation and other important adaptation-related UNFCCC processes, and
3. enable countries to utilise reporting to achieve their communication objectives (e.g. receive recognition for adaptation efforts, highlight adaptation support needs etc.).

Why use this template?

Decision 5/CMA.3, agreed at COP 26 in Glasgow, *encourages* countries to organise the adaptation chapter of their BTRs using the structure provided by sections A–I of the MPGs. However, as using the structure provided by the MPGs is not mandatory, countries are able to deviate from this structure if and when it is logical to do so.

¹ The MPGs are found in the annex of decision 18/CMA.1

While using the sections of the MPGs to structure the adaptation chapter of BTRs represents a good starting point, the structure is not entirely systematic with some sections overlapping with each other and others covering multiple themes simultaneously. While this is – to a certain extent – inevitable, to minimize overlap between sections of the report and provide greater thematic clarity, this guide suggests it would be more intuitive to:

1. Combine guidelines related to reporting on adaptation policy processes and actions and the progress on implementation and results of adaptation spread across sections D–F into one combined section.

This would be more intuitive as it enables countries to report on adaptation policy processes and actions, their implementation status and results together.²

2. Provide information about important cross-cutting topics that are covered by guidelines in sections D–F with their own sections in the report. Providing important cross-cutting issues that feature prominently in UNFCCC discourse and are of high interest to many

important stakeholder groups (e.g. the integration of gender perspectives and Indigenous, traditional and local knowledge into adaptation, and monitoring, evaluation and learning [MEL] for adaptation) with their own distinct sections will enable countries to draw greater attention to what they are doing within these areas.³

The template provided by this guide (see Table 1) implements these deviations from the structure provided by sections A–I of the MPGs. Therefore, applying this template when preparing the adaptation chapter of a BTR would support countries to prepare reports with a more intuitive structure that minimizes overlap between sections and enhances the visibility of their efforts in important cross-cutting issues such as the integration of gender perspectives into adaptation.

Countries using this guide and the template it proposes do not necessarily need to apply it rigidly. Instead, they should feel free to adapt the template according to their objectives for the report, what is relevant to report on given their national context, and what they can report on given the information they have available.

² Following the structure provided by the MPGs, information about adaptation processes and actions, implementation, and results would be reported across three separate sections – inevitably leading to repetition across sections.

³ Guidelines for reporting on the integration of gender perspectives and Indigenous, traditional and local knowledge are provided in section D while, guidelines for reporting on MEL are provided in section F.



USING THIS TEMPLATE FOR PREPARING THE ADAPTATION CHAPTER OF JOINT NATIONAL COMMUNICATION AND BTRS AND ADAPTATION COMMUNICATIONS

In addition to being useable to prepare the adaptation chapter of BTRs, the template provided by this guide can also be used to prepare (i) the adaptation chapter of joint national communication and BTRs (joint NC–BTRs) and adaptation communications (AC), when the adaptation chapter of the BTR or joint NC–BTR is used as the “vehicle” for the AC.

USING THIS TEMPLATE TO PREPARE THE ADAPTATION CHAPTER OF JOINT NC–BTRS

While NCs have their own guidelines – provided by decision 6/CP.25 and 17/CP.8 for annex I and non-annex I countries respectively – paragraph 43 of decision 1/CP.24 agreed in Katowice states that countries may submit NCs and BTRs as a combined report (i.e. a joint NC–BTR) using the guidelines provided in the MPGs.⁴ Countries are expected to submit joint NC–BTRs as it will enable them to reduce duplication when submission deadlines overlap – something that will occur every four years. Furthermore, prior to the introduction of the BTR, countries have been combining NCs with Biennial Reports (BRs) and Biennial Update Reports (BURs). As BTRs represent a direct replacement for BRs and BURs, it is highly likely that this trend of submitting combined reports will continue.⁵

As a result of paragraph 43 of decision 1/CP.24, when preparing a joint NC–BTRs, countries can use the guidelines provided by the MPGs to guide the preparation of the adaptation chapter. While not obligatory, using the MPGs to guide the preparation of their joint NC–BTRs will be beneficial for the quality of the chapter as these guidelines are far more detailed than those provided by decisions 6/CP.25 and 17/CP.8 and should therefore lead to more comprehensive reporting.⁶

As the template presented in this guide is designed to support countries prepare reports that adhere to the guidelines provided in the MPGs, this means that countries can also use this template to prepare the adaptation chapter of their joint NC–BTRs.

USING THIS TEMPLATE WHEN THE ADAPTATION CHAPTER OF A BTR OR JOINT NC–BTR IS TO BE SUBMITTED AS THE COUNTRY’S AC

Guidelines for what information *could* be included in an AC is provided by the annex of decision 9/CMA.1, known as the *Elements of an adaptation communication*. However, when using another instrument as a “vehicle” for their AC (i.e. combining their AC with another instrument – e.g. NAP, NDC, BTR or joint NC–BTR), countries would take into consideration the guidelines provided in decision 9/CMA.1 and any guidelines that exist for the “vehicle” instrument. Thus, if submitting a BTR or a joint NC–BTR as their AC, countries would consider both the guidelines provided by decision 9/CMA.1 and chapter IV of the MPGs when preparing the adaptation chapter of the report.

Fortunately, for countries wishing to submit their BTRs and joint NC–BTRs as their AC, there is strong alignment between these guidelines, with the majority of elements covered by both sets of guidelines. However, when submitting a BTR or joint NC–BTR as their AC, countries need to be aware that some elements provided in the *Elements of an adaptation communication* are not covered by the guidelines in chapter IV of the MPGs.⁷ These are:

- (c) implementation and support needs of, and provisions to support, developing country Parties, and
- (g) how adaptation actions contribute to international frameworks and conventions.

For countries using this template to prepare the adaptation chapter of a BTR or joint NC–BTR that will also be submitted as the country’s AC, the consequence of this is that they should also seek to include information about their support needs (if they are a developing country), the support they have provided to developing countries, and how their adaptation actions have contributed to other international frameworks and conventions (e.g. the Sustainable Development Goals, Sendai Framework for Disaster Risk Reduction, among others) within the adaptation chapter of their BTR or joint NC–BTR.⁸

⁴ In these combined reports, decision 1/CP.24 stipulates that the areas of research and systemic observation and education, training and public awareness that are not covered by the MPGs should be prepared according to guidelines provided in decision 6/CP.25 and 17/CP.8, as appropriate.

⁵ BRs and BURs were to be submitted by countries every two-years under the previous transparency arrangement and are set to be superseded by BTRs. These reports were not designed to include information about adaptation.

⁶ Decision 1/CP.24 stipulates that countries that do not wish to report on adaptation according to the guidelines provided in the MPGs should report as per the guidelines contained in decisions 6/CP.25 and 17/CP.8, as applicable.

⁷ Similarly, the *Elements of an adaptation communication* do not include provisions for reporting on loss and damage, which are covered by section G of chapter IV of the MPGs.

⁸ It should be noted that while not covered by chapter IV of the MPGs, reporting on support needs is covered by chapter VI (applicable to developing countries only). Meanwhile, reporting on provisions to support developing country Parties is covered by chapter V. Thus, this information should be included elsewhere in the report, albeit not necessarily in the chapter that would be submitted as the country’s AC.

Structure of this guide

This guide is organized into two parts.

Part one describes the purpose of adaptation reporting under the UNFCCC and discusses how countries can leverage the reporting process to achieve their own communication objectives. Following this, it discusses the extent to which current adaptation reporting is performing its intended functions and discusses what countries should consider before preparing the adaptation chapter of their reports. Finally, the section closes by describing how countries can tailor their adaptation reporting to support the tracking

of progress towards the targets articulated in the UAE Framework for Global Climate Resilience (UAE FGCR).

Part two provides the template for structuring the adaptation chapter of BTRs and guidance relating to:

- the information that each section could or should include,
- why the suggested information is important, and
- how to present this information.

Guidance for each section is presented on a section-by-section basis and ordered according to the order of Table 1.

Getting a comprehensive overview of reporting arrangements under the Paris Agreement and how these interact with Nationally Determined Contributions and National Adaptation Plans

Note 1

The focus of this guide is to support countries to prepare high-quality adaptation chapters of their BTRs. Understanding the template and guidance provided in this guide however, will – to a certain extent – require users to have a basic understanding of the arrangements for reporting on adaptation under the UNFCCC and Paris Agreement (i.e. NCs, ACs and BTRs) and how these instruments relate to one another and other prominent instruments submitted by countries to the UNFCCC secretariat (i.e. Nationally Determined Contributions [NDCs], and National Adaptation Plans [NAPs]).

This overview is not provided in this guide. However, users who would like to obtain a comprehensive and easy-to-digest overview of how the various instruments countries submit to the UNFCCC secretariat work together to form a cohesive system that facilitates the transfer of information between countries and the UNFCCC, are directed to section one of [Reporting on Adaptation through the Biennial Transparency Report](#) published by the Initiative for Climate Action Transparency [ICAT]).





PART ONE

The purpose and functions of
adaptation reporting under the
Paris Agreement

1.1 Introduction to reporting on adaptation under the Paris Agreement

As in almost all international agreements under the United Nations, countries that are Parties to the Paris Agreement are expected to report on the progress they are making towards realising the objectives of the agreement.

The Paris Agreement is no different, with Parties to the agreement being expected to regularly report to the UNFCCC secretariat on four themes: (i) their national Greenhouse Gas (GHG) emissions inventories, (ii) their efforts to achieve the mitigation goals outlined in their nationally determined contributions (NDCs), (iii) their adaptation efforts, and (iv) the support they have provided and mobilized to developing countries or the support they need and have received.⁹ The reporting obligations of Parties are enshrined in Article 13 of the Paris Agreement, known as the *Enhanced Transparency Framework* (ETF) as it builds on – and significantly enhances – the previous transparency arrangement of the convention (Winkler, Mantlana and Letete 2017).

Reporting to the UNFCCC secretariat has been occurring in some form since the Convention was adopted in 1992, when annex I countries began periodically preparing NCs, within which they would report on their efforts to meet the objectives of the Convention, including its objectives on adaptation.

While reporting on adaptation has been a component of Party reporting since the beginning, early iterations of the UNFCCC's reporting system were primarily mitigation-focused. However, with the increasing prominence of adaptation within global efforts to combat climate change and multilateral negotiations, the focus on adaptation reporting has increased significantly. This increased focus is reflected in (i) the Paris Agreement's transparency arrangements, which significantly strengthen the guidelines for reporting on adaptation and stipulate that information about adaptation *should* be included in BTRs and joint NC–BTRs,¹⁰ and (ii) the establishment of the AC.¹¹

⁹ While Parties to the Paris Agreement are expected to submit joint NC–BTRs and BTRs every four and two years respectively, flexibility is afforded to developing countries that need it in light of their capacity. This principle means that – amongst other things – developing countries that do not have the capacity to submit NCs and BTRs every four and two years may submit such documents within their own timeframe.

¹⁰ Prior to the ETF, adaptation information was only included within NCs, BRs and BURs, to be submitted by countries every two-years under the previous transparency arrangement, are not intended to include adaptation information.

¹¹ ACs are established under Article 7 of the Paris Agreement and not Article 13. As such, unlike NCs and BTRs they are not strictly part of the ETF's reporting apparatus. Despite this, they perform a similar function to these reporting instruments (for a comprehensive overview of how the AC is related to other reporting instruments, see section one of [Reporting Adaptation through the Biennial Transparency Report](#) published by the Initiative for Climate Action Transparency [ICAT]).

The role of adaptation reporting under the ETF in supporting the realisation of the Paris Agreement

Adaptation reporting under the ETF is intended to perform several functions under the UNFCCC and the Paris Agreement.

Its primary function is to establish a continuously updated knowledge base about how countries are vulnerable to-, and adapting to, climate change. This knowledge base is intended to inform the global stocktake under the Paris Agreement, including for the assessment of adaptation progress; a process developed by Parties during the Paris Agreement negotiations that allows the Parties to periodically – every five years – review the progress made towards achieving the long-term goals of the Paris Agreement, including the Global Goal on Adaptation. The outputs of the global stocktake are viewed as critical for enhancing the collective ambition of action and support towards achieving the purpose and long-term goals of the Paris Agreement (UNFCCC 2015). The first global stocktake was concluded at COP 28 in 2023 and a new global stocktake will start in 2026.¹²

As well as informing the global stocktake, adaptation reporting is also intended to perform other important functions that support the broader process of realising the Paris Agreement's global goal on adaptation. This includes the following functions, all of which are referenced in either the Paris Agreement itself or various COP decisions relating to the AC and ETF:

- ensuring that adaptation receives greater visibility and profile, providing it with important balance with mitigation,¹³
- ensuring that the adaptation efforts of developing countries receive recognition,¹⁴
- enhancing the collective understanding of the adaptation support needs of developing countries,¹⁵ and
- facilitating the sharing of good practices, experiences and lessons learned.¹⁵

¹² More information on the global stocktake can be found [here](#).

¹³ Decision 9/CMA.1

¹⁴ Paris Agreement and decisions 9/CMA.1 and 18/CMA.1

¹⁵ I.e. the final plan or strategy document resulting from the adaptation planning processes.

Understanding how adaptation reporting under the ETF sits alongside domestic processes

Box 1

Adaptation reporting under the ETF is rarely the primary source of information about how countries are adapting to climate change.

Instead, the primary source of this information usually stems from reports and documents that serve as the outputs of the various processes that countries are engaged in to inform or drive their national adaptation processes – e.g. national climate risk assessment reports, national adaptation planning documents,¹⁵ adaptation progress reports (i.e. reports generated by MEL- systems that review progress in implementing national adaptation plans or strategies). These reports and documents represent communication products in their own right and often represent the primary channel for communicating with domestic stakeholders (e.g. government agencies, non-governmental organisations [NGOs], the private sector, academia, and citizens).

However, as each country's approach to driving adaptation is unique, domestically-orientated reports and documents published by countries are not consistent or comparable with those of other countries. Furthermore, these reports are often focussed, and thus rarely provide comprehensive information about the entire national adaptation process. Thus, this information is often dispersed across various reports and documents. As a result, these documents are not an ideal source of input to develop a collective understanding of support needs and inform aggregated assessments of progress such as the global stocktake.

In light of this, the role of reporting under the ETF should be seen as providing an official and uniform channel for countries to ensure that information about how countries are adapting to climate change reaches the international community in a relatively consistent and comparable manner (see Figure 1).

Other ways adaptation reporting can be leveraged by countries

Outside of its *officially* recognised functions, the fact that NCs, ACs and BTRs are high-profile reports that are read by a wide range of different actors means that countries can leverage adaptation reporting within these documents to communicate with important stakeholders for a variety of purposes (Figure 1).

Potential ways countries may wish to leverage their adaptation reporting include:

- **Communicating with domestic stakeholders (e.g. citizens, non-governmental organisations [NGOs], the private sector) about the progress the country is making in achieving its domestic adaptation goals.** While non-UNFCCC reports such as NAP progress reports are often the primary communication channels for communicating with domestic audiences about progress being made towards domestic adaptation goals (see box 1); as high-profile reports, NCs, ACs and BTRs can also be effectively leveraged for this purpose and can thereby support countries to demonstrate that they are taking adaptation seriously and have a coherent and comprehensive strategy for achieving their adaptation goals.
- **Receiving recognition from countries and other stakeholders for particular achievements that the country has made in the adaptation sphere** (e.g. highly successful adaptation activities or progress in integrating important issues [e.g. gender perspectives] into adaptation policy processes). Leveraging reporting for this purpose can be used by countries to frame themselves as leaders in certain adaptation spaces.

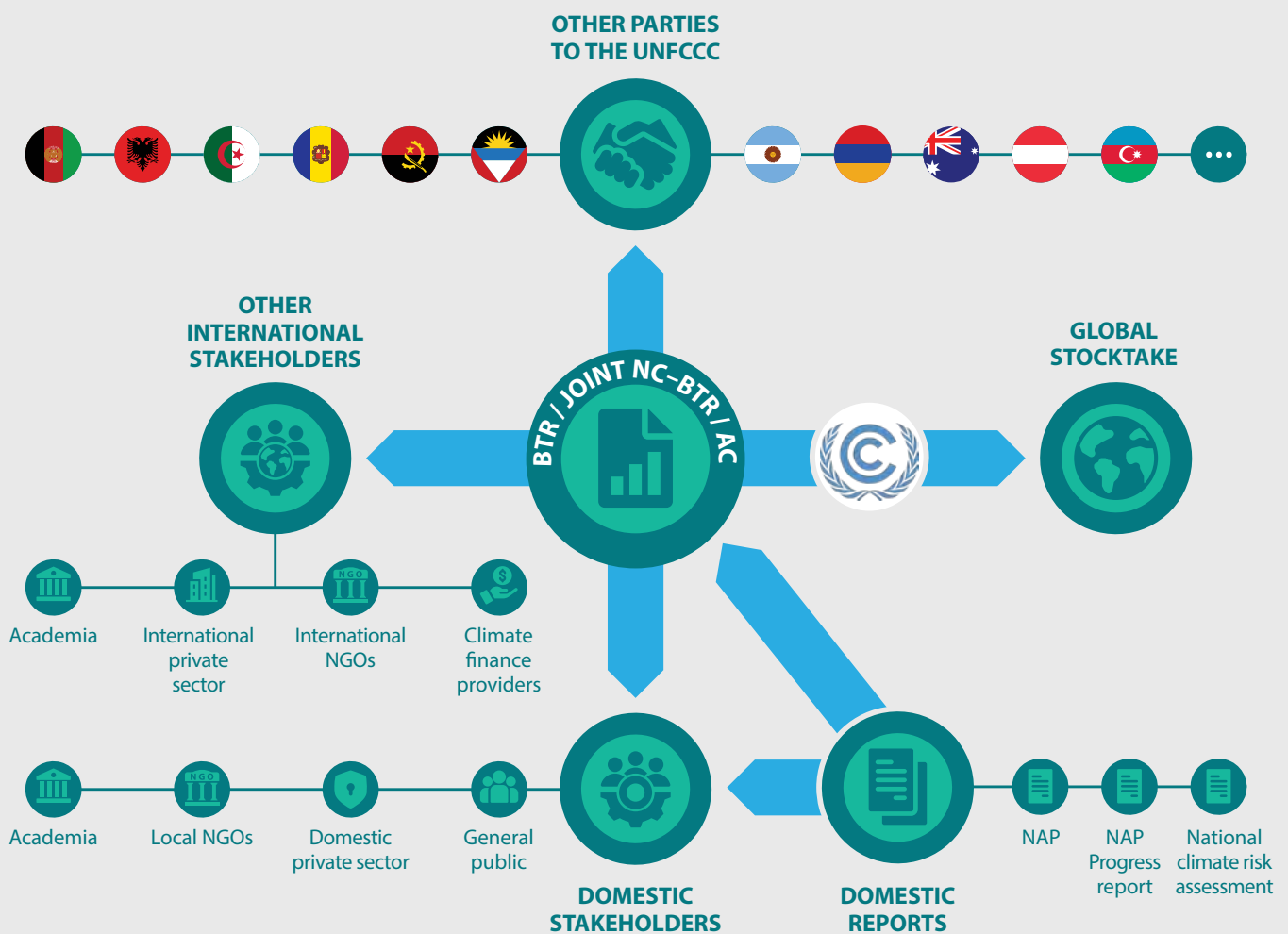


- **Drawing the attention of Parties and other stakeholders (e.g. donors) to the scale of specific climate impacts the country is facing** (e.g. extremely high risks in certain communities, regions or sectors, or high losses and damages suffered due to recent extreme weather events). Leveraging reporting for this purpose can be used by countries to underline the urgency of adaptation and strengthen political pressure for adaptation and loss and damage to be high on the agenda at the COP negotiations.
- **Highlighting specific adaptation support needs and clearly articulating why support is needed to potential support providers** (e.g. support-providing countries, climate funds under the UNFCCC, and other providers of technical and financial support). Using reporting to make specific support needs more visible to potential support providers could increase the likelihood of these needs being met.

For adaptation reporting to perform different functions (official or unofficial), countries need to provide the right information and present it in a manner that allows the key information to be communicated effectively to its intended audience.

Potential information flows from reports submitted to the UNFCCC

Fig. 1



The current status of adaptation reporting under the UNFCCC

While there are lofty ambitions for adaptation reporting under the Paris Agreement, thus far adaptation-related information submitted by Parties through NCs and ACs has not been of sufficient quality to enable comprehensive global assessments of adaptation progress (United Nations Environment Programme [UNEP] 2023a). Similarly, very little research has been done to assess whether these reports have been effective in facilitating other recognised functions of adaptation reporting, such as enabling developing countries to gain recognition for their adaptation efforts and sharing good practices, experiences and lessons learned, amongst others.

Some of the major factors contributing to this state of affairs stem from the fact that adaptation is complex and what constitutes successful adaptation in any given scenario is highly context-specific. The highly context specific nature of adaptation has hindered efforts to produce agreed common metrics for expressing adaptation outcomes (e.g. common metrics for expressing reductions in risk and vulnerability and increases in adaptive capacity).¹⁶ The need for context-specific metrics has, in turn, made monitoring and evaluating adaptation at aggregated levels very difficult. As a consequence, countries have struggled to build MEL systems to monitor and evaluate their adaptation efforts at the national level. This lack of capacity means – to date – countries have generally been unable to provide robust data about the outcomes of their adaptation efforts, which is a critical input for assessing whether global adaptation efforts are succeeding in reducing impacts and risks caused by climate change (Leiter 2021, UNEP 2023a). However, even if most countries were able to generate information about adaptation outcomes, the current absence of globally relevant and commonly agreed metrics would make it difficult to aggregate this data to the global level in a manner that is meaningful (UNEP 2017, Christiansen, Martinez and Naswa 2018, Leiter and Olhoff 2019). Although, this situation may change with the conclusion of the UAE-Belém indicator work programme in 2025 which is responsible for developing a set of no more than 100 globally applicable indicators for tracking progress towards achieving the targets of the UAE FGCR (see section 1.3).

Another major factor hindering adaptation reporting's ability to inform the global stocktake and perform its other prescribed functions, however, is the fact that guidance provided for reporting is limited. This was particularly true for NCs, for which the guidance for reporting on adaptation is limited to a few paragraphs. However, despite being significantly strengthened, guidance for reporting on adaptation provided by the MPGs remains limited to stipulating a long list of topics that countries *should* or *may* report on, without providing direction on how reporting on these topics should look in practice.

This is not the case for reporting on other themes under the ETF. For example, countries reporting on their national GHG emissions inventories are obliged to present this information in specific reporting tables and to generate this information using prescribed methodologies. Similarly, for reporting on mitigation activities and support provided and mobilized or needed and received, guidance contained within the annex of decision 5/CMA.3 provides Parties with clearly structured reporting tables to document the relevant activities they are expected to report on.

The absence of detailed guidance for reporting on adaptation exacerbates the extent to which adaptation reporting is incomparable as it leaves Parties largely to their own devices when preparing the adaptation chapter of their reports. This can already be seen across NCs and ACs, where the lack of consistency in what and how countries report on adaptation is found to be a significant barrier to using this information in assessments of global progress being made in adaptation (UNEP 2023a).

Even though the reporting on adaptation is voluntary under the ETF meaning no *official* guidelines can be prescribed, there is value added in providing greater direction on how to approach reporting on adaptation. The template and guidance provided in part two of this guide aims to fill this gap.

¹⁶ This is not the case with mitigation outcomes, which can be expressed as in the metric CO₂-eq tonnes.

1.2 Approaching the process of preparing adaptation reports to be submitted to the UNFCCC secretariat

On a fundamental level, the process of preparing the adaptation chapter of reports to be submitted to the UNFCCC secretariat involves the compilation of information from a wide variety of sources, organizing and summarizing this information, and ultimately presenting it to communicate how, among other things, the country is being impacted by climate change, how it is responding to these impacts, the effectiveness and adequacy of its response, the gaps, barriers, and challenges that are inhibiting the country's ability to effectively and adequately respond to the impacts of climate change, and the support needs it has to overcome these.

However, as highlighted in part one of this guide, adaptation reporting can perform a number of functions in addition to its primary function of providing the UNFCCC and global stocktake with up-to-date information about how countries are adapting to climate change.

Producing an informative product, that is effective in achieving the objectives that countries have for it requires an element of strategic planning, however.

To get the most value out of adaptation reporting, before starting the process of preparing the adaptation chapter of their report, countries should consider:

- what functions they would like the adaptation chapter of the report to perform, and
- what style of report they want to prepare.

While theoretically, these two considerations can be taken independently of each other, in practice the style of report countries opt for will have implications on the extent to which countries use their reporting to perform certain functions. This is discussed in the next section.

Different styles of report

Reports submitted to the UNFCCC secretariat can vary between being large comprehensive reports and light update-focused reports.

Large comprehensive reports are reports that focus on providing detailed and granular information about all the thematic areas covered by the MPGs. The purpose of these reports would be to act as a one-stop-shop for detailed information about:

- how a country is being impacted by climate change,
- how it is responding to these impacts,
- the effectiveness and adequacy of its response,
- gaps, barriers, and challenges that are inhibiting the country's ability to effectively and adequately respond to the impacts of climate change, and
- lessons learned, experiences and good practices established.

Light update-focused reports meanwhile, would prioritise conciseness over comprehensiveness. To achieve this, they would typically focus on providing *new information* (i.e. information that has not been featured in previous reports to the UNFCCC) and *key information* about strategic aspects of a country's adaptation response (e.g. its national adaptation plan and other prominent adaptation policy processes). When preparing lighter, more update-focused reports, countries can provide audiences with access to additional information not included in the report itself through using hyperlinks (see Tip 1).

Using hyperlinks to make additional information available

Tip 1

Countries can include hyperlinks in their reports to make additional information available. This may be useful in cases where they believe that providing additional information is valuable, but they do not necessarily want to include all of this information in the report itself.

While this can be a useful means of directing interested readers to in-depth information that is not suitable to include in the report itself (e.g. policy briefs, technical reports, project evaluation reports, MEL reports) and reducing the burden posed by reporting, countries should be aware that many readers will not use these links – therefore it should not be used as a substitute for providing the most important information.

There are pros and cons to both types of report.

Large comprehensive reports, for example, are more capable of providing audiences with full, detailed and granular information about how it is being impacted by climate change across various and what it is doing to respond to these impacts across different sectors and levels of administration. Similarly, they will also provide countries with greater opportunities to leverage reporting to achieve their own objectives, such as obtaining recognition for certain adaptation actions, and stressing their need for certain types of support. The drawbacks of these reports, however, are that they are more demanding to prepare and are often more cumbersome to read.

On the other hand, light update-focused reports are less demanding to prepare and can be more effective in drawing the reader's attention to the most important information. However, they will be less detailed and limited to providing a high-level summary of how the country is being impacted by climate change, how the country is responding, and the challenges, barriers and gaps that are inhibiting their response. As such, their capacity to inform the global stocktake, and achieve other objectives (e.g. obtaining recognition and stressing the need for certain types of support) will be more limited.

Box 2 provides a discussion about when to opt for a light update-focused report and what information a light update-focused report should prioritise providing.



In theory, countries *should* be motivated to prepare larger more detailed reports to ensure that the UNFCCC, the global stocktake and other important stakeholders have access to comprehensive, detailed, granular and up-to-date information about the climate impacts they are facing and their response to these impacts. However, preparing shorter, more focused reports may be appealing when:

- resources for reporting are limited, or
- the report is being prepared shortly after (e.g. two years) a large and detailed report and there is relatively little *new* information to communicate.

In such cases, it may make sense for countries to prepare a lighter report and save their resources to prepare a larger more comprehensive report when more resources are available, or it makes more sense to do so.

What to focus on in a light update-focused report

To ensure that the UNFCCC has access to the most up-to-date information about how countries are adapting to climate change and to best inform the global stocktake, when preparing lighter more update-focused reports, countries should prioritise the inclusion of information that:

- relates to strategic aspects of their national response to climate change (e.g. national adaptation plans or strategies, resilience-enhancing projects of national importance), or
- is new (i.e. has not been included in previous BTRs, joint NC-BTRs or ACs).

Conversely, countries should aim to make efficiencies in areas where there is no new significant information to report since the submission of the previous report to the UNFCCC. Where this applies will vary on a case-by-case basis. However, potential examples could include:

- national circumstances related to adaptation – where no major changes have occurred in a country's national circumstances,
- institutional arrangements and legal and policy frameworks – where no new major institutional arrangements or legal and policy instruments have been adopted, and
- climate trends, hazards, impacts, risks and vulnerabilities – where no new national climate modelling exercises or impact, risk and vulnerability assessments have been conducted.

Good practice when preparing light update-focused reports

While countries may not have new information to report in certain areas, they should be cognizant of the fact that reports themselves are most effective when they are able to function as a standalone product (i.e. readers are not required to visit earlier reports to get important context).

As such, in cases where countries have no new significant information to report for an entire section of the report (e.g. as may be the case for section 2 “climate trends, hazards, impacts, risks and vulnerabilities” if no new climate modelling exercises or national impact, risk or vulnerability assessments have been conducted since the previous report), countries should not simply skip this section. Instead, it would be preferable to provide a high-level summary of the most up-to-date information available along with a link to documents containing more detailed information. This will provide readers with access to important context for understanding information elsewhere in the report without requiring them to go to earlier reports, while at the same time provide them with access to more detailed information if needed.

1.3 Considering the UAE Framework for Global Climate Resilience within adaptation reporting

Introduction to UAE Framework for Global Climate Resilience

The UAE Framework for Global Climate Resilience (UAE FGCR) was agreed in decision 2/CMA.5 at COP28, following a two-year process conducted under the Glasgow-Sharm el Sheik work program (GlaSS), established at COP26. It was developed to guide the achievement of the Paris Agreement's global goal on adaptation and provide a framework for reviewing overall progress towards its achievement (UNFCCC 2023, Leiter 2022). It does this by laying out a series of targets, the majority of which are to be achieved by 2030.

Targets established by the UAE FGCR are divided into seven thematic and four process-based targets.

The thematic-focused targets comprise of broad statements highlighting elements that the global community should strive for in the areas of (i) water and sanitation, (ii) food and agriculture, (iii) health, (iv) ecosystems, (v) infrastructure and human settlements, (vi) poverty eradication and livelihoods, and (vii) cultural heritage. They serve to articulate a desired outcome for their sector and jointly form an agreed vision for what global adaptation efforts need to achieve by 2030 (targets are provided as per the decision text in Box 3).

In the decision text, all of the thematic targets are qualitative – i.e. they lack quantitative specifications and measurable indicators. As a result, while they can serve to guide adaptation efforts, objectively tracking progress towards achieving these targets requires indicators.

The process-based targets meanwhile, define key areas of action that countries need to make progress in to be able to achieve these targets. These targets are grounded in the phases of the iterative adaptation cycle, and encourage countries to:

- a. Conduct up-to-date impact, risk and vulnerability (IRV) assessments by 2030, and establish multi-hazard early warning systems, climate information services for risk reduction and systemic observation systems by 2027.
- b. Have national adaptation plans, strategies and programmes that are gender-responsive, participatory

and fully transparent in place by 2030, and have mainstreamed adaptation into all relevant plans and strategies by 2030.

- c. Have started implementing their national adaptation plans, strategies and programmes by 2030, and – through this – reduced climate risks.
- d. Have developed and operationalised systems for monitoring, evaluating and learning from their adaptation efforts by 2030.

While the UAE FGCR represents progress in providing a clear direction and targets for the global goal on adaptation established by the Paris Agreement, the framework's thematic targets are not yet measurable. To finalise the framework, a new two-year initiative, the UAE-Belém indicator work programme, was launched at COP28 to develop indicators for the eleven global targets by COP30 in 2025 (Decision 2/CMA.5). At COP29, it was decided that the work programme would develop a set of no more than 100 “globally applicable” indicators (i.e. indicators that are appropriate for informing analyses of relevant global trends in adaptation). It is intended that countries can select indicators from this list based on their relevance to their national circumstances. (Decision 9/CMA.6).

What does the Framework for Global Climate Resilience mean for reporting?

As the UAE FGCR will provide the framework for assessing whether progress towards the global goal on adaptation is being made; countries *should* – to the extent possible – tailor their adaptation reporting to meet the information needs of this assessment.

The following section will provide guidance for how countries can tailor their adaptation reporting to meet the information needs for assessing the framework's process-based and thematic targets.

Process-based targets

As they are elaborated with measurable quantitative indicators, and fit well with the reporting guidelines provided

by the MPGs and the template proposed by this document,¹⁷ tailoring adaptation reporting to inform an assessment of progress towards the framework’s process-based targets should be relatively straightforward.

To do this, countries would need to provide information about the progress in implementing the processes or systems articulated in each target. At a minimum, this would involve *simply* confirming that the relevant processes or systems have been undertaken or put in place. Thereby

allowing the global stocktake to recognise that the country has met the target in question and include it in its calculation of how many country Parties in total have met the target (and, accordingly, how close to meeting the target we are). Table 2 shows alignment between the UAE FGCR’s process-based targets and the guidelines provided by the MPGs and indicates where information related to each target should be placed in the template proposed by this guide.

Tab. 2 Alignment between the UAE FGCR’s process-based targets, the guidelines provided by the MPGs and the template proposed by this guide

Target	Relevant section of the MPGs	Relevant section of the template proposed by this guide
Impact risk and vulnerability assessment	Section B “Impact, risk and vulnerability”	Section 2 “Climate trends, hazards, impacts, risks and vulnerabilities”
Planning	Section D “Adaptation strategies, policies, plans [...]”	Section 4 “Adaptation policy processes and actions”
Implementation	Section E “Progress on implementation of adaptation”	
Monitoring, evaluation and learning	Section F “Monitoring and evaluation of adaptation actions and processes”	Section 7 “Monitoring, evaluation and learning”

In addition to simply reporting on the presence of updated national IRV assessments, a national adaptation plan, strategy or policy, MEL system, etc., countries should provide more detailed information about each relevant process or system. This would support the global stocktake and other studies to ascertain a more nuanced understanding of the progress being made in the processes articulated by these targets. Such information could better support the identification of capacity gaps and, consequentially, enhance the understanding of support required to meet the process-based targets set by the framework.

¹⁷ A possible exception to this is the second part of the UAE FGCR’s target on impact, vulnerability and risk assessment related to establishing “multi-hazard early warning systems [MH-EWS], climate information services for risk reduction and systemic observation systems to support improved climate-related data, information and services” by 2027, as MH-EWS, climate information services and systemic observation systems are not explicitly requested by the MPGs. Information about these systems could however, be provided alongside information about climate trends, hazards, impacts, risks and vulnerabilities. Further, guidelines for NCs include dedicated sections on “systemic observation”. As such, if not included in BTRs, information about MH-EWS, climate information services and systemic observation systems should be included in NCs.

Thematic targets

In contrast, without measurable quantitative indicators, countries lack the means to report on progress towards sector-based targets in the same way. In other words, countries are not yet provided with prescribed indicators to report on that can then be aggregated upwards by the global stocktake and other studies to produce a global figure (such indicators should be the output of the the UAE-Belém indicator work programme).

This does not mean, however, that the next global stocktake and other studies will not try to assess progress at all. Instead, assessments are likely to try to evaluate progress towards these targets by reviewing the information provided by countries about actions they are implementing that address the sectors covered by these thematic targets. For example, an evaluation of progress towards the thematic target related to water and sanitation might look at the information provided by countries about policies, plans, strategies, programmes and actions that are intended to enhance water security or increase resilience to water-related hazards.

As a result, countries wanting to support the assessment of progress towards the framework's thematic targets should do so by reporting on actions that they are implementing that contribute to achieving these targets. In particular, focussing on providing information about the results of these actions (i.e. the extent to which they have enhanced adaptive capacity, strengthened resilience and reduced vulnerability of sectors, regions and communities to certain hazards or impacts) and – where possible – providing information about how these actions have benefited vulnerable and marginalised groups.

As countries are unlikely to be able to report in detail on all the activities they are implementing that are relevant to each target; due to their potential to drive systemic change and have greater impacts, countries should prioritise reporting on policy processes (e.g. policies, plans, strategies, programmes) and large-scale projects (e.g. large infrastructure projects) that are directly relevant to the framework's thematic targets.



Decision text describing the the UAE FGCR's thematic targets

9. Urges Parties and invites non-Party stakeholders to pursue the objectives outlined in paragraph 8 above and to increase ambition and enhance adaptation action and support, in order to accelerate swift action at scale and at all levels, from local to global, in alignment with other global frameworks, towards the achievement of, inter alia, the following targets by 2030, and progressively beyond:

- a. Significantly reducing climate-induced water scarcity and enhancing climate resilience to water-related hazards towards a climate-resilient water supply, climate-resilient sanitation and towards access to safe and affordable potable water for all;
- b. Attaining climate-resilient food and agricultural production and supply and distribution of food, as well as increasing sustainable and regenerative production and equitable access to adequate food and nutrition for all;
- c. Attaining resilience against climate change-related health impacts, promoting climate-resilient health services, and significantly reducing climate-related morbidity and mortality, particularly in the most vulnerable communities;
- d. Reducing climate impacts on ecosystems and biodiversity, and accelerating the use of ecosystem-based adaptation and nature-based solutions, including through their management, enhancement, restoration and conservation and the protection of terrestrial, inland water, mountain, marine and coastal ecosystems;
- e. Increasing the resilience of infrastructure and human settlements to climate change impacts to ensure basic and continuous essential services for all, and minimizing climate-related impacts on infrastructure and human settlements;
- f. Substantially reducing the adverse effects of climate change on poverty eradication and livelihoods, in particular by promoting the use of adaptive social protection measures for all;

- g. Protecting cultural heritage from the impacts of climate-related risks by developing adaptive strategies for preserving cultural practices and heritage sites and by designing climate-resilient infrastructure, guided by traditional knowledge, Indigenous Peoples' knowledge and local knowledge systems;

Decision text describing the UAE FGCR's process-based targets

10. Decides that the framework for the global goal on adaptation includes the following targets in relation to the dimensions of the iterative adaptation cycle, recognizing the need to enhance adaptation action and support:

- a. Impact, vulnerability and risk assessment: [i] by 2030, all Parties have conducted up-to-date IRV assessments and have fed the results of these assessments into the process of preparing their national adaptation plans, strategies and programmes, and [ii] by 2027, all Parties have established multi-hazard early warning systems, climate information services for risk reduction and systemic observation systems to support improved climate-related data, information and services.
- b. Planning: [i] by 2030 all Parties have in place country-driven, gender-responsive, participatory and fully transparent national adaptation plans, policy instruments, and planning processes and/or strategies, covering, as appropriate, ecosystems, sectors, people and vulnerable communities, and [ii] have mainstreamed adaptation in all relevant strategies and plans;
- c. Implementation: by 2030 all Parties have progressed in implementing their national adaptation plans, policies and strategies and, as a result, have reduced the social and economic impacts of the key climate hazards identified in the assessments referred to in paragraph 10(a) above;
- d. Monitoring, evaluation and learning: by 2030 all Parties have designed, established and operationalized a system for monitoring, evaluation and learning for their national adaptation efforts and have built the required institutional capacity to fully implement the system;



PART TWO

A template for the
adaptation chapter
of BTRs

Part two of this guide presents a template for structuring the adaptation chapter of BTRs.

The template recommends that countries structure the adaptation chapter of their BTRs across 10 sections (see Table 3).

The structure of the template takes its starting point in the MPGs, adhering to the structure of these guidelines as much as possible but making deviations where it makes sense to do so (an explanation of these deviations is provided in the introduction to the document).

For each proposed section, the guide then provides guidance relating to:

- the information that each section could or should include,
- why the suggested information is important, and
- how to present this information.

Users of this guide can jump to the guidance provided for each section by clicking on the appropriate link in Table 3.

Tab. 3 The sections of the proposed template

Section	Basis in the MPGs
1. National circumstances, institutional arrangements and legal frameworks	Section A
2. Climate trends, hazards, impacts, risks and vulnerabilities	Section B
3. Adaptation priorities and barriers	Section C
4. Adaptation policy processes and actions	Sections D–F
5. Integrating gender perspectives into adaptation	Section D, 109(c)
6. Integrating Indigenous, traditional and local knowledge into adaptation	Section D, 109(c)
7. Monitoring, evaluation and learning	Section F
8. Loss and damage	Section G
9. Cooperation and knowledge-sharing related to adaptation	Section H
10. Any other information related to climate change impacts and adaptation under Article 7 of the Paris Agreement	Section I

Applying the template

The guidance provided by this guide should not be viewed as prescriptive (i.e. as guidance that must be followed). Instead, it should be viewed as “inspiration” that countries could integrate into the adaptation chapter of their BTRs to enable these reports to meet the information needs of the global stocktake and achieve their other communication objectives.

Thus, countries should apply the guidance provided for each section as appropriate to the objectives of the report they are preparing.

Using the template for the adaptation chapter of joint NC–BTRs and ACs

As mentioned in the introduction to the document, the template and guidance contained within this guide can also be used to prepare joint NC–BTRs and ACs, when the

adaptation chapter of the BTR or joint NC–BTR is used as the “vehicle” for the AC. Further information about this is found in the [introduction to the document](#).

Before applying the template

This template is intended to supplement the official guidelines for preparing the BTR provided by the MPGs. As such, this guide should be used in tandem with these guidelines and not instead of them.

Before applying this guide, users are recommended to familiarise themselves with the contents of chapter IV of the MPGs and annex IV of decision 5/CMA.3. Being familiar with these guidelines will allow users to better understand how the structure proposed by this template relates to the structure provided by the MPGs and how the guidance for preparing each section in the template relates to the various guidelines provided by the MPGs.

SECTION 1: NATIONAL CIRCUMSTANCES, INSTITUTIONAL ARRANGEMENTS AND LEGAL FRAMEWORK

This section should contain information about (i) national circumstances relevant to adaptation, and (ii) the country's institutional framework for adaptation within which institutional arrangements and the legal and policy framework for adaptation are key components.

Guidelines for reporting on national circumstances relevant to adaptation are provided by bullet point 106(a) in section A of the MPGs. This bullet point asks countries to provide information about national circumstances relevant to its adaptation actions, including: biophysical characteristics, demographics, economy, infrastructure and information on adaptive capacity".

Meanwhile, guidelines for reporting on institutional arrangements and legal frameworks for adaptation are provided by bullet points 106(b) and (c) in section A of the MPGs, which respectively ask countries to provide information about:

- institutional arrangements for and the governance of adaptation, and
- legal and policy frameworks and regulations for adaptation.¹⁸

1.1 National circumstances

1.1.1 Introduction to national circumstances relevant to adaptation

The term *national circumstances relevant to adaptation* refers to the key dimensions of a country's character that influence the dynamics of how the country is vulnerable to the impacts of climate change and the extent to which they are able to adapt to these impacts.

WHY REPORT ON NATIONAL CIRCUMSTANCES RELEVANT TO ADAPTATION?

While it is not the main focus of adaptation reporting, information about national circumstances functions as important "background information" that enables readers to better understand information about why the country is particularly vulnerable to certain climate impacts, why it is prioritising adaptation in certain areas, or why it needs certain forms of support; all of which will be provided in later sections of the report.

1.1.2 Reporting on national circumstances relevant to adaptation

Bullet point 106(a) in section A of the MPGs stipulates that when reporting on national circumstances relevant to adaptation, countries *should* provide information about the following five areas:

- Biogeophysical characteristics
- Demographics
- Economy
- Infrastructure
- Adaptive capacity

Although countries are free to organise this section differently if they so wish, these five areas represent a sensible starting point for organising a national circumstances section as – collectively – they cover the main factors that often play an important role in determining vulnerability to climate change and adaptive capacity.

Countries that opt to use these areas for organising this section of the report will need to decide on what specific information to provide about each area. The information that is relevant to provide will vary on a country-by-country basis. However, information that *could* be relevant is provided in Table 4 below.

¹⁸ While presented as separate in bullet point 106(c) of the MPGs, this guide considers *regulations* to be part of the broader legal and policy framework along with other types of legal and policy instruments (e.g. laws, acts, policies, strategies, plans etc.). Therefore, when providing guidance on how to respond to bullet point 106(c) in section 1.2.3, the guide considers that reporting on regulations is part of the process of reporting on the legal and policy framework for adaptation.

Tab. 4 Relevant information to provide about each area identified by bullet point 106(a) of the MPGs

Area	Potentially relevant information to provide
Biogeophysical characteristics	Information about the country's main physical geographic characteristics, climate zones, and ecosystems.
Demographics	Information about characteristics of a country's population that are important factors in vulnerability and adaptive capacity (e.g. wealth, health, education and prevailing livelihoods). Information provided could be disaggregated by different groups, including vulnerable or marginalised groups such as women, and rural, Indigenous and other minority populations.
Economy	Information about the main characteristics of the country's economy, including key indicators (e.g. Gross National Income [GNI] and GNI per capita) and information about how the structure of the economy makes it more or less vulnerable to climate change (e.g. if it is reliant on climate sensitive sectors such as agriculture).
Infrastructure	Information about critical infrastructure and systems that are either vulnerable to climate change or relevant to enabling adaptation (e.g. infrastructure and systems for health, energy, transport, water, or telecommunications).
Adaptive capacity	Information about the extent to which the country is able to adapt to climate change without external support.

1.1.3 Deciding on the level of granularity and detail of reporting

Given that information about national circumstances is not the *main* focus of adaptation reporting and instead represents “background information”, prior to preparing this section of their reports, countries should consider the level of detail they want to provide.

The national circumstances section could feasibly take many forms, ranging from:

- a cursory overview of a country's national circumstances that provides only the most basic understanding of the state-of-play in each key area, to
- detailed descriptions of the state-of-play in the key areas of a country's national circumstances that are complete with statistics and qualitative analysis (i.e. akin to what countries have typically provided in their NCs).

When making this decision, countries should try to find a balance between the benefits of providing sufficient background information to enable readers to understand the more substantive information provided later in the adaptation chapter, against factors such as readability and avoiding overloading readers with non-vital information. Similarly, it may also be prudent to consider the “style” of the report being prepared (see discussion in section 1.2) and the extent to which providing detailed information would duplicate information provided in previous reports submitted to the UNFCCC (i.e. previous NCs, ACs and BTRs). A potential approach for reporting on national circumstances relevant to adaptation that reflects these considerations is provided in Box 4.

A potential approach to reporting on national circumstances relevant to adaptation

Box 4

Countries that view it unnecessary to provide detailed information about national circumstances in every report they submit to the UNFCCC may wish to adopt the following approach:

- provide detailed descriptions of their national circumstances relevant to adaptation in their joint NC–BTRs, and
- provide cursory overviews of their national circumstances relevant to adaptation in their BTRs (when not submitted together with an NC) and ACs (if using the BTR as the vehicle for the AC or the preparing a standalone AC).

Under this approach, detailed information about national circumstances relevant to adaptation would be communicated to the UNFCCC relatively regularly (every four years – in their joint NC–BTRs) but would not be duplicated in every report that is submitted. The benefit of this approach is it avoids providing the same or highly similar information in every report prepared, while allowing BTRs, BTRs submitted as ACs, and standalone ACs to be more concise and focus on providing updated information relevant to the country's adaptation process.

However, approaching reporting on national circumstances in this manner may not be desirable in all scenarios. For example, countries may wish to provide more detailed information about their national circumstances if there have been notable changes in their national circumstances since the last report to the UNFCCC was submitted (this will be increasingly likely if there are long periods between submissions), or they feel that information about national circumstances is particularly important for understanding information about impacts, risks and vulnerabilities they face, the adaptation efforts they are implementing, or their adaptation support needs.



1.2 Institutional arrangements and legal frameworks

1.2.1 Introduction to legal and policy frameworks and institutional arrangements for adaptation

The legal and policy framework for adaptation refers to the collection of laws, regulations, policies, strategies and plans established by the government to adapt to the impacts of climate change. This framework should provide a legal mandate for adaptation action, assign responsibilities and allocate resources for its implementation, set policy goals, guide decision-making and coordinate action across different sectors and levels.

Institutional arrangements for adaptation meanwhile, refer to the collection of organisational bodies, mechanisms, processes and structures that have been put in place to support different processes related to preparing, implementing and reviewing adaptation policy. Individual institutional arrangements for adaptation can come in many different forms, including amongst others: committees, councils, task forces, and working groups (e.g. for coordination and joint decision-making across ministries or levels of government), independent bodies (e.g. for providing expertise or evaluating adaptation plans or strategies), agreements (e.g. for collaboration, data-sharing), and multistakeholder platforms (e.g. for engaging or consulting stakeholders).

WHY REPORT ON LEGAL AND POLICY FRAMEWORKS AND INSTITUTIONAL ARRANGEMENTS FOR ADAPTATION?

Having an adequate legal and policy framework in place, supported by effective and comprehensive institutional arrangements, is critical for providing governments with the legal basis, policy direction and operational infrastructure to effectively engage in adaptation (European Commission 2023).

Due to their key role in enabling and driving a coordinated adaptation process within a country, information about a country's institutional arrangements and legal and policy framework for adaptation is of great interest to the UNFCCC and other stakeholders; in particular other countries with similar contexts.

By reporting on their institutional arrangements and legal and policy framework for adaptation, countries can:

- clarify how adaptation is governed within the country
- demonstrate that they have a comprehensive and coherent institutional framework for adaptation in place, or

- identify potential entry points for support to strengthen its current institutional framework for adaptation.

1.2.2 Reporting on institutional arrangements and governance

When reporting on institutional arrangements and governance, countries should provide:

- a high-level description of how adaptation is governed within the country, and
- an overview of the institutional arrangements that play a key role in enabling the country's main adaptation policy processes.

Describing how adaptation is governed within the country should involve outlining how the responsibility for climate change adaptation is divided across different levels of government. This could include identifying levels of government with significant influence over important adaptation-adjacent policy areas such as disaster risk management, health, and environmental protection, where policy coherence with adaptation is likely to be required. [Australia's first adaptation communication](#) provides an example of how this can be achieved in a concise manner (pages 7-8).

Providing an overview of institutional arrangements meanwhile, should involve identifying and describing institutional arrangements that support key processes related to preparing, implementing and reviewing adaptation policy.

Bullet point 106(b) of the MPGs identifies institutional arrangements with the following functions as relevant for countries to report on: "(i) assessing climate impacts, (ii) addressing climate change at the sectoral level, (iii) decision-making, (iv) planning, (v) coordination, (vi) addressing cross-cutting issues, (vii) adjusting priorities and activities, (viii) consultation, (ix) participation, (x) implementation, (xi) data governance, (xii) monitoring and evaluation, (xiii) reporting".

While this may imply that countries will need to report on a large number of institutional arrangements, in many cases individual arrangements will perform a number of these functions simultaneously. For example, an interministerial committee could play an important role in supporting decision-making, planning, coordination, adjusting priorities and activities, and implementation, among other functions.

When describing individual institutional arrangements, countries could provide information about:

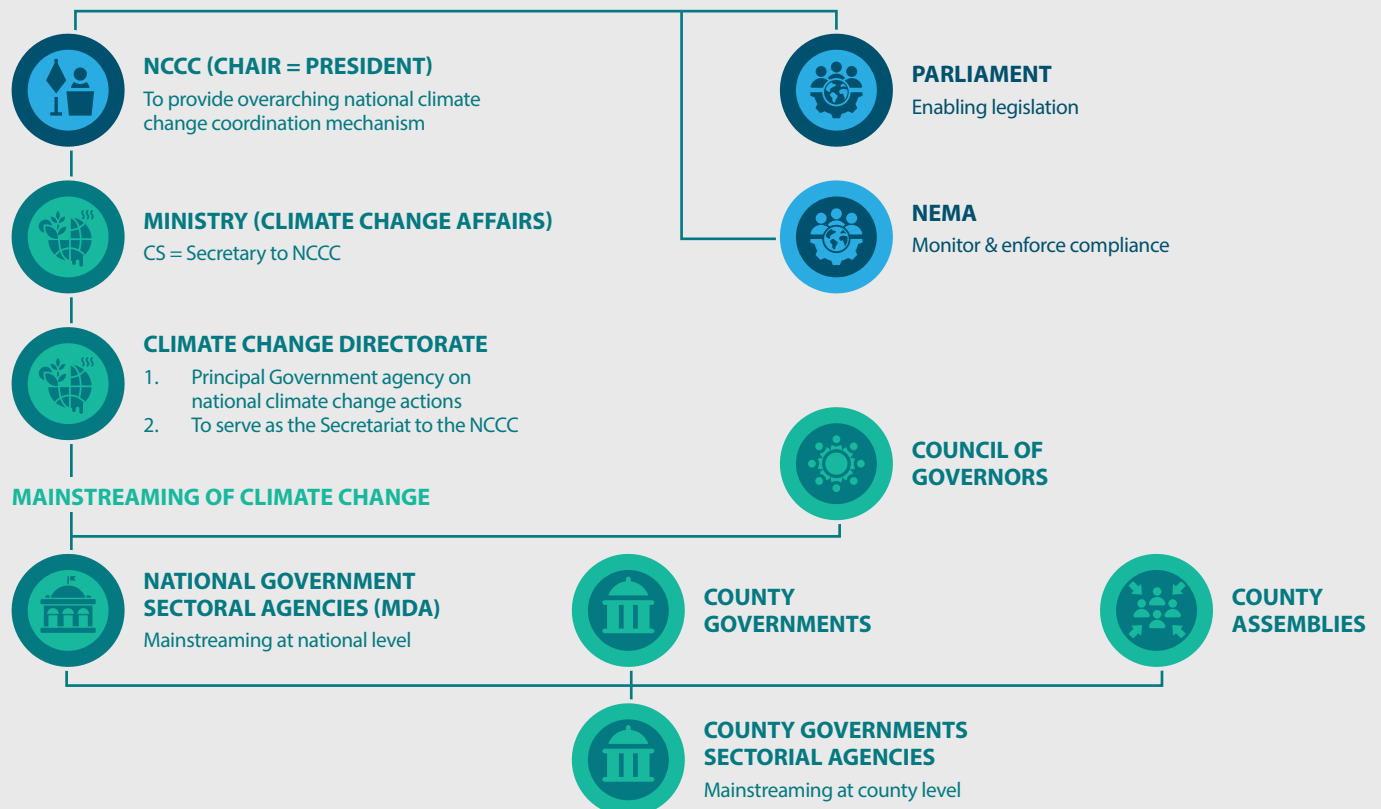
- its legal basis (i.e. which law, act or executive order mandated its establishment),
- its primary functions (e.g. supporting decision-making, coordination, Monitoring, Evaluation and Learning [MEL]),
- how it performs these functions (e.g. through facilitating quarterly meetings between ministries),
- its relevance to the country's main adaptation policy processes (e.g. NDCs, NAPs), and

- the organisations involved (only relevant for multi-institution arrangements).

Countries should consider supplementing descriptions of their institutional arrangements with an organigram illustrating how these arrangements interact with each other. Providing a visual representation of how key institutional arrangements are connected can support readers in understanding the role that individual arrangements play in the wider system. An example of an organigram performing this function is presented in Figure 2.

Institutional coordination structures outlined in Kenya's Climate Change Act (2016)

Fig 2



Source: adapted from Government of Kenya (2017)



In addition to identifying and describing individual institutional arrangements for adaptation, if available, countries could also provide a description of the effectiveness of the overall network of institutional arrangements. Any description should reflect on the extent to which the arrangements are adequate for supporting adaptation policy processes and highlight any barriers, challenges and gaps that are inhibiting its effectiveness.

1.2.3 Reporting on the legal and policy framework for adaptation

When reporting on their legal and policy frameworks for adaptation, countries should prioritise describing the *core* elements of their national frameworks. In other words, prominent legal and policy instruments that perform an important role in driving, enabling and coordinating adaptation at the national level.

For the legal framework, this would mean identifying and describing national laws, acts, regulations and other legal instruments that, amongst other things, legally obligate the government to engage in adaptation, elaborate on how adaptation as a policy area is to be governed (e.g. which institutions are responsible for overseeing different adaptation processes [e.g. the development, implementation and monitoring and evaluation of national adaptation plans or strategies]), or establish mechanisms and processes that play a key role in supporting the implementation of adaptation policies (e.g. financing mechanisms, MEL processes).

For the policy framework, this would mean identifying and describing national plans, strategies and other policy instruments that establish principles, guidelines, policy goals, strategies, and actions to guide and drive the country's national adaptation process.

For many countries, the core elements of their legal and policy framework for adaptation will be composed of legal and policy instruments that have been explicitly prepared to establish a legal and policy framework for governing adaptation or climate change more broadly. Legal instruments prepared to do this often come in the form of a climate change law or act, while policy instruments often come in the form of national plans or strategies for adaptation or climate change.

In some cases, however, the core elements of their legal and policy framework for adaptation will be performed by legislation and policy instruments that are not adaptation or climate change specific. Instead, important aspects of their legal and policy framework for adaptation will be found within legal and policy instruments that have a broader policy focus. For example, responsibilities and institutional arrangements for coordinating certain adaptation policy processes may be established by legislation targeting adaptation-adjacent policy areas, such as environmental protection, disaster risk reduction and sustainable development. Similarly, mandates for integrating cross-cutting issues such as gender and social issues into adaptation may be established by legislation specifically targeting those issues (i.e. gender equality

and social development). Moreover, some countries are using non-climate change-specific policy instruments (e.g. sustainable development plans or strategies) as vehicles for driving adaptation, either alongside or instead of adaptation- or climate change-focussed policy instruments.

When reporting on individual legal or policy instruments, countries should provide information about:

- the instruments' objective (i.e. how they are intended to support adaptation policy processes)

- how the instruments are intended to work (i.e. what do they put in place to support adaptation policy processes), and
- how they interact with other important legal and policy instruments.

As with institutional arrangements, countries could also provide an assessment of the effectiveness of their legal and policy framework for adaptation. Such an assessment would reflect on the extent to which the framework is adequate for enabling and driving adaptation policy processes and highlight any barriers, challenges and gaps that are inhibiting its effectiveness.

Managing overlap when reporting on legal and policy frameworks and adaptation policy processes and actions

Note 2

Reporting on policy frameworks for adaptation and adaptation policy processes (section 4) both involve identifying and describing adaptation policy instruments such as national adaptation plans and strategies (amongst others). As such, countries structuring their reports according to the template provided by this guidance document will find that there will be inevitable overlap when reporting on their legal and policy frameworks for adaptation (in section 1.2) and their adaptation policy processes (in section 4).

To manage this overlap in a manner that reduces duplication of information between the two sections, it is recommended that in section 1.2, countries focus on identifying important policy instruments and describing the role they play in the broader legal and policy framework. While in section 4, it is recommended that countries focus on providing information about: the contents of these instruments, how they were developed, progress made in implementing them, and the results they have achieved to date.



REPORTING ON SECTORAL AND SUBNATIONAL LEGAL AND POLICY FRAMEWORKS FOR ADAPTATION

In addition to reporting on the core elements of their national legal and policy framework for adaptation, countries could also provide information about legal and policy frameworks at sectoral or subnational levels.

Providing information about legal and policy frameworks at sectoral or subnational levels can be done through several approaches, including:

- Identifying important legal and policy instruments within specific sectors or subnational jurisdictions. A good example of how this can be achieved can be seen in [Australia's seventh national communication](#) (pages 125–137) which identifies key legislation and policies being implemented by state governments.¹⁹

¹⁹ For each state, this information is provided under the subheading "adaptation policy".

- Summarising the extent to which different sectors or levels of subnational government have certain types of legal or policy instruments in place. This can be achieved in a relatively concise manner by providing short statements about, for example, the percentage of state or municipal governments or line ministries that have prepared adaptation plans for their jurisdictions.

Providing information on legal and policy instruments present at subnational levels may be of interest to countries that are highly federalised, where state governments play a key role in driving the country's adaptation process.

Meanwhile, providing information on sector-specific legal and policy instruments may be of interest when countries want to demonstrate that steps are being taken to develop legal and policy frameworks for priority sectors.



SECTION 2: CLIMATE TRENDS, HAZARDS, IMPACTS, RISKS AND VULNERABILITIES

This section should contain information about the climate trends, hazards, impacts, risks and vulnerabilities.

Guidelines for reporting on impacts, risks and vulnerabilities are provided by section B of the MPGs. This section asks countries to provide information about:

- current and projected climate trends and hazards,

- observed and potential impacts of climate change, including sectoral, economic, social and/or environmental vulnerabilities, and

- the approaches, methodologies and tools used to generate information about climate trends, hazards, impacts, risks, and vulnerabilities; including information about any inherent uncertainties with the information they generate, or challenges associated with their application.

2.1 Introduction to climate trends, hazards, impacts, risks and vulnerabilities

The terms *climate trends*, *hazards*, *impacts*, *risks*, and *vulnerabilities* describe different aspects of the relationship between climate change and its negative implications on human and natural systems.

Climate trends describes the long-term changes in climate variables that determine average weather patterns for a geographic area. *Climate hazards* describes the climate-induced events – including physical events (e.g. flooding, landslides, wildfires) or longer-term climate events (e.g. glacial retreat, rises in average temperature) – that cause negative implications on human and environmental systems, the frequency and magnitude of which are often being increased by long-term changes in climate variables. *Climate impacts* describes the consequences that hazards have on human and natural systems (e.g. loss of life, injury, and damage to or loss of property, infrastructure, livelihoods,

service provision, ecosystems and environmental resources). *Risk* describes the potential for these climate impacts to arise and *vulnerability* describes the propensity of an entity to be adversely impacted by climate hazards.²⁰

WHY REPORT ON CLIMATE TRENDS, HAZARDS, IMPACTS, RISKS AND VULNERABILITIES?

Presenting information about climate trends and hazards, and the impacts, risks and vulnerabilities countries are facing due to the present and future climate represents a key component of adaptation reporting. Providing this information in reports has been a mainstay of reporting on adaptation to the UNFCCC (ICAT 2020), with this information playing a key role in enabling countries to communicate the scale and nature of the problems they are dealing with, providing a clear picture of why, where, and to what extent adaptation is urgently needed within their territory.

²⁰ Definitions for provided for climate hazards impacts, risk and vulnerability are summarised from those provided in the [glossary](#) of the IPCC Sixth Assessment Report Working Group II. Full definitions are available in this document.

2.2 Reporting on climate trends, hazards, impacts, risks and vulnerabilities

As inferred by the guidelines provided in Section B of the MPGs, reporting on impacts, risks and vulnerabilities logically occurs over two sequential parts.

First, countries should describe how the climate of the country has changed over the past decades (ideally as far back as reliable data is available) and is expected to change over coming decades (e.g. to 2050, 2075 or 2100). This description should include information about both long-term trends in important climate variables (e.g. annual/seasonal precipitation, average/maximum/minimum temperature) and changes in the frequency and strength of climate hazards (e.g. prolonged periods of drought, extreme heat, flooding events).

This information is important as it provides valuable context about the climatic drivers of risks, which are necessary to understand how climate change is leading to adverse impacts on human and natural systems and how certain systems are likely to be vulnerable to these changes.

Second, countries should provide information about impacts, risks and vulnerabilities caused by climate change. This involves describing how climate change has impacted – and is currently impacting – the country, how these impacts are expected to change over the coming decades, and how different sectors, communities, ecosystems or regions are vulnerable to observed and anticipated changes in climate. Where possible, this information should be disaggregated to reflect differential vulnerability for people of different genders or social groups.

SUMMARISING HIGHLY TECHNICAL INFORMATION ABOUT CLIMATE TRENDS, HAZARDS, IMPACTS, RISKS AND VULNERABILITIES

Information relevant to reporting on impacts, risks and vulnerabilities is generated through a range of different assessments. For example, information about current climate trends and hazards is generated through analysing past meteorological records, while information about projected climate trends and hazards is generated through climate modelling exercises. Similarly, information about impacts, risks and vulnerabilities is generated through national impact, risk and vulnerability assessments.

For many countries, these assessments will be conducted as part of – or in conjunction with – national adaptation planning processes (e.g. the preparation of a national adaptation plan or strategy).

Reporting on climate trends, hazards, impacts, risks and vulnerabilities essentially involves translating the highly technical outputs of analyses of past climate data, climate modelling exercises and impact, risk and vulnerability assessments into information that can be easily digested by broad audiences that do not necessarily possess technical or sector-specific expertise. As such, countries should aim to summarise the results of relevant analyses and assessments in a manner that is most useful and accessible for non-experts in this field. In cases where countries feel that there is value in making more technical information available, links to the final reports of individual analyses and assessments being summarised could be provided in the report. This would require these documents to be hosted on a publicly accessible website (e.g. the website of the ministry responsible for reporting).

As well as summarising the results of these assessments, countries should also provide information about the assessments and exercises themselves, including information about how they were conducted. This could include providing information about:

- Who led the assessments
- When they were conducted
- Approaches, methodologies and tools used
- Involvement of stakeholders (incl. consultations with vulnerable and marginalised groups)

In addition to this, countries should also provide information about any known limitations and uncertainties related to the results of the assessments.

In addition to providing information about IRV assessments in this section of the report, countries could also provide information about their multi-hazard early warning systems (MH-EWS), climate information services and systemic observation systems. Information about these systems is not requested by the MPGs however, the UAE FGCR sets a target for all countries to have “MH-EWS, climate information services for risk reduction and systemic observation systems to support improved climate-related data, information and services” by 2027 (see section 1.3).

Thus, countries wanting to inform the assessment of progress towards this target could do so by providing information about their MH-EWS, climate information services and systemic observation systems – or efforts to develop these systems and services – within their reports. For countries using the template proposed by this document, section 2 “climate trends, hazards, impacts, risks and vulnerabilities” would represent the most obvious home for this information.²¹

²¹ Countries preparing joint NC-BTRs should note that guidelines for NCs include dedicated sections on “systemic observation”. As such, joint NC-BTRs should – theoretically – include information about MH-EWS, climate information services and systemic observation systems in this section. If this is the case, there is no need to include it in the adaptation chapter of the report.



2.3 Deciding on the level of granularity and detail of reporting

Before preparing a section on climate trends, hazards, impacts, risks and vulnerabilities, countries should consider the level of granularity and detail they want to provide about climate trends, hazards, impacts, risks and vulnerabilities. Information provided in this section could have varying levels of granularity and detail, ranging between:

- a cursory overview of how the climate is changing and the headline impacts, risks and vulnerabilities that these changes are having, to
 - detailed accounts of how different climate variables and hazards have changed and are expected to change in the future, and detailed summaries of the results of impact, risk or vulnerability assessments for different sectors, communities, groups, ecosystems or regions that enable readers to acquire a concrete understanding of the situation in each of these areas.
- new exercises or assessments have been conducted, the results of which have not previously been reported in documents submitted to the UNFCCC,²²
 - the country wants to draw attention to either the overall scale of impacts, risks and vulnerabilities it is facing,

²² In this circumstance, providing detailed summaries of the results of new exercises or assessments ensures that the UNFCCC and other stakeholders have access to the most up-to-date information. This is particularly important in the case of the UNFCCC as it will enable this information to be considered by important UNFCCC processes such as the global stocktake.

or specific impacts, risks and vulnerabilities that are particularly critical,²³ and

- providing highly granular and detailed information is in line with the “style” of the report (see discussion in section 1.2).

In cases where clear motivations for providing more granular and detailed information about climate trends, hazards, impacts, risks and vulnerabilities are not clear, countries may instead want to provide only a cursory overview of this

information alongside links to documents where readers can obtain more detailed information. Potential sources of more detailed information about climate trends, hazards, impacts, risks and vulnerabilities include: national adaptation plans or strategies, previous NCs or ACs, and other technical reports (e.g. final reports from climate modelling exercises or national impact, risk or vulnerability assessments). Opting for this approach would have the advantage of allowing the report to focus on providing more detailed information in other sections and reducing the burden that preparing this section of the report would represent.

Providing deep dives on specific impacts

Box 5

Countries that wish to leverage their reports to communicate on specific impacts (i.e. those that they are particularly vulnerable to) while at the same time opting for a lighter approach of reporting on climate trends, hazards, impacts, risks and vulnerabilities might consider providing deep dives into specific impacts. In such cases, countries could supplement a high-level overview of climate trends, hazards, impacts, risks and vulnerabilities with a “deep dive” into one or more impacts that are particularly severe. These could be provided in boxes in the report, therefore communicating the information without disrupting the natural flow of the report.

Providing deep dives into specific impacts can be used to communicate the state-of-play regarding impacts, risks or vulnerabilities that the country considers a priority to address or to highlight the human dimensions of particular impacts. Drawing attention to these can be particularly useful the country is seeking international support to address these impacts.



²³ Countries that want to do this should consider providing highly detailed information about impacts, risks and vulnerabilities, even when similar information has been provided in previous reports. Repeating it in high profile reports can serve as an effective means of emphasising the magnitude of impacts a country is facing and its acute vulnerability to these impacts.

SECTION 3: ADAPTATION PRIORITIES AND BARRIERS

This section should contain information about the national adaptation priorities and barriers, challenges and gaps inhibiting the achievement of these priorities.

Guidance for reporting on adaptation priorities and barriers is provided by section C of the MPGs, which asks countries to provide information about:

- their domestic adaptation priorities and progress towards those priorities, and
- barriers, challenges, and gaps to adaptation.

3.1 Introduction to adaptation priorities and barriers, challenges, and gaps

Introduction to adaptation priorities

Adaptation priorities refers to broad areas of action that countries have identified as a priority to implement under their adaptation process. The identification of adaptation priorities plays a crucial role in guiding, enabling and driving adaptation planning and action as they (i) provide the government with clear direction for policymaking, strategic planning and action, (ii) are important in enabling resource allocation and facilitating policy coordination and integration, and (iii) through accompanying targets, provide the government and stakeholders with the means to evaluate whether the government is delivering on its pledges.

While hypothetically adaptation priorities could be identified through a wide range of instruments and processes, for most countries adaptation priorities are likely to be identified within national adaptation plans and strategies, and/or within their NDCs.

As they are defined by countries themselves, there is no strict definition for what an adaptation priority is. Accordingly, areas of action identified as adaptation priorities by countries vary in their level of granularity and focus (UNEP 2024). Countries that have submitted NAPs to the UNFCCC, for example, have identified adaptation priorities that are aligned with their economic sector (e.g. agriculture, water, health), focussed on strengthening the aspects of the institutional framework or enabling environment for adaptation (e.g. strengthening institutional arrangements for adaptation, building capacity for climate impact, risk and vulnerability assessment or MEL) or target cross-cutting issues (e.g. gender equality). Similarly, some countries identifying broad sectors as adaptation priorities (e.g. Trinidad and Tobago), while others prioritise more specific areas of action (e.g. Pakistans NAP identifies the following as priorities within the agriculture sector: promote climate smart agricultural practice, modernise the irrigation systems and formulate long-term agricultural growth strategy [Government of Pakistan 2023]).

Introduction to barriers, challenges, and gaps

Adaptation barriers, challenges and gaps refer to issues that inhibit a country's ability to adequately and effectively adapt in their priority areas. The nature of barriers, challenges, and gaps to adaptation can vary significantly. Potential examples include competing policy priorities, conflicting interests amongst key stakeholders, limited financial resources, limited technical capacity, inadequate access to technology, inadequate institutional arrangements to support policy implementation, and underlying gender and social inequalities.

Why report on adaptation priorities and barriers, challenges and gaps?

As identifying priorities represents the basis for developing a coherent strategy, providing information about adaptation priorities provides the report's audience with an overview of their adaptation ambitions and important context for understanding the country's overarching strategy for adapting to climate change.

Conversely, given their potential to impede adaptation, information about the main barriers, challenges and gaps to adaptation is important for outlining which factors are currently preventing the country from achieving its adaptation ambitions and providing context for information related to progress in implementing adaptation policies and actions provided later in the report (section 4). Such information can serve to underline the country's need for certain types of technical, capacity-building or financial support and thus is of high interest to potential providers of support (e.g. climate funds under the UNFCCC, donor countries and NGOs). Furthermore, it also represents valuable input to the global stocktake, which seeks to enhance understanding about collective barriers, challenges, and gaps to adaptation (decision 19/CMA.1).

3.2 Reporting on adaptation priorities

This section should serve to provide readers with an easy-to-digest overview of the broad areas of action that the country has identified as priorities for adaptation. Providing this overview could take the form of a list, in which specific adaptation priorities are identified and described.

When reporting on specific adaptation priorities, countries should:

- describe the broad area of action being prioritised,
- describe why it has been designated as a priority,
- describe any high-level goals or targets associated with the adaptation priority, and
- progress towards achieving these goals or targets.

3.3 Reporting on barriers

When reporting on barriers, challenges and gaps to adaptation, countries should identify and describe the main barriers that are impeding their ability to make progress in adapting across their priority areas.

Information about the barriers, challenges and gaps that are impeding adaptation can be derived from various processes. Probable sources of data, however, are analyses of barriers and gaps conducted during the formulation of national adaptation plans or strategies, as well as mid-term and post-implementation evaluations of these plans or strategies. In the absence of such processes however, less structured processes such as interviews or expert opinions can also represent a source of information.

As with adaptation priorities, providing this overview could take the form of a list, in which the main barriers, challenges

and gaps impeding adaptation processes are identified and described.

When reporting on specific barriers, challenges or gaps, countries should:

- introduce the barrier, challenge, or gap,
- identify how the barrier, challenge or gap is impeding adaptation (i.e. which important processes are being hindered) and describe what the consequences of this are for the broader process of adaptation,
- identify how this barrier, challenge or gap can be addressed and (if relevant) whether support is required to address it.

Overlaps between reporting on adaptation priorities and adaptation policy processes and actions

Note 3

As national adaptation priorities are likely to be identified as part of national-level adaptation policy processes (e.g. national adaptation plans, strategies and NDCs), information reported in this section is likely to have overlap with information reported in the next section (section 4) where countries would report on their national-level adaptation policy processes more broadly.

To manage this overlap, it is recommended that countries use this section to provide a high-level overview of the adaptation priorities contained within their national adaptation plans, strategies and NDCs, and use section 4 to report more comprehensively on the adaptation policy process itself.

Alternatively, when adaptation priorities are identified through national-level adaptation policy processes such as national adaptation plans, strategies or NDCs, countries could report on adaptation priorities when they report on the national adaptation plans, strategies or NDCs. Either using this section to provide an overview of barriers, challenges and gaps only *or* skipping this section completely and integrating all the information requested by the guidelines for section C of the MPGs into section 4.



SECTION 4: ADAPTATION POLICY PROCESSES AND ACTIONS

The section should contain information about the various policy processes and actions the country is implementing to adapt to climate change.

Guidelines for reporting on adaptation policy processes and actions are found across sections D, E and F of the MPGs. In this arrangement, the guidelines in section D “Adaptation strategies, policies, plans, goals and actions to integrate adaptation into

national policies and strategies” identify different types of adaptation policy processes and actions that are relevant to report on, the guidelines in section E “Progress on implementation of adaptation” ask countries to provide information about progress in implementing these policy processes and actions, and the guidelines in section F “Monitoring and evaluation of adaptation actions and processes” ask countries to provide information about their results (i.e. their outcomes and impacts).²⁴

4.1 Introduction to adaptation policy processes and actions

Climate change adaptation refers to the process of adjusting to actual or expected climate and its effects, with the aim of moderating harm or exploiting beneficial opportunities.

Governments drive the process of adaptation within their territories by taking measures to manage the risks from climate impacts, protect communities and strengthen the resilience of the economy. Measures available to governments take many forms and can be implemented on many levels. They include:

- the preparation of laws, acts and other legal instruments and institutional arrangements that strengthen the country’s institutional framework for managing adaptation,
- the preparation of national, sectoral and subnational adaptation plans, strategies and programmes,
- mainstreaming adaptation considerations into existing plans, strategies and programmes (e.g. sector development plans),
- implementing actions that directly reduce climate risks faced by sectors, communities or ecosystems by decreasing their vulnerability or increasing their resilience to climate impacts, and
- implementing actions that increase the capacity of sectors, communities or ecosystems to adapt to the impacts of climate change.

To distinguish between different types of adaptation, this guide divides adaptation into two broad types: **adaptation policy processes** and **individual adaptation actions**.

The term *adaptation policy processes* refers to ongoing iterative policy processes that are intended to drive action to achieve certain policy goals. They can be active at various scales (e.g. national, sectoral, subnational) and are coordinated through either preparing bespoke adaptation planning instruments such as adaptation plans, strategies or programmes or mainstreaming adaptation considerations into existing planning instruments (e.g. sector development plans).

The term *individual adaptation actions* meanwhile refers to distinct, time-limited activities with clear tangible objectives (e.g. adaptation projects and capacity-building activities). Individual adaptation actions are often the product of adaptation policy processes. For example, action plans or programmes prepared under an adaptation policy process will contain a selection of individual adaptation actions to be implemented as part of the adaptation policy process.

Why report on adaptation policy processes and actions?

Reporting on adaptation policy processes and actions being planned and implemented by the country represents the cornerstone of adaptation reporting under the UNFCCC. It is this information that will inform the report’s audience about what exactly the country is doing to achieve the Paris Agreement

²⁴ Paragraph 112 of section F asks countries to provide information about MEL systems, section 7 of the template responds to these guidelines.

and convention's objectives on adaptation, whether these efforts are on track, and whether they are leading to the desired results. As such, this information is of great interest to domestic and international stakeholders alike and viewed as critical information for informing the global stocktake.

In addition to providing an overall picture of how countries are adapting to climate change, reporting on adaptation

policy processes and actions can also be leveraged by countries for other purposes, including:

- highlighting specific adaptation policy processes and actions that they wish to receive recognition for, and
- sharing good practices, experiences and lessons learned related to planning and implementing adaptation.

4.2 Reporting on adaptation policy processes and actions

Guidelines related to which processes and actions are relevant to report on are provided across various bullet points in section D.

Bullet point 109(b) in section D of the MPGs highlights that countries should provide information about “adaptation: goals, actions, objectives, undertakings, efforts, plans (e.g. national adaptation plans and subnational plans), strategies, policies, priorities (e.g. priority sectors, priority regions or integrated plans for coastal management, water and agriculture), programmes and efforts to build resilience”. Bullet point 109(f) adds that countries should also report on “efforts to integrate climate change into development efforts, plans, policies and programming” – i.e. mainstreaming – and bullet points 109(e) and (f) highlight that adaptation that leads to “mitigation co-benefits” or promotes or utilizes “nature-based solutions” are also relevant to report on.

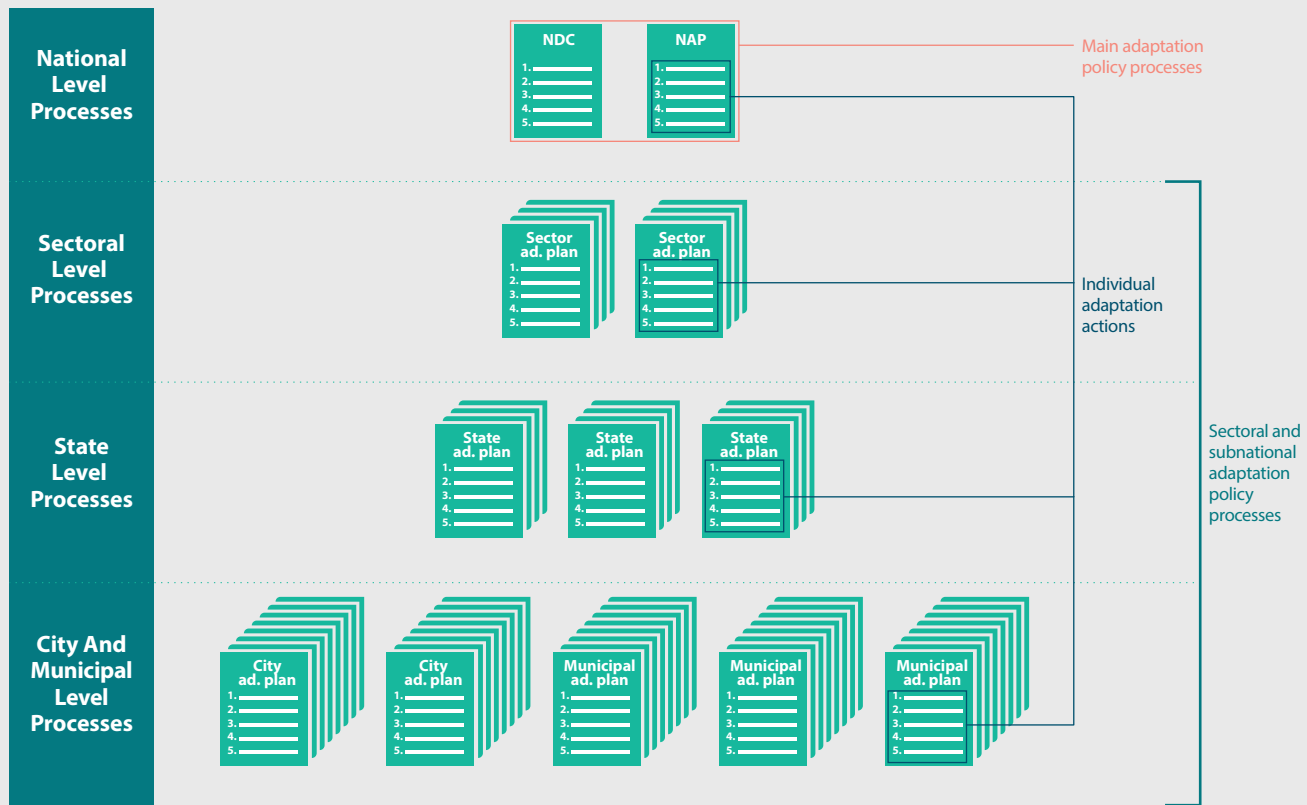
Together, these insinuate that all forms of adaptation policy processes and actions are relevant to report on, including efforts to mainstream adaptation into development processes. It also infers there is particular interest in processes and actions that promote or utilize ecosystem/nature-based adaptation or lead to mitigation co-benefits.

While all forms of adaptation policy processes and actions are relevant to report on, given that there are likely to be a myriad of adaptation policy processes and actions being implemented within their territory at any point in time by different actors operating at various levels (see Figure 3), providing detailed information about every single adaptation policy process and action ongoing within the country is not likely to be practical or desirable.



Scope of adaptation policy processes and actions within a country (excluding those led by non-state actors)

Fig. 3



As such, when preparing this section of their adaptation reports, countries will likely want to narrow the scope of their adaptation reporting and prioritise reporting on certain processes and actions.

Narrowing the scope of adaptation reporting

When reporting on adaptation, countries should prioritise reporting on their main adaptation policy processes. For many countries, this would mean reporting on the policy processes coordinated by:

- national adaptation plans, strategies or programmes,
- national climate change plans or strategies with an adaptation component,
- the adaptation components of their NDCs.

Reporting on their main adaptation policy processes should be prioritised by countries as these processes represent the “highest-level” adaptation policy processes in the country and play crucial role in enabling, coordinating and driving adaptation. For example, these processes typically play a key role in:

- establishing/strengthening the national legal and policy framework for adaptation,
- building institutional capacity for adaptation (including strengthening institutional arrangements),
- coordinating adaptation across different levels of government,
- mainstreaming adaptation into existing planning systems for other policy areas (e.g. agriculture, health, etc.), and
- driving action to address adaptation priorities.

In light of their role in a country's national adaptation process, reporting on these instruments will provide the report's audience with an understanding of the main systemic steps the government is taking to facilitate and advance adaptation in the country.

While reporting on their main adaptation policy processes should be the priority, countries should also aim to report on:

- adaptation policy processes ongoing at sectoral and subnational levels, and
- individual adaptation actions being implemented at different levels.

By expanding the scope of reporting, countries will be able to increase the utility of their adaptation reports.

Reporting on sectoral and subnational adaptation policy processes for example, will allow audiences to get a better understanding of how, and the extent to which, adaptation is occurring across different levels of government; thereby providing insights into important progress in adaptation being made below the national level. Reporting on individual adaptation actions meanwhile, can be used to provide a flavour of the types of action being implemented in the country and utilised to demonstrate that the country is implementing certain types of adaptation (e.g. ecosystem-based adaptation or adaptation with mitigation co-benefits) or draw attention to specific actions that are particularly ambitious and/or successful.

Guidance for reporting on their main adaptation policy processes is provided in section 4.3, guidance for reporting on sectoral and subnational adaptation policy processes is provided in section 4.4, and guidance for reporting on adaptation actions is provided in 4.5.

4.3 Reporting on the main adaptation policy processes

Given their crucial role in shaping, driving and coordinating adaptation across all levels, countries should aim to provide detailed information about their main adaptation policy processes.

The starting point for reporting on their main adaptation policy processes would be to provide important background information about the process (e.g. lead implementing agency, implementation timeframes, sectoral coverage) and substantive information about its objectives and the approach adopted to achieve these objectives (e.g. identifying priority actions to be implemented).

In addition to this basic information however, countries should also provide additional information about the process, including about:

- the process of preparing the most recent planning instrument (i.e. the most recent plan or strategy published),
- the enabling environment for implementing the contents of this planning instrument,
- progress in implementing the planning instrument and the results this has achieved (further guidance provided in section 4.3.1), and

- next steps following the conclusion of this iteration of the process.

Providing this additional information will provide readers with greater insights into the process, including whether:

- the most recent planning instrument was prepared following widely acknowledged best practices (e.g. did the process use the best available science, was it inclusive, and Indigenous, traditional and local knowledge considered in its formulation),
- the resources and systems required for effective implementation are available, and
- it is *actually* being implemented and being successful in achieving its objectives.

Table 5 provides a detailed overview of the information that countries *could* provide when reporting on their main adaptation policy processes.

Tab. 5 Relevant information to provide when reporting on adaptation policy processes

Element	Specific information
Background information about the policy process	<p>Lead agency and other implementing agencies</p> <p>Implementation timeframes</p> <p>Coverage of sectors and policy areas</p> <p>Relationship to legislation and previous and existing planning instruments (including previous iterations of the instrument being reported on)</p>
Information about the contents of the most recent planning instrument	<p>High-level objectives and how the instrument will achieve these objectives</p> <p>Priority actions to be implemented (if applicable)</p> <p>How the instrument is expected to contribute to development goals²⁵</p>
Information about the process of preparing the most recent planning instrument	<p>How best available science was integrated into the climate projections and impact, risk and vulnerability assessments informing the preparation of the instrument²⁶</p> <p>Stakeholder consultation, including which groups were consulted and how inputs were captured²⁷</p> <p>How the perspectives of groups that are particularly vulnerable to climate change and/or typically underrepresented in decision making (such as women and Indigenous peoples) were integrated into the planning process²⁸</p> <p>How Indigenous, traditional and local knowledge was integrated into the planning process (if relevant)²⁹</p>
Information about the enabling environment for implementing the most recent planning instrument	<p>Availability of finance for implementation</p> <p>Mechanisms for coordination across sectors and levels of government</p> <p>Presence of a MEL system</p>
Information about implementation and results	<p>Progress in implementing the instrument (if applicable)</p> <p>Progress in achieving the instrument's objectives</p> <p>Evaluation of the instrument's effectiveness and adequacy</p> <p>Specific barriers and challenges hindering its implementation</p>
Information about next steps in the adaptation policy process	<p>Upcoming reviews or evaluations of the instrument</p> <p>Plans for updating the instrument</p>

²⁵ Responds to guidance provided in bullet point 109(d) in section D of the MPGs

²⁶ Responds to guidance provided in bullet point 109(c) in section D of the MPGs

²⁷ Responds to guidance provided in bullet point 109(h) in section D of the MPGs

²⁸ Responds to guidance provided in bullet point 109(c) in section D of the MPGs, this template also encourages users to provide this information in section 5 related to *Integrating gender perspectives into adaptation*

²⁹ Responds to guidance provided in bullet point 109(c) in section D of the MPGs, this template also encourages users to provide this information in section 6 related to *Integrating Indigenous, traditional and local knowledge* into adaptation

The above guidance is tailored towards countries that have already published a finalised planning instrument (e.g. a national adaptation plan or strategy).

However, in cases where countries do not yet have a recognisable national adaptation plan, strategy or equivalent in place to guide national adaptation policy processes; they should instead describe any ongoing efforts to develop such an instrument (including climate change plans or strategies that include a national plan or strategy for adaptation as a subcomponent). This description should include any substantive barriers, challenges, gaps and support needs related to this process.

4.3.1 Guidance for reporting on implementation and results

Reporting on the implementation and results is intended to be a key part of reporting on adaptation under the ETF, with significant focus being placed on providing this information by sections E and F of the MPGs.

The provision of information about implementation and results within adaptation reports is viewed as vital for enabling the global stocktake to make robust assessments of whether the world is on track to achieve the Paris

Agreement’s global goal on adaptation (UNEP 2023a). Given the key role they play in shaping, driving and coordinating adaptation, information about the implementation and results of countries’ main adaptation policy processes are viewed as particularly vital for this purpose.

This information will also be of high interest to other international and domestic stakeholders, who will have a strong interest in following the progress being made in implementing these processes and may want to recognise the efforts made by the country or hold the government to account if the implementation of these processes is not on track or the processes are not being effective in achieving their intended aims.

For the reporting countries meanwhile, providing information about implementation and results represents an opportunity to demonstrate that their main adaptation plans or strategies, do not just exist on paper but are *actually* translating into tangible action, reducing climate risks and achieving their policy objectives.

Due to the importance of reporting on implementation and results within adaptation reporting, potential approaches to reporting on implementation and results is provided below.

Generating information about implementation and results requires MEL

Note 4

Information about the implementation and results of adaptation planning instruments can only be generated through monitoring, evaluation and learning (MEL) processes. As such, to report on progress in implementation and results, countries will need to have some form of operational MEL system in place for the adaptation policy process being reported on (more information about MEL systems is provided in section 7).



Potential approaches for reporting on implementation

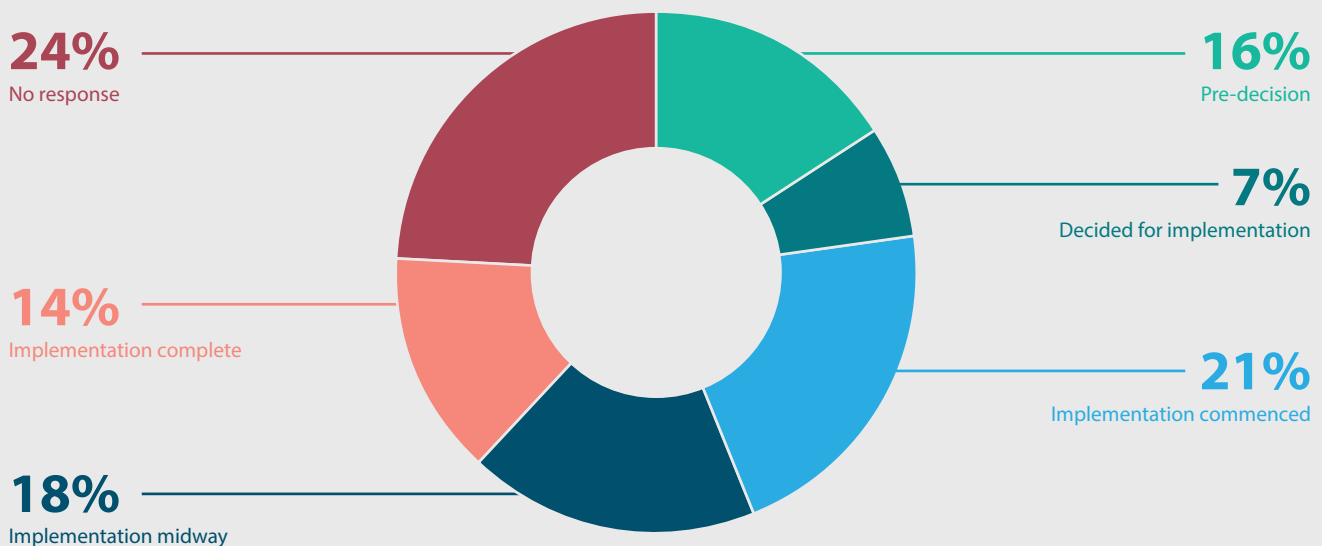
Reporting on the implementation of adaptation policy processes should be relatively straightforward and can be achieved effectively through the following approaches:

- **Providing a list of actions planned under the adaptation policy process and their implementation status.** To apply this approach, countries would provide information about each activity contained within the plan or strategy being reported on (e.g. in a table). As part of this, countries would include information about the implementation status of each activity, possibly through utilizing simple but descriptive categories as qualitative indicators that are comparable across actions – e.g. ‘yet to start’, ‘under implementation’, ‘completed’, ‘delayed’ or ‘cancelled’. This information could be provided alongside other basic information, such as information about the lead implementing agency, implementation time frames, etc.

- **Providing a statistical summary.** To apply this approach, countries would summarise the status of actions contained within a plan, strategy or programme statistically (i.e. report on the number or percentage of actions that are – for example – ‘yet to start’, ‘under implementation’, ‘completed’, ‘delayed’ or ‘cancelled’). This information could be visualised in a chart or graph (e.g. bar or pie chart). This represents a much more concise means of demonstrating the extent to which a plan, strategy or policy has been implemented and negates the need to report on actions planned under the plan or strategy on an action-by-action basis, which can get burdensome when these instruments contain 100+ actions.³⁰ An example of this from Tonga’s Joint National Action Plan 2 on Climate Change and Disaster Risk Management (JNAP2) is provided in Figure 4. Countries wishing to provide more granularity under this approach could provide charts or graphs disaggregated by sector or priorities thereby enabling readers to identify the priority areas where progress is robust and those where it is comparatively weaker. An example of this from Tonga’s JNAP2 is provided in Figure 5.

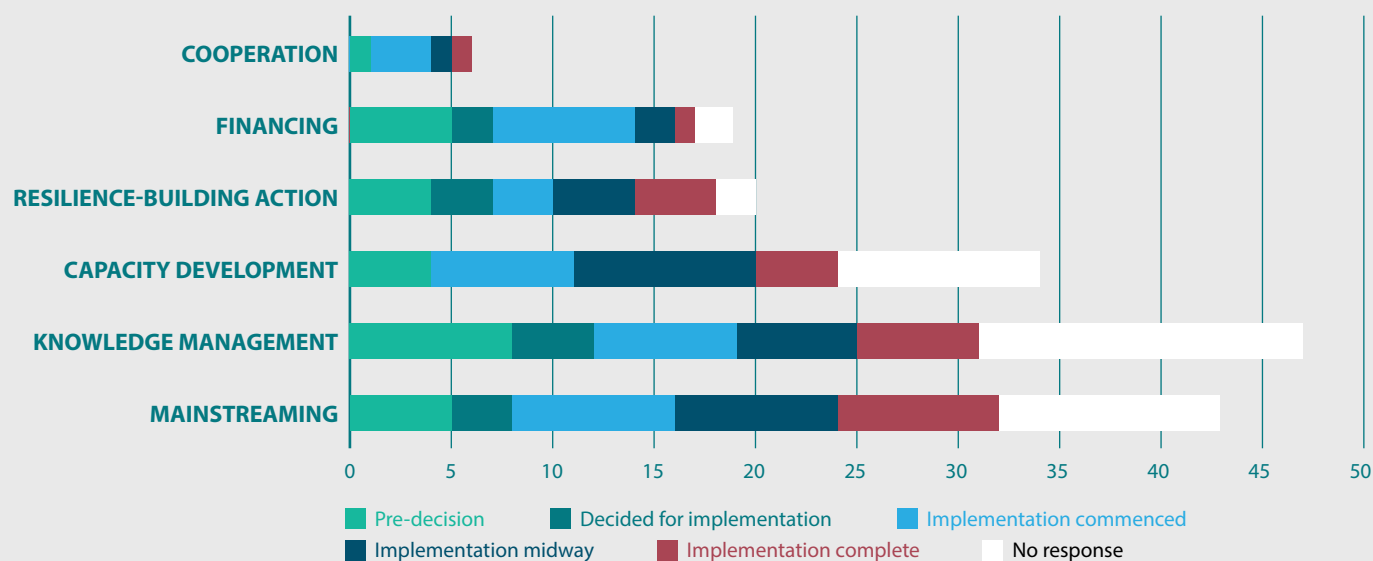
Implementation status of activities in Tonga’s JNAP2

Fig. 4



Source: adapted from Government of Tonga (2021)

³⁰ As at June 26 2024, NAP Global Network’s NAP Trends estimates that the average number of actions contained within a NAP submitted to the UNFCCC is 107.



Source: adapted from Government of Tonga (2021)

In addition to simply providing information about the implementation status of activities planned under their main adaptation policy processes countries could also provide information about any major barriers and challenges that are inhibiting the implementation (e.g. limitations in finance, lack of technical capabilities). Providing such information will provide the report's audience with important background information as to why the state of implementation is as it is. Further, it can serve to underline the urgency of related support needs articulated elsewhere in the report.

Potential approaches for reporting on results

The information that countries will be able to provide about the results of their main adaptation policy processes will depend on the capabilities of the MEL systems they have developed to monitor and evaluate them. Namely, whether its MEL system can monitor the progress an adaptation policy process is making towards achieving its goals and targets, and whether evaluations are to be conducted as part of the MEL process.

Where monitoring systems can track progress towards an instrument's goals and targets, countries should be able to provide information on progress being made towards

these goals and targets by providing the most recent monitoring data.

Where evaluations have been conducted as part of the MEL process, countries should also report on the results of these evaluations. The output of an evaluation process is typically a large report that assesses key questions related to whether the process has been effective in achieving its objectives, why it has been (or has not been) effective, and are the objectives of the plan, strategy or programme adequate in light of the risks. Though, the exact questions assessed by an evaluation vary on a case-by-case basis.

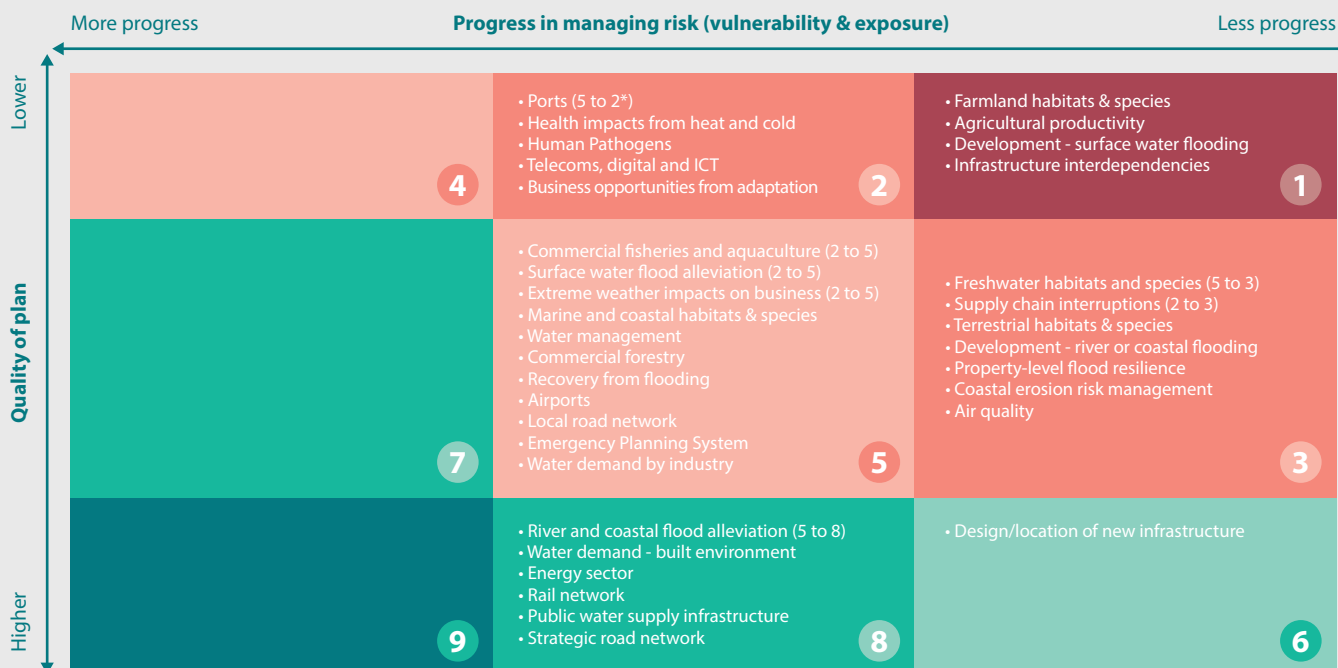
When reporting on the results of evaluations, countries should try and provide a summary of the report's key findings, including the reasons why a plan, strategy or policy has or has not been effective and any recommendations the evaluation has for rectifying shortcomings. The key messages (Box 6) and summarising figure (Figure 6) provided in the executive summary of the evaluation of the [UK's Second National Adaptation Programme](#) provide a good example the level of information that could be useful to include in a BTR, joint NC-BTR or AC. The report could then refer to and provide links to full proper assessment reports to allow interested parties to access much more detailed information.

- The global and UK climate will continue to change out to mid-century at least.
- Warming at much higher levels than a 2°C increase in global temperature remain possible in the second half of the century.
- The National Adaptation Programme has not developed national preparedness for a 2°C rise in global temperature, let alone higher levels of warming.
- Our assessment shows limited changes in progress scores since 2019. Adaptation needs to be integrated into a range of key policies before the next National Adaptation Programme is published in 2023.
- There are signs of improvement across a number of sectors that if continued, could help to achieve this.
- The Government needs to reinstate support services and resourcing for local adaptation action.
- There are no actions in the National Adaptation Programme to respond to the risks to the UK from climate change overseas. As we stated in our last report and in our advice on the CCRA, these risks need to be included in the next Programme due in 2023.
- The next 12 months will be important for making improvements to how we measure and monitor adaptation in the UK. Global interest in monitoring and evaluation is growing in the run up to COP26 - with a focus on the UK's approach. To be worldleading, Government needs to resource new work to improve existing datasets and identify and create new ones.
- The UK is entering its third cycle of risk assessments and National Adaptation Plans. The third iteration of the National Adaptation Programme must be more ambitious; more comprehensive; and better focussed on implementation than its predecessors, in order to improve national resilience to climate change.

Source: Climate Change Committee 2021

The evaluations assessment of progress towards the 34 adaptation priorities in the UK's National Adaptation Programme

Fig. 6



Source: adapted from Climate Change Committee 2021

4.4 Reporting on sectoral and subnational adaptation policy processes

Sectoral and subnational adaptation policy processes refers to processes implemented by line ministries or subnational governments to drive and coordinate adaptation within a specific sector or subnational jurisdiction. These processes can be approached in two broad ways:

- through preparing sectoral or subnational adaptation plans, strategies or programmes, or
- through mainstreaming adaptation considerations into broader sectoral or subnational planning processes (e.g. sector development plans).

Providing information about how adaptation planning processes are ongoing at lower levels of government, and the extent to which they are occurring, can be utilized by countries to present a more comprehensive picture of their adaptation to climate change.

As effective governance of adaptation across different administrative levels is widely recognised as critical for countries to successfully adapt to climate change; information about adaptation policy processes at sectoral and subnational levels will be of interest to the UNFCCC, other countries and other domestic and international stakeholders. For countries therefore, reporting on ongoing adaptation policy processes at sectoral and subnational levels will allow them to demonstrate that meaningful adaptation is occurring at these levels, and not only at the national level.

Approaches to reporting on sectoral and subnational adaptation policy processes

Countries wishing to report on sectoral or subnational adaptation policy processes could do so via two contrasting approaches: reporting on sectoral or subnational adaptation policy processes on an individual basis or providing an overview across sectors or levels of administration.

These approaches to reporting on sectoral and subnational adaptation policy processes can be applied separately or in parallel.

Reporting on specific sectoral or subnational adaptation policy processes

Applying this approach would involve identifying and describing specific subnational or sectoral policy processes.

Typically, countries would report on specific policy processes when they have clear motivations for bringing certain subnational or sectoral policy processes to the attention of international or domestic audiences. Potential reasons for doing this could include that the policy process is being implemented in a high-priority sector or important jurisdiction (e.g. the capital city) and therefore is deemed of particular importance to the country's overall adaptation process, or it is particularly ambitious, innovative or successful.

When describing processes being coordinated through bespoke adaptation plans or strategies, countries should – as a minimum – provide basic background information about the process (e.g. its name, lead implementing agency, implementation timeframes, sectoral coverage) and substantive information about its objectives and the approach it adopts to achieve these objectives (e.g. does it provide an overarching strategy, a series of actions to be implemented – i.e. an action plan). Providing this information will give the report's audience a basic understanding of what the policy process is in practice, and how it is intended to achieve its objective.

Countries wishing to provide further information could also provide information about the preparation process, enabling environment, implementation and results, and future steps in the process. To do this, countries should follow the guidance provided in section 4.3.³¹

Meanwhile, when reporting on the mainstreaming of adaptation considerations into broader planning processes, countries should describe how the impacts of climate change have been considered within these processes.

Providing an overview of adaptation policy processes across different sectors or levels of administration

Applying this approach would involve providing topline information about how prevalent certain types of adaptation policy process are across sectors or at certain levels of administration (e.g. state or municipal level). This could, for example, involve reporting on how many state or municipal governments have prepared adaptation plans or strategies for their jurisdictions, or how many line ministries in charge of priority sectors have mainstreamed adaptation considerations into their sectoral development plans.

³¹ Countries should be aware that reporting in detail on sectoral and subnational adaptation policy processes may become space-intensive and impractical if countries want to report on many different sectoral and subnational adaptation processes.

The benefit of this approach is that it allows countries to provide the report's audience with a clear overview of the

extent to which adaptation policy processes are ongoing at different levels in a concise manner.

4.5 Reporting on individual adaptation actions

Individual adaptation actions refer to specific time-limited activities with clear tangible objectives – e.g. adaptation projects and capacity-building activities.

Reporting on individual adaptation actions serves different functions to reporting on adaptation policy processes. While presenting information about adaptation policy processes provides audiences with an overview of how adaptation is being systematically approached at various levels and sectors, presenting information about individual projects, actions or interventions – in isolation – does not provide audiences with the same strategic overview.

Instead, providing information about individual actions can be utilised by countries in adaptation reporting to achieve other objectives, including to:

- provide an overall flavour of adaptation actions being implemented across different sectors and levels (i.e. not just actions implemented under national adaptation policy processes [e.g. a NAP] but also by subnational and non-state actors [e.g. subnational and local governments, NGOs and communities, or the private sector]),
- demonstrate that certain types of adaptation action (e.g. ecosystem-based adaptation) are being implemented,
- draw attention to actions that are deserving of recognition, and
- share good practices, experiences and lessons learned.

Achieving each of these objectives will require countries to adopt different approaches to reporting. Thus, before preparing sections containing information on individual adaptation actions and processes, countries should determine what they want to achieve through reporting on these actions and report accordingly.

Guidance for how to achieve each of these objectives when reporting on individual adaptation actions is provided below.

Reporting on individual actions to provide a flavour of adaptation being implemented across the country

Providing a flavour of the adaptation actions that are being implemented in the country would involve providing information about a sample of adaptation actions from across different sectors and levels. Countries have frequently employed this method in their NCs and ACs when reporting on their adaptation efforts. This practice can improve the informativeness of adaptation reporting by offering the audience clearer insights into what adaptation projects and interventions being undertaken within the country look like in practice.

Where the objective of reporting on an action is limited to providing an overall flavour of adaptation that is being implemented within the country (i.e. there is no desire to gain recognition for the action or share good practices, experiences or lessons learned), countries can limit reporting to providing basic information about the action – e.g. its name/title, objectives, implementation status, and – if available – high-level information about the action's outcomes (e.g. for a mangrove restoration project, countries could provide information about the area of mangroves restored).

Providing this basic information would enable readers to get a rudimentary understanding of an action (i.e. a general sense of what it is). Countries wishing to provide additional information that would make an action more tangible to readers could, amongst other things, provide information about budgets and timelines that will give readers a better sense of the action's scope and scale.

Reporting on actions to demonstrate that certain types of adaptation are being prioritised

In addition to providing an overall flavour of what adaptation looks like within the country, countries may also want to utilise reporting to demonstrate that they are implementing adaptation actions that use certain adaptation approaches (e.g. ecosystem-based adaptation, locally-led adaptation), pursuing certain co-benefits (e.g. mitigation co-benefits, benefits for

gender equality), or are being implemented in certain areas (e.g. important ecosystems, Indigenous areas). Doing this may be of interest to countries that consider themselves to have made a significant effort to prioritise certain types of adaptation and would like to use their adaptation reporting to frame themselves as being active – or even a leader – in this space.

Achieving this would involve identifying and describing a sample of adaptation actions that have the desired qualities. Where the objective of reporting on an action is limited to demonstrating that the country is implementing certain types of action, information provided about individual actions could be limited to basic information (e.g. name/title, objectives, implementation status and – if available – outcomes).³²

An example of the effective application of this approach can be seen in the [United Kingdom of Great Britain and Northern Island's first adaptation communication](#) (pages 8–11).

Reporting on actions to get recognition or to share good practices, experiences and lessons learned

Countries can also use adaptation reporting to draw attention to specific actions that they believe deserve recognition or to share good practices, experiences and lessons learned.

When aiming to get recognition or share good practices, experiences and lessons learned countries should look to provide more detailed information that enables readers to gain a clear overview of the action and understand:

- why it is particularly interesting (important if the aim is to get recognition),³³ or
- why it has been successful (important if the aim is to share good practices, experiences and lessons learned).

To answer these questions, countries should aim to provide information about:

- The action itself – e.g. its objectives, the approach adopted, key activities, and its implementation status.
- Important information about the context within which the action is being implemented – e.g. information about the local socio-economic and environmental context, targeted groups and communities, etc.
- Why the action is particularly ambitious or innovative (*if relevant*).
- If/How the action was successful – i.e. what were the outcomes of the action and why do they qualify as a success (only applicable to completed actions).
- The factors that have contributed to the action being successful (only applicable to completed actions).

Further guidance on sharing good practices, experiences and lessons learned within BTRs is provided in annex 1 of this document.

Sharing good practices, experiences and lessons learned can be space intensive

Note 5

The amount of text required to adequately share good practices, experiences and lessons learned will likely be significant (e.g. half a page or more). While this may appear to be a lot, countries should avoid the temptation to over-summarise information about good practices, experiences and lessons learned, as countries and other actors will be reliant on detailed and nuanced information to be able to learn from your country's experiences.

³² As with reporting to provide a flavour of adaptation actions being implemented, countries can also provide more than basic information if they wish to provide further context.

³³ Potential reasons that a country may believe an action is particularly interesting to report on could include, amongst others, that: (i) it is ambitious, innovative, transformative or successful, (ii) it is being implemented in complex environments (e.g. transboundary resources), (iii) it is gender-responsive or applies Indigenous, traditional or local knowledge, or (iv) it targets vulnerable and marginalized groups.

SECTIONS 5 AND 6: INTEGRATING GENDER PERSPECTIVES AND INDIGENOUS, TRADITIONAL AND LOCAL KNOWLEDGE INTO ADAPTATION

In the template proposed by this guide, reporting on how *gender perspectives* and how *Indigenous, traditional and local (ITL) knowledge* are integrated into adaptation **should be done in two separate sections**. However, due to strong similarities in the processes of integrating gender perspectives and ITL knowledge into adaptation,

guidance for preparing these sections has been merged to avoid repetition.

Guidelines for reporting on how gender perspectives and ITL knowledge are integrated into adaptation are provided in bullet point 109(c) in section D of the MPGs.

5.1/6.1 Introduction to gender perspectives and Indigenous, traditional and local knowledge

Integrating gender perspectives into adaptation refers to the process of ensuring that gender considerations are systematically mainstreamed into the development, implementation, and MEL of adaptation policy processes and actions. The process aims to address gender disparities and promote equality by taking into account how different genders experience climate impacts differently, have different adaptation needs, and face different barriers and challenges to adaptation.

Meanwhile, integrating ITL knowledge into adaptation refers to the process of ensuring that ITL knowledge is acknowledged, valued and considered in the development, implementation, and MEL of adaptation policy processes and actions.

While there is no formally agreed definition of ITL knowledge, it can be understood as traditional knowledge, wisdom, practices, skills or philosophies that are developed by Indigenous or local communities over years through the accumulation of experiences and based on an intimate understanding of local contexts (United Nations Educational, Scientific and Cultural Organization 2020; Leal Filho et al. 2022). Whether knowledge is classifiable as Indigenous knowledge or traditional/local knowledge will depend on the identity of the holder. Indigenous knowledge can be considered as a subset of traditional or local knowledge that is held by Indigenous Peoples. Meanwhile, traditional or local knowledge can be considered to be broader terms that can be applied to local communities generally, including those that identify as Indigenous.

How Indigenous, traditional and local knowledge can support adaptation

Box 7

ITL knowledge is not viewed as an adaptation panacea, but more as a means of strengthening the quality of adaptation planning through complimenting scientific knowledge.

Due to its roots in subsistence lifestyles, ITL knowledge is generally focused around agriculture, aquaculture and natural resource management (e.g. management of forests and ecosystems). It is recognised as being particularly important in contexts where climate data, weather forecasting and scientific understanding have poor coverage.

There are, however, observed limitations with ITL knowledge. For example, ITL practices and techniques may not be sufficient to cope with rapidly increasing climate impacts. (Leal Filho et al. 2022).

Why report on the integration of gender perspectives and Indigenous, traditional and local knowledge?

Both gender and ITL knowledge feature prominently under the Paris Agreement. For example, the Paris Agreement recognises that climate change impacts are felt differently across genders and that it generally has greater impacts on women due to pre-existing socio-economic barriers (UNFCCC 2015). It also calls for adaptation to be gender-responsive (*ibid*), meaning that countries should actively address gender-based inequalities through adaptation. Similarly, ITL knowledge features prominently within Article 7 of the Paris Agreement, which recognises Indigenous and local populations as an important source of knowledge about the environments they inhabit and a potential source of adaptation solutions.

Moreover, adequately integrating gender perspectives and ITL knowledge into planning, implementation and MEL processes is recognised as important for enhancing

the effectiveness of adaptation by the Intergovernmental Panel on Climate Change (IPCC). For example, IPCC (2022) finds that integrating gender perspectives into adaptation processes is important for ensuring adaptation does not exacerbate existing gender-based inequalities. Likewise, it finds with high confidence that integrating ITL knowledge into adaptation planning can help prevent maladaptation by increasing the appropriateness of adaptation to local contexts and increasing the legitimacy of adaptation to Indigenous and local populations.

Given their prominence within the Paris Agreement and IPCC's sixth assessment report, when preparing their BTRs, countries should identify and describe any significant measures that they have taken to strengthen the extent to which gender perspectives or ITL knowledge are integrated into adaptation policy processes and actions. By providing this information, countries can demonstrate that they are taking adequate steps to ensure that gender perspectives or ITL knowledge are *systematically* integrated into adaptation processes.

Expand the focus of section 5 to include other vulnerable and marginalised groups

Sug. 2

As women are the only vulnerable or marginalised group referred to in chapter IV of the MPGs, the guidance provided for this section focuses solely on reporting on how gender perspectives are integrated within adaptation. However, women are not the only group that is recognised to be disproportionately affected by the impacts of climate change due to social inequalities. Amongst other groups, Indigenous peoples, local communities, migrants, persons with disabilities, and children, young people, and future generations, are also commonly cited as being disproportionately vulnerable or marginalised (UNEP 2022). In light of this, countries *could* also consider reporting on how the needs or perspectives of other vulnerable and marginalised groups are integrated into adaptation; despite this not being requested by the guidelines provided by the MPGs.



5.2/6.2 Reporting on measures taken to strengthen the integration of gender perspectives or Indigenous, traditional and local knowledge into adaptation policy processes and actions

To provide readers with an understanding of what they are doing to ensure that gender perspectives or ITL knowledge are *systematically* integrated into adaptation policy processes and actions, countries should identify and describe significant measures they have taken to strengthen the extent to which gender perspectives or ITL knowledge are integrated into adaptation action generally. Examples of such measures could include:

- creating a legal basis for mainstreaming gender perspectives or ITL knowledge into adaptation or for adaptation to be gender-responsive,³⁴
- developing standalone policy instruments prepared to mainstream gender perspectives into adaptation or climate action,³⁵
- preparing targeted plans, strategies or programmes that aim to support Indigenous populations to adapt to climate change,³⁶ and
- establishing mechanisms for participation in adaptation planning and policymaking by representatives of women's groups and other actors advocating for the rights of people who are typically underrepresented in decision making
- establishing institutional arrangements and processes (e.g. committees or sub-committees, gender-focussed consultations) that strengthen the extent to which gender perspectives or ITL knowledge are integrated into NAPs, NDCs and other key adaptation policy processes.³⁷

³⁴ E.g. through the inclusion of provisions within climate laws or acts that stipulate that: gender perspectives/ITL knowledge should be considered in adaptation, or adaptation should be gender-responsive.

³⁵ In 2013, Bangladesh prepared a Climate Change and Gender Action Plan to mainstream gender considerations into climate action in the food security, disaster management, social protection and adaptive social protection, health security and infrastructure sectors (Government of Bangladesh 2013).

³⁶ E.g. The Government of Canada is supporting Indigenous communities adapt through a number of targeted programmes that support: risk assessments, adaptation planning, implementation of structural and non-structural adaptation measures, and the co-application of scientific and Indigenous Science and Knowledge for community-based climate monitoring (Government of Canada 2022).

³⁷ Examples of institutional arrangements or processes relevant to strengthening the extent to which gender perspectives are integrated into adaptation include: gender-focused committees/sub-committees and consultation processes. Equivalent examples for ITL knowledge include: Indigenous dialogue forums.

When reporting on these measures, countries should provide information about:

- what the measure is in practice,
- how it strengthens the extent to which gender perspectives or ITL knowledge are integrated into adaptation, and
- which policy processes it applies to (e.g. a gender-focussed sub-committee may only provide feedback for certain processes – e.g. the NAP or NDC).

In addition to this, countries could also provide information about how gender perspectives or ITL knowledge have been integrated into prominent adaptation plans and strategies (e.g. NAPs).

As a key mechanism for defining adaptation priorities, channelling resources and implementing adaptation actions, national adaptation plans and strategies represent a key entry point for systematically integrating gender perspectives or ITL knowledge into the national adaptation process (NAP Global Network and UNFCCC 2019). As a result, understanding how gender perspectives or ITL knowledge have been integrated into these documents will be of high interest to certain audience groups.

Countries can provide this understanding by describing both:

- the steps that were taken to strengthen the extent to which gender perspectives or ITL knowledge are captured and integrated into the plan or strategy, and
- how these steps are reflected in the contents of the plan or strategy.

A non-exhaustive list of steps that can be taken to ensure plans and strategies adequately consider gender perspectives or ITL knowledge is presented in Box 8.

Examples of steps that can be taken to ensure plans and strategies adequately consider gender perspectives and ITL knowledge (adapted from NAP Global Network and UNFCCC 2019)**Box 8**

The following steps that can be taken to ensure plans and strategies adequately consider gender perspectives and ITL knowledge:

- Securing high-level commitment for integrating gender perspectives or ITL knowledge into the plan or strategy
- Engaging and involving advocates and representatives of women, Indigenous or local groups in the preparation, implementation and review of the plan or strategy
- Undertaking a gender analysis prior to preparing the plan or strategy
- Mapping ITL knowledge systems prior to preparing the plan or strategy
- Ensuring that impact, risk or vulnerability assessments are able to identify how people of different genders or Indigenous or local groups are impacted by climate change
- Integrating gender-responsiveness or utilisation of ITL knowledge into criteria for prioritising adaptation actions
- Raise awareness amongst decision-makers, implementers and stakeholders about the importance of considering gender perspectives or ITL knowledge in adaptation and build capacity to support them to do so

To complement information about the measures they have taken to strengthen the integration of gender perspectives or ITL knowledge into adaptation policy processes and actions, countries could also report on examples of adaptation actions that they are implementing that are gender-responsive, including actions that explicitly

address gender inequalities, or utilise ITL knowledge. By showcasing such actions, countries can illustrate how their efforts to enhance the integration of gender perspectives or ITL knowledge into adaptation are effectively translating into actions that are gender-responsive or utilise ITL knowledge.

SECTION 7: MONITORING, EVALUATION AND LEARNING

This section should contain information about how countries are using Monitoring, Evaluation and Learning (MEL) systems to monitor, evaluate and foster learning about their adaptation policy processes and actions.

Guidelines for reporting on MEL are found in paragraph 112 of section F of the MPGs. This paragraph asks countries to report on systems they are developing, have developed, or are using,³⁸ to monitor, evaluate and learn lessons from the implementation of adaptation actions.

7.1 Introduction to monitoring, evaluation and learning

Whether implementing a national adaptation plan or a highly localised adaptation project, MEL represents a key part of the process of implementing adaptation (IPCC 2022).

MEL enables those responsible for implementing adaptation processes and actions to: (i) track whether the implementation of activities is progressing as planned, (ii) track whether implemented activities are leading to the desired outcomes, (iii) evaluate whether the adaptation being implemented is adequate for addressing the relevant impacts, risks or vulnerabilities, and (iv) learn lessons that can be applied to both the intervention being monitored and evaluated and future adaptation interventions. Thus, MEL is viewed as a critical management tool that can be used to enhance the effectiveness and adequacy of adaptation processes and actions in the short-term through enabling those responsible for implementing it to make informed decisions based on real-time data, and in the long-term by enabling them to evaluate the adequacy of the strategy and learn lessons (UNEP 2021).

MEL is conducted through MEL systems.³⁹ While coming under a common term, MEL systems vary greatly in terms of the extent to which they are able to *monitor*, *evaluate* and *foster learning* (see Box 9 for definitions of monitoring, evaluation and learning).

For instance, it is common that MEL systems for national adaptation plans do not have an evaluation component and instead only monitor an intervention (despite still being referred to as a monitoring *and* evaluation system – Hammill et al. 2014). Similarly, the scope of monitoring

also varies between systems. For example, while some systems monitor the implementation of activities and progress towards achieving the instrument's goals and targets (e.g. achievement of outcomes), others are limited in scope to only monitoring implementation (Leiter 2021). Hypothetically it is also possible for MEL systems to not have a monitoring component at all and instead be solely focussed on evaluation; however, these are not common (Hammill et al. 2014).

In a similar vein, one cannot assume that all systems that monitor or evaluate adaptation will automatically lead to learning (Simister 2019). Although monitoring and evaluation generate information that provides the basis for learning, whether or not learning takes place based on this information will depend on the extent to which a conducive environment and culture for learning exists amongst the intended recipients of the information (Beauchamp et al. 2024). Environments and cultures for learning can be strengthened through undertaking dedicated learning-orientated activities as part of the MEL system. Such activities could include: creating dedicated spaces for learning at certain points in the policy process being monitored and evaluated, building the capacity of actors involved in the policy process to use information generated by MEL systems, and increasing the access of these actors to knowledge generated by MEL systems (*ibid*).

For detailed guidance on how learning can be embedded within MEL systems for adaptation policy processes, see Beauchamp et al. (2024)'s [Toolkit for Monitoring, Evaluation, and Learning for National Adaptation Plan Processes](#).

³⁸ This can include MEL systems that have not been explicitly developed for adaptation. For example, countries can use existing MEL systems that have been developed for development policy to monitor, evaluate and foster learning about their adaptation policy processes (often this will require adapting the existing system so it is able to meet the information needs for monitoring and evaluating the adaptation policy process).

³⁹ The term "MEL system" refers to the matrix of different elements (e.g. processes, mechanisms, data systems, institutional structures, agreements and policies) that facilitate the process of monitoring and evaluating a policy, programme or project and foster learning (ICAT 2023).

Monitoring is the systematic and continuous collection of information that enables implementers to track the implementation of and outcomes being achieved by adaptation actions and processes. Monitoring data can be used to make adjustments to the intervention to improve performance and provide accountability to stakeholders. (Hammill et al. 2014; Price et al. 2015; Simister and Napier 2017).

Evaluation is the ex-post assessment of the impact, effectiveness and adequacy of adaptation actions and processes. Evaluations are typically carried out at key milestones in the action or processes lifecycle – e.g. the mid-point, the end, and/or a period of time after the intervention has been finalised – and are used to learn lessons about why an action or process has or has not been successful (*ibid*).

Learning is the intentional process of identifying, embedding and sharing new knowledge generated by monitoring and evaluation processes that changes or reinforces knowledge, attitudes, and practice related to climate change adaptation (Beauchamp et al. 2024). Under this definition, learning is both a process and an outcome. As the process of identifying, embedding and sharing new knowledge generated by monitoring and evaluation processes does not constitute learning if this knowledge is not applied by those receiving it (*ibid*).⁴⁰

Why report on monitoring, evaluation and learning?

The important role that MEL plays in supporting countries to plan and implement effective adaptation has received increasing recognition since countries started developing national adaptation plans and strategies in the early 2000s.

Reflecting this, there has been growing emphasis on the need for countries to monitor and evaluate their adaptation policy processes and actions; including in Article 7 of the Paris Agreement,⁴¹ the UAE GCRF (which includes a target that all countries should have a functioning MEL system by 2030 – see section 1.3) and the Technical Guidelines for the NAP process published by the Least Developed Country Expert Group (LEG) (of which monitoring and evaluation of the NAP represents one of four main elements of the NAP process – LEG [2012]).

Given the growing emphasis on MEL of adaptation, countries should provide information about MEL systems they have developed, are developing, or are using, for monitoring, evaluating and fostering learning about their adaptation policies and actions. Providing this information will demonstrate

that they are committed to monitoring, evaluating and learning about their adaptation efforts and enable them to highlight any achievements they have had in this field or any barriers, challenges and gaps that are hampering their capacity to monitor, evaluate and foster learning about adaptation.

Hypothetically, countries could have MEL systems for all adaptation policy processes and actions they are implementing. However, reporting on all of these individually is unlikely to be feasible or desirable.

Therefore, as with reporting on adaptation policy processes and actions (see section 4), due to their prominent role in driving adaptation within a country, countries should prioritise reporting on MEL systems they have developed or are developing for their main adaptation policy processes (e.g. national adaptation plans and strategies, and NDCs).

Information about a country's ability to monitor, evaluate and foster learning about its main adaptation planning instruments will be of high interest to the UNFCCC, the global stocktake and an array of international and domestic actors; who will be interested in understanding the extent to which countries are able to track the implementation and outcomes of these processes, evaluate their adequacy and effectiveness for addressing climate impacts, risks and vulnerabilities, and generate learnings to be applied in their future adaptation efforts.

⁴⁰ It should be noted that learning related to adaptation is not exclusively generated through monitoring and evaluation activities. It can also occur through other processes such as research and capacity building (Dekens and Harvey 2024).

⁴¹ Paragraph 9.d

In addition to reporting on MEL systems for their main adaptation planning instruments, countries could also provide wider information about the enabling environment for MEL of adaptation and the extent to which MEL is occurring for adaptation policy processes and actions outside the country’s main adaptation policy processes. Doing so could include describing:

- how legislation promotes the MEL of adaptation,
- the extent to which MEL systems exist for sectoral and subnational adaptation policy processes (e.g. sectoral and subnational adaptation plans),
- the extent to which a culture exists across key actors for MEL of adaptation actions (e.g. at the project level),
- measures taken to strengthen capacity for MEL of adaptation at different levels, and
- challenges, barriers, and gaps that inhibit MEL of adaptation at different levels.

Providing this information can be used to give the report’s audience a wider overview of the extent to which MEL of adaptation is occurring at different levels, insights into why the present circumstances are as they are, and any steps countries have taken to increase the application of, and capacity for, MEL.

7.2 Reporting on monitoring, evaluation and learning systems

When reporting on MEL systems, countries should – as a minimum – identify specific MEL systems it wishes to report on, identify the policy processes that these MEL systems are being applied to and describe their level of development – e.g. whether they are planned, underdevelopment, developed, operational, and whether they have published any MEL reports.

In addition to this basic information, countries could also opt to provide more detailed information about the MEL system. This could include describing the system’s capabilities, outputs and how these outputs are used, any plans to review or update/expand the system, any challenges, barriers or gaps that are inhibiting its development or performance, and how these gaps translate into support needs (if relevant). A more detailed overview of information countries could report on is provided in Table 6.

Tab. 6 Relevant information to report related to individual MEL systems

Element	Specific information
System characteristics	<p>Purpose – information about which policy process the MEL system is intended to monitor, evaluate and foster learning about</p> <p>System capabilities – information about what the system is able to do (e.g. is it able to monitor the implementation of activities specified in the planning instrument, monitor progress towards goals and targets specified in the planning instrument, evaluate the planning instrument’s impact or effectiveness).</p> <p>System outputs – information about the outputs of the system (e.g. monitoring reports, evaluation reports, reports to parliament) and their periodicity (e.g. how often they are published)</p> <p>Use – information about how the outputs of the system are intended to be used (i.e. who is the intended recipient of monitoring and evaluation reports and how are they intended to use the information contained within them)</p> <p>Learning – information about how the MEL system ensures that the results of monitoring and evaluation activities lead to learning</p>

Element	Specific information
Operational status	<p>Level of development – information about what stage of development the system is in (e.g. is it in an early stage of development, have certain milestones been achieved [e.g. an indicator framework developed], is it operational)</p> <p>Previous outputs – information about any reports that have been previously produced by the system</p>
Results, challenges, barriers and gaps, support needs, and good practices and lessons learned	<p>Results – information about the quality of information produced by the system (e.g. is the information produced robust or useful)</p> <p>Challenges, barriers and gaps – information about any issues that are inhibiting the development or operationalisation of the system</p> <p>Support needs – information about any support needs the country may have in order to overcome challenges, barriers and gaps</p> <p>Good practices, experiences and lessons learned – information about any good practices established or lessons learned during the development and operationalisation of the system</p>
Future developments	<p>Review of the system – information about any plans for reviewing the MEL system</p> <p>Update or expansion of the system – information about any future plans to update or expand the system</p>

Providing the information proposed in Table 6 will provide the report’s audience with a better understanding of what individual MEL systems are capable of doing, whether they are performing as expected, and the next steps in improving their performance or expanding the scope of the system.

Providing this information can allow countries to demonstrate that they have developed the capacity to robustly monitor, evaluate and learn about key adaptation policy processes, or else are actively working towards establishing this capacity; both of which could lead to recognition under the

UNFCCC. Furthermore, demonstrating that MEL systems are in place for certain adaptation policy processes will enhance the credibility of information about the results of these processes provided elsewhere in the report (i.e. section 4).

Meanwhile, information about challenges, barriers and gaps inhibiting the development or performance of MEL systems, and how these translate into support needs, can be used by developing countries to make a case for receiving the support required to overcome these challenges, barriers or gaps.

Avoid providing information that is too technical for most audiences to understand

Tip 2

When reporting on individual MEL systems, countries may want to avoid providing highly detailed technical descriptions of how these systems work. While this information is likely to be interesting to some, such information is likely to be overly technical for most of the report’s audience. Instead, if countries want to make this information available, they should provide links to technical documents that describe in detail how the system works (e.g. an MEL plan or framework). This, however, will require that the relevant documents are available online.



SECTION 8: LOSS AND DAMAGE

This section should contain information about loss and damage. Guidelines for loss and damage are listed in section G of the MPGs. This section asks countries to provide a wide range of information related to loss and damage, including about:

- observed and anticipated future loss and damage,
- actions planned or implemented to address loss and damage, and

- institutional arrangements to facilitate the implementation of actions to address loss and damage.

Reporting on loss and damage within BTRs is new under the ETF, since loss and damage was not included in guidelines for reporting through NCs, BRs and BURs under the convention's previous transparency arrangements.⁴² Guidelines for reporting on loss and damage however, are prefixed by the word *may*, indicating that reporting on loss and damage is *more* voluntary than adaptation, the guidelines for which are prefixed by the word *should*.

8.1 Introduction to loss and damage

Loss and damage refers to negative consequences of climate change that either have not been avoided due to a failure to adequately adapt to climate impacts or cannot be avoided through adaptation as the magnitude of impacts are beyond the operational range of available adaptation measures (UNEP 2023a).

Loss and damage arise from both extreme weather events, such as storm surges and extreme temperatures, and slow-onset events, such as the melting of glaciers, sea level rise, and desertification, amongst others (UNFCCC 2019b; UNEP 2023a).

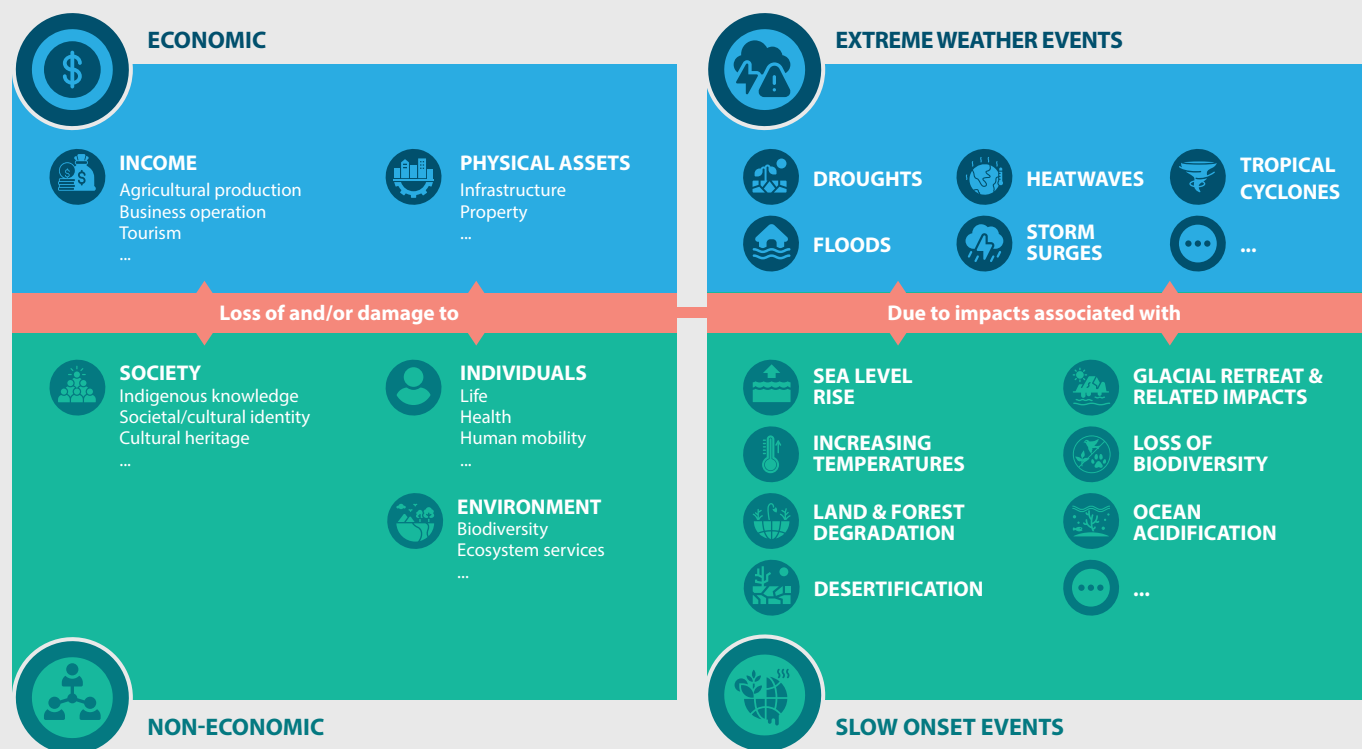
Loss and damage caused by climate events are often divided into two categories:

- Economic loss and damage – loss and damage that can be assigned a monetary value and include, for example, the loss of earnings or productivity and damages to property.
- Non-economic loss and damage – loss and damage that are difficult to assign a monetary value, often due to ethical questions, for example, loss of life and losses to biodiversity and cultural heritage (UNEP 2023a).

⁴² Although a handful of countries reported on loss and damage despite its absence from official guidelines.

Examples of economic and non-economic loss and damage from extreme and slow onset events

Fig. 7



Source: adapted from UNFCCC (2019b)

Addressing loss and damage

As aforementioned, loss and damage refers to the negative consequences of climate change to which we do not or cannot adapt. Loss and damage can be addressed both pre-emptively (i.e. before they occur) and reactively (i.e. after they occur – Puig 2023).

For countries, addressing loss and damage involves:

- developing or strengthening, as relevant, the institutional framework for addressing loss and damage,
- implementing responses to past, present or likely-future loss and damage, and
- building monitoring and reporting capacities to manage loss and damage.

Developing the institutional framework for addressing loss and damage involves establishing or strengthening the legal and policy frameworks, coordination mechanisms, financial mechanisms and other institutional arrangements that guide, coordinate and enable action related to addressing loss and damage. Due to its synergies with more well-established policy areas related to managing risk such as adaptation, disaster risk reduction and disaster risk management; countries tend not to develop new 'bespoke' frameworks for addressing loss and damage. Instead, common practice appears to be centred around utilizing and building upon existing institutional frameworks, in particular those developed for disaster risk reduction (an example of such a framework is provided in Box 10).

The ASEAN Framework on Anticipatory Action in Disaster Management aims to enhance disaster risk management by ensuring early warnings are effectively translated into anticipatory actions to mitigate the impacts of disasters. The framework defines anticipatory action as interventions carried out when a hazard poses imminent danger, based on forecasts, early warnings, or pre-disaster risk analyses. These actions are taken before a disaster to protect people, assets, and infrastructure. Key components of the framework include:

- 1. Risk Information, Forecasting, and Early Warning Systems:** Enhancing the accuracy and reliability of forecasts and early warnings.
- 2. Planning, Operations, and Delivery:** Developing and implementing plans for anticipatory actions.
- 3. Pre-arranged Finance:** Ensuring financial resources are available in advance to support anticipatory actions.

The framework also emphasizes regional coordination, collaboration, and the integration of anticipatory action into existing disaster risk management policies. It outlines a Plan of Action for 2021–2025, which includes 12 regional target actions and indicators to monitor progress, as well as five actions for MEL. This approach aims to build a disaster-resilient region by acting ahead of shocks rather than merely responding to disasters.

Source: ASEAN 2022



Individual actions that address loss and damage can be divided into those that directly address loss and damage caused by specific hazards, and those that support decision-making processes related to addressing loss and damage.

Actions that directly address loss and damage can be usefully divided into those that address economic loss and damage and those that address non-economic loss and damage.

Actions to address economic loss and damage can include:

- providing post-disaster support for rebuilding livelihoods,
- enhancing access to risk insurance,
- enhancing of social and financial protections, and
- providing compensation and humanitarian assistance to those afflicted by climate events.

Meanwhile, actions for addressing non-economic loss and damage can include:

- supporting communities to preserve their culture,
- recognizing losses and repairing damages,
- planned relocation,
- official apologies,
- active remembrance,
- counselling, and
- the conservation and restoration of ecosystems (Mombauer, Link and van der Geest 2023; UNEP 2023a).

An expanded list of actions that directly address economic and non-economic loss and damage is provided in Table 7.

Actions that support decision-making related to managing loss and damage include:

- developing loss and damage databases,
- conducting assessments of future climate risks, and
- building capacity amongst relevant actors to – amongst other things – collect loss and damage data, assess future climate risks and use information from such processes in decision-making (Farbin and Huq 2021; Schäfer et al. 2021; UNEP 2023b).

There are significant overlaps between addressing loss and damage and other policy areas associated with managing climate risks – e.g. adaptation, disaster risk reduction, humanitarian response and disaster recovery (Qi, Dazé and Hammill 2023). For example, early warning systems feature prominently in policy approaches for adaptation, disaster risk reduction and addressing loss and damage (*ibid*).⁴³

In particular, the delineation between *pre-emptively* addressing loss and damage and adaptation is not clear – with certain actions viewed as one or the other by different actors. For example, financial instruments such as insurance, risk pooling, and sovereign bonds are framed as both adaptation actions and actions for addressing loss and damage.⁴⁴ The same also applies to certain actions that support decision-making related to managing loss and damage, where processes such as climate modelling, conducting climate risk assessments and building capacities are equally important to supporting adaptation-related decision-making. This can cause difficulties when trying to categorize certain actions as either one or the other – i.e. as may happen when countries are reporting to the UNFCCC about their adaptation actions and how they are addressing loss and damage.

⁴³ Similarly, short and long-term support recovery and rehabilitation is common practice in humanitarian response and disaster recovery and addressing loss and damage.

⁴⁴ Other examples include managed retreat and livelihood diversification.

Tab. 7 Examples of actions for addressing economic and non-economic loss and damage

	Implemented ahead of a climate event	Implemented during or post a climate event
Actions for addressing economic loss and damage		
Extreme weather events	<p>Social protection actions, including pre-disaster financial support</p> <p>Risk layering, risk retention, risk transfer (e.g. climate insurance)</p> <p>Early warning and impact-based forecasting</p> <p>Loss and damage databases to support decision-making and risk assessments</p>	<p>Humanitarian assistance</p> <p>Short- and long-term recovery and rehabilitation</p> <p>Support for rebuilding livelihood</p> <p>Rebuilding damaged infrastructure</p> <p>Compensation</p>
Slow-onset events	<p>Livelihood diversification with reskilling and support for alternative livelihoods</p> <p>Planned relocation/Assisted migration</p> <p>Social protection actions (e.g. social assistance and safety net programmes)</p>	<p>Support for rebuilding livelihood</p> <p>Rebuilding damaged infrastructure</p> <p>Compensation</p>
Actions for addressing non-economic loss and damage		
Extreme weather events	<p>Early warning and impact-based forecasting (e.g. to enable timely evacuation)</p> <p>Through assisted migration, support to people in areas at high risk of extreme events to relocate to safer areas and avoid disaster displacement</p>	<p>Reparations to help ensure future well-being following loss</p> <p>Recognition of loss and repair of damage; official apologies</p> <p>Active remembrance (e.g. through museum exhibitions, school curricula)</p> <p>Counselling</p> <p>Support for communities to preserve their unique culture and social ties outside their traditional/former place of residence (particularly for displaced/relocated populations)</p> <p>Enabling access/safe visits to abandoned sites</p> <p>Conservation and restoration of ecosystems and biodiversity</p>
Slow-onset events	<p>Investment to safeguard cultural heritage (e.g. restoring or rehousing artefacts); support for intangible cultural heritage (e.g. documentation)</p> <p>Developing culturally sensitive and people-centred planned relocation guidelines and processes</p>	<p>Reparations to help ensure future well-being following loss</p> <p>Recognition of loss and repair of damage; official apologies</p> <p>Active remembrance (e.g. through museum exhibitions, school curricula)</p> <p>Counselling</p> <p>Support for communities to preserve their unique culture and social ties outside their traditional/former place of residence (particularly for displaced/relocated populations)</p> <p>Enabling access/safe visits to abandoned sites</p> <p>Conservation and restoration of ecosystems and biodiversity</p>

Why report on loss and damage?

While the wording used in the MPGs insinuates that reporting on loss and damage is *more* voluntary than reporting on adaptation, having the scale of loss and damage they have incurred to date, or are likely to incur in the future, recognised under the UNFCCC is a priority for many countries – in particular, developing countries (Farbin and Huq 2021, UNEP 2023a). For countries that view loss and damage as a priority issue, reporting on loss and damage can be used to:

Strengthen the Loss and Damage agenda within climate negotiations. Providing high-quality information about the scale of loss and damage they face and the steps they are taking to address these can be used by countries to demonstrate that they consider loss and damage as a political priority. At the same time, making information about loss and damage incurred available will play an important role in enabling robust global assessments of loss and damage (e.g. by the global stocktake).

Emphasize the scale of loss and damage and the urgency for action and support. In addition to strengthening the loss and damage agenda within global climate negotiations, providing detailed information about loss and damage

incurred and anticipated can be used by countries as an effective tool for communicating:

- the scale of loss and damage that they have already incurred and expect in the future,
- the urgency at which action to address loss and damage is needed and
- the urgency at which financial and technical support – e.g. from the Loss and Damage Fund and Santiago Network – is required to enable them to implement the required actions (if appropriate).

Communicating these important messages through high-profile reports such as BTRs can enable countries to reach multiple target audiences, including support providing countries, climate funds under the UNFCCC, NGOs and other potential sources of support.

Demonstrate leadership in the loss and damage space. By providing detailed information about its actions to address loss and damage within BTRs, a country can gain recognition for its leadership in the area of loss and damage, while providing inspiration to other countries by experience sharing and peer learning.



8.2 Reporting on loss and damage

This section provides guidance for reporting on the different strands of information requested by section G of the MPGs. Guidance for reporting on observed and anticipated loss and damage is provided in section 8.2.1. Guidance for reporting on actions planned or implemented to address loss and damage is provided in section 8.2.2. Guidance for reporting on institutional arrangements to facilitate the implementation of actions to address loss and damage is provided in section 8.2.3.

8.2.1 Reporting on observed and anticipated loss and damage

When reporting on loss and damage, countries should try to report on both observed loss and damage (i.e. that which is occurring now or has already been incurred) and loss and damage that is anticipated to be incurred in the future.

To do this, countries will need to collate information about observed and anticipated future loss and damage. Such information is typically generated by a range of different processes, including post-disaster impact assessments, scientific studies and assessments (see Table 8).

Tab. 8 Likely sources of information for different dimensions of loss and damage

Dimension of loss and damage	Potential information source
Past loss and damage due to extreme weather events	Post-disaster impact assessments ⁴⁵ Case studies from afflicted communities Global disaster databases (e.g. EM-DAT)
Future loss and damage due to extreme weather events	Climate impact, risk and vulnerability (IRV) assessments that integrate climate impact modelling, attribution science, observational data, and historical records
Past loss and damage due to slow onset events	Scientific studies and technical reports (e.g. IPCC reports, CLIMIG Database [2015–2020]) Case studies from afflicted communities
Future loss and damage due to slow onset events	Climate IRV assessments that integrate some or – ideally – all of the following: climate impact modelling, observational data and historical records, socioeconomic analyses, local knowledge, policy analysis, and financial considerations.

Comprehensively reporting on all dimensions of loss and damage may be hampered by the fact that the assessments required to generate robust information about the different dimensions of loss and damage have not been conducted. In particular, countries are likely to find that they lack robust data concerning:

- loss and damage associated with slow-onset events,
- anticipated future loss and damage, and

- non-economic loss and damage.

Absences in data related to these types of loss and damage stem from several factors, including technical challenges associated with assessing these dimensions of loss and damage,⁴⁶ and a general tendency towards focusing on economic loss and damage over non-economic loss and damage in post-disaster and scientific assessments (Puig et al. 2019).

⁴⁵ Ideally post-disaster impact assessments would combine data from multiple sources, including national databases, economic analyses, government statistics, and international organizations.

⁴⁶ Technical challenges include difficulties in modelling and predicting the impacts of climate change (caused by the underlying complexity of climate-related hazards and uncertainty inherent in climate models) and challenges in quantifying non-economic losses.

Using narratives and case studies to cover loss and damage data gaps

Tip 3

In cases where reporting on loss and damage is being hampered by data gaps, countries could instead use narratives and case studies to report on areas where more robust data is absent. While unable to provide robust and quantitative information about the loss and damage occurring at the national level, narratives and case studies can be used by countries as an effective means of conveying how certain types of loss and damage is being experienced within their territory.

Resources such as [IIED \(2021\)](#) and [Climate Refugees \(2021\)](#) provide a series of good examples of what any case studies to be integrated into a BTR could look like. The case studies provided in these resources offer powerful insights into the real-world impacts of climate change on vulnerable communities.



Structuring information about loss and damage

Once information about loss and damage has been collated, those preparing reports will need to decide how to organise this information. Countries can organise information about loss and damage in three broad ways:

- providing a national overview of loss and damage,
- reporting on loss and damage by sector, region or community impacted, and
- reporting on loss and damage related to different climate-events.

These approaches to reporting on loss and damage are described in Table 9.

The best approach to organising information about loss and damage will vary depending on what countries want to achieve through reporting on loss and damage and what is possible given the data they have available. To provide a comprehensive overview of how loss and damage is being experienced by the country however, countries should seek to apply two or more approaches simultaneously (e.g. provide a national overview of loss and damage that is complemented by information about how different sectors are being impacted).

Tab. 9 Broad approaches to reporting on loss and damage

Approach	Description
National overview	<p>At the national level, countries can compile a comprehensive summary that encapsulates the various types of loss and damage being experienced across different sectors and communities. This holistic view is crucial for understanding the overall impact of climate events on the country. Key components of a national overview should include:</p> <p>An overview of climate events – i.e. a description of the types and frequencies of climate events experienced.</p> <p>An overview of how different sectors, such as agriculture, infrastructure, and health, are being impacted by climate events.</p> <p>An overview of how different communities are being impacted by climate events (ideally focusing on how vulnerable communities are experiencing loss and damage).</p> <p>An overview of the economic and non-economic loss and damage – i.e. a quantification of economic losses being incurred, alongside a narrative regarding non-economic losses such as cultural heritage, biodiversity, and displacement.</p>
Organise by sector, region or community impacted	<p>Organising information about loss and damage by sector, region or community allows countries to provide a deeper understanding of how climate events are affecting different parts of society and the economy. For each sector, region or community, countries should provide:</p> <p>Information about why and how the sector, region or community is particularly vulnerable to climate events.</p> <p>A detailed account of the economic and non-economic loss and damage being experienced by the sector, region or community (including how this is expected to develop overtime).</p> <p>An overview of existing adaptation and resilience-enhancing measures in place in the sector, region or community and any gaps that need to be addressed.</p>
Organise by climate event	<p>Focusing on the type of climate events driving loss and damage allows countries to provide concentrated information on specific hazards and their impacts. This approach aids in understanding the frequency, severity, and consequences of different climate events. For each event type, countries should provide:</p> <p>A description of the event – i.e. nature, severity, and duration of the climate event.</p> <p>An overview of the impacted areas – i.e. the geographic areas most affected by the events.</p> <p>A detailed account of the economic and non-economic loss and damage caused by the event (including the indirect impacts).⁴⁷</p>

8.2.2 Reporting on actions to address loss and damage

Reporting on actions to address loss and damage is a fundamentally similar task to reporting on adaptation actions (see section 4.5).

As with reporting on adaptation actions, reporting on individual actions to address loss and damage can be utilised by countries to:

- provide an overall flavour of what countries are doing to address loss and damage,

⁴⁷ The indirect impacts of climate events are the subsequent or secondary effects that arise from the initial climate event – e.g. the long-term impact that destruction in an area has on its tourism industry, or the impact that funding disaster relief efforts has on other aspects of the national budget.

- demonstrate that addressing loss and damage – or certain types of loss and damage (e.g. cultural heritage) – is being prioritised,
- draw attention to actions that are deserving of recognition, and
- share good practices, experiences and lessons learned.

Achieving each of these objectives will require countries to adopt different approaches to reporting. Thus, before preparing sections containing information on actions to address loss and damage, countries should determine what they want to achieve through reporting on these actions and report accordingly.

If the motivation for reporting on actions is limited to the desire to provide a flavour of what they are doing to address loss and damage or to demonstrate that the country is taking action to address loss and damage, then the descriptions of actions reported on could be relatively light. Such a description could be centred around the objectives of the action, how it addresses loss and damage, and its implementation status.

However, if countries also want to get recognition for a specific action or share good practices, experiences and lessons learned, then they should look to provide more detailed information that enables readers to gain a clear overview of the action and understand why it is:

- particularly interesting (important if the aim is to get recognition), or
- has been successful (important if the aim is to share good practices, experiences and lessons learned).

To answer these questions, countries should aim to provide information about:

- The action itself – e.g. its objectives, the approach adopted, key activities, and its implementation status.
- The background context within which the action is being implemented – e.g. information about the local socio-economic and environmental context, beneficiaries, etc.
- Why the action is particularly ambitious or innovative (*if relevant*).
- If/How the action is being/has been successful in addressing loss and damage (only applicable to completed actions).
- The factors that have contributed to the action being successful (only applicable to completed actions).

Due to the relative immaturity of loss and damage as a policy area, countries should bear in mind that there will be significant interest from countries and other stakeholders in information about all types of actions that they are implementing to address loss and damage. This will particularly be the case for good practices and experiences related to types of action that presently feature highly on the policy agenda (e.g. risk insurance and planned relocation/migration) and actions that target particularly intangible non-economic loss and damage related to slow onset events such as loss of cultural heritage, Indigenous knowledge and sense of identity (including efforts to assess these losses).

8.2.3 Reporting on institutional arrangements used to facilitate actions for addressing loss and damage

Reporting on institutional arrangements used to facilitate actions for addressing loss and damage is a fundamentally similar task to reporting on institutional arrangements for adaptation (see section 2.2).

When reporting on institutional arrangements used to facilitate actions for addressing loss and damage, countries should aim to identify and describe the institutional arrangements that play an important role in enabling the implementation of actions intended to address loss and damage (see 8.2.2). Relevant institutional arrangements could, amongst other things, include:

- coordination mechanisms (e.g. interministerial committees)
- financial mechanisms (e.g. domestic climate funds that finance action to address loss and damage)
- mechanisms for collecting, storing and analysing data related to loss and damage (e.g. periodic assessments, databases)
- stakeholder engagement mechanisms (e.g. forums, stakeholder platforms)
- mechanisms for evaluating efforts to address loss and damage (e.g. independent evaluation committees)

As suggested in section 1.2, countries could strengthen reporting on institutional arrangements by supplementing descriptions of their institutional frameworks for addressing loss and damage with an organigram that illustrates how the different components of the framework described interact with each other.

Institutional arrangements for addressing loss and damage often utilise existing arrangements for other policy areas such as adaptation, disaster risk reduction and disaster risk management

Note 6

When taking stock of their institutional arrangements for addressing loss and damage, countries should be mindful of the fact that institutional arrangements for addressing loss and damage typically utilise or build upon existing arrangements for loss and damage adjacent policy areas – e.g. adaptation, disaster risk reduction, disaster risk management. As such, relevant institutional arrangements may not always be explicitly ‘earmarked’ as relevant to addressing loss and damage.



SECTION 9: COOPERATION AND KNOWLEDGE SHARING RELATED TO ADAPTATION

This section should contain information about collaborations and/or knowledge-sharing activities related to adaptation that the country is engaged in.

Guidelines for reporting on cooperation and knowledge sharing are found in section H of the MPGs.

9.1 Introduction to cooperation and knowledge sharing

Cooperation and knowledge sharing related to adaptation refers to two closely related activities.

Cooperation refers to collaborative activities in which countries cooperate with external actors to either strengthen knowledge related to adaptation (e.g. through conducting research, strengthening systemic observation and early warning systems) or implement adaptation activities that lead to direct reductions in climate risk.

Knowledge sharing meanwhile, refers to activities in which countries come together with external actors to share information, good practices, experiences and lessons learned related to certain aspects of adapting to climate change (e.g. climate modelling, impact, risk and vulnerability assessments, MEL, integration of gender perspectives, indigenous knowledge, etc.).

Why report on cooperation and knowledge sharing

Cooperation and knowledge sharing are widely recognised as important processes under the UNFCCC that are required

to accelerate progress towards achieving the goals of the Paris Agreement (UN Office for South-South Cooperation and UNFCCC Technology Executive Committee 2018; UN Conference on Trade and Development 2022).

The most prominent form of cooperation and knowledge sharing under the UNFCCC is cooperation and knowledge sharing between countries, which can occur on a bilateral basis or through regional and international initiatives. However, cooperation and knowledge sharing between countries and other types of external actor (e.g. subnational governments, academia, the private sector, international and domestic NGOs, among others) is also important, and thus should also feature in BTRs.

Through reporting on their engagement in cooperative and/or knowledge-sharing activities, countries can demonstrate that they actively engaged in adaptation-related regional/international initiatives and supporting the transfer of knowledge, good practices, experiences and lessons learned.

9.2 Reporting on cooperation and knowledge sharing

As cooperation and knowledge sharing typically occur on an activity-by-activity basis, reporting on a country's engagement in cooperation and knowledge will essentially amount to activity reporting; taking a similar form to reporting on adaptation actions (see section 4.5).

Given that countries will be engaged in many adaptation-related activities that would qualify as either cooperation or knowledge-sharing activities, it is likely that countries will only be able to report on a fraction of their portfolio of cooperation or knowledge-sharing activities. As such, when preparing this section of the report, countries will need to actively select activities that they wish to report

on. The process of selecting activities should be driven by a prioritisation process, in which activities are selected on the basis of them fulfilling a certain criteria. While this criteria should be country-driven, potential reasons to prioritise reporting on certain activities could include:

- they are particularly ambitious in terms of scale or complexity,
- they are particularly innovative,
- they have been particularly successful in achieving their objectives,

- they contribute towards addressing an adaptation priority,
- they are related to a topic that is being prioritised by the country (e.g. ecosystem-based adaptation, integration of gender perspectives or Indigenous, traditional or local knowledge into adaptation processes), and
- they represent South-South or triangular cooperation (see Box 11).

Lastly, when reporting on cooperation and knowledge-sharing activities, countries should avoid reporting on activities in which the cooperative or knowledge-sharing element is limited to the one-way provision or reception of financial or technical support (i.e. where one party provides support to another without receiving anything in return). While this *could* be framed as cooperation or knowledge sharing, such activities are more relevant to sections of the report related to “support provided” or “support received”, which will be separate from the report’s adaptation chapter.

What are South-South and triangular cooperation? And why might countries be motivated to report on their participation in these arrangements?

Box 11

South-South cooperation refers to collaboration and exchange among countries in the Global South. This form of cooperation can involve developing countries sharing knowledge related to common challenges or sharing resources, knowledge, technology and expertise to achieve a joint adaptation goal (e.g. manage transboundary climate issues, build capacity for regional early warning, meteorological or environmental observation systems). It is recognised as playing an important role in strengthening the ability of developing countries to meet their adaptation goals and promoting solidarity among countries in the Global South.

Triangular cooperation meanwhile, refers to collaboration between three partners: a donor country or organization, a recipient country, and an intermediary or implementing agency. Unlike traditional bilateral cooperation, where assistance flows directly from one country to another, triangular cooperation involves a more complex arrangement where a third party facilitates the exchange of knowledge, expertise, resources, or technical assistance between the donor and recipient countries. It is recognised as offering a more flexible and innovative approach to cooperation than traditional bilateral forms, as it is able to leverage the expertise and resources of multiple partners.

The need to engage in both South-South and triangular cooperation features prominently under the UNFCCC, including in the Cancun Adaptation Framework (UNFCCC 2010). As such, countries can demonstrate that they are participating in such initiatives by reporting on them in their BTRs.

Source: ASEAN 2022



SECTION 10: ANY OTHER INFORMATION RELATED TO CLIMATE CHANGE IMPACTS AND ADAPTATION UNDER ARTICLE 7 OF THE PARIS AGREEMENT

The premise for this section is found in section I of the MPGs. The guidelines in section I do not provide guidance in the same manner as those provided in sections A–H as they do not make any targeted requests for information. Instead, the guidelines in section I explicitly allow for countries to include additional information relating to adaptation and climate impacts that are not outlined in the other sections of the MPGs. As such, countries should consider including a section titled “any other information

related to climate change impacts and adaptation under Article 7 of the Paris Agreement” if they deem that they have further information about climate change impacts or adaptation that they want to communicate to other Parties to the UNFCCC or other key international and domestic stakeholders (e.g. International and domestic NGOs, private sector actors, the general public) that does not have a natural fit in any of the substantive sections of the adaptation chapter of the report.



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ANNEX 1

Using reports to share good practices, experiences and lessons learned related to adaptation and addressing loss and damage

Introduction

Countries should view the preparation of BTRs as an opportunity to share any good practices they have established, experiences they have had or lessons they have learned during their implementation of adaptation or addressing of loss and damage, that they wish to communicate to the wider international community.

Good practices, experiences and lessons learned that could be shared could conceivably come from any process related to adaptation or addressing loss and damage. However, there is a particular demand for good practices, experiences and lessons learned related to:

- transformational adaptation
- transboundary adaptation
- addressing cascading risks
- addressing loss and damage
- strengthening the legal and policy framework for adaptation
- securing finance for adaptation
- strengthening meteorological observations and early warning systems
- ecosystem-based adaptation
- mainstreaming adaptation into other policy processes
- integrating gender perspectives and Indigenous, traditional and local knowledge into adaptation policy processes
- establishing MEL systems

While not promoted explicitly by the guidelines for the BTR, providing detailed descriptions of good practices, experiences or lessons learned will enable countries:

- contribute to the global pool of knowledge related to adaptation and loss and damage, and
- gain recognition for adaptation or measures to address loss and damage, that are particularly innovative or have been particularly successful.

Sharing good practices, experiences and lessons learned

Effectively communicating a good practice, experience or lesson learned requires countries to provide sufficient information that enables the reader (e.g. other countries and a variety of non-state actors) to be able to see how the good practice, experience or lesson learned could apply to their *own* activities, processes and goals. Amongst other things, this will require countries to provide information about:

- the objectives of the intervention
- the intervention's approach and key activities
- the background context within which the intervention was implemented
- the outcomes of the intervention
- why it was successful/unsuccessful (i.e. what specific factors led to the activity achieving/failing to achieve its objectives)

Providing this information in the required detail is likely to take up significant space – e.g. half a page or more (Box 12). While this might sound like a lot, countries should try to avoid over-summarising information about good practices, experiences and lessons learned, as this may result in many of the valuable nuances associated with the good practice, experience or lesson learned being lost.

Due to the space requirements, when placing good practices, experiences and lessons learned into their reports, countries should consider placing them in boxes located next to relevant passages of text (e.g. if good practices related to establishing a legal and policy framework are being communicated, it would make sense to place this in the section covering legal and policy frameworks for adaptation). Placing information accordingly will allow readers to more easily find information about good practices, experiences and lessons learned that are relevant to them while placing the information in a box will minimise the extent to which it interrupts the flow of the more standard reporting.







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