



# An introduction to adaptation reporting and the BTR





# Reporting adaptation through the Biennial Transparency Report: An explanation of the guidance



### **Purpose of this presentation**



### Purpose of this presentation

#### The **purpose of this presentation** is to provide its audience with:

- 1. A cursory understanding of the "system" for communicating and reporting on adaptation under the UNFCCC
- 2. An introduction to the role of the Biennial Transparency Report's adaptation section (A-BTR) in this "system"
- 3. An overview of the guidelines for reporting on adaptation in the Biennial Transparency Report



### Purpose of this presentation

As such, the presentation aims to answer the following questions:

- 1. What is the biennial transparency report? And why is it relevant to reporting on adaptation?
- 2. How do countries communicate/report under the UNFCCC?
- 3. What is the system for communicating and reporting on adaptation under the Paris Agreement?
- 4. How has the system under the PA changed from its predecessor?
- 5. What is the introduction of the A-BTR intended to achieve?
- 6. What areas do the guidelines for the A-BTR cover?





The biennial transparency report (BTR) is a **transparency-orientated** report that is to be produced counties every two years and submitted to the UNFCCC.

It represents a key component of the Paris Agreement's transparency infrastructure, the Enhanced Transparency Framework (or ETF).

The ETF is intended to enable the COP to track progress towards achieving the goals of the Paris Agreement, and – along with the National Inventory Report – the BTR's role within this framework is operationalise the transfer of information from country Parties to UNFCCC.

In this framework:

- The National Inventory Report will operationalise the transfer information about a country's GHG emissions.
- The BTR will operationalize the transfer of information about how they are implementing the different aspects of the Paris Agreement.

This would involve reporting on their climate action across mitigation, adaptation, and loss and damage, and the support they have provided and or received.

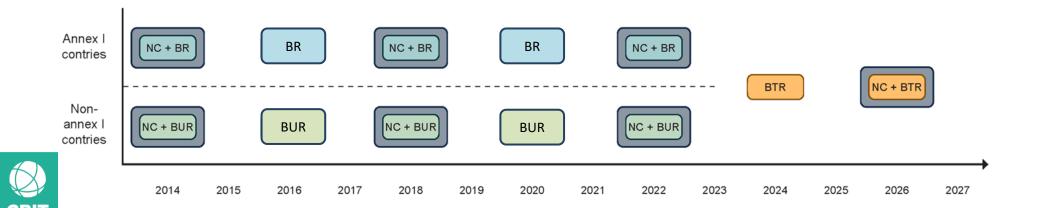


The Enhanced Transparency Framework (ETF) will come into force on the 31st of December 2024.

On this date, the ETF will replace the convention's transparency framework, the Monitor Review Verification (MRV) system.

The BTR will replace both Biennial Reports (BR) and Biennial Update Reports (BUR) for both annex I and non-annex I parties, meaning that the BTR format will be used by all Parties from 2024 onwards.

Not all aspects of the previous arrangement will be replaced, e.g. National Communications (Nat. Coms) will remain active alongside BTRs under ETF.

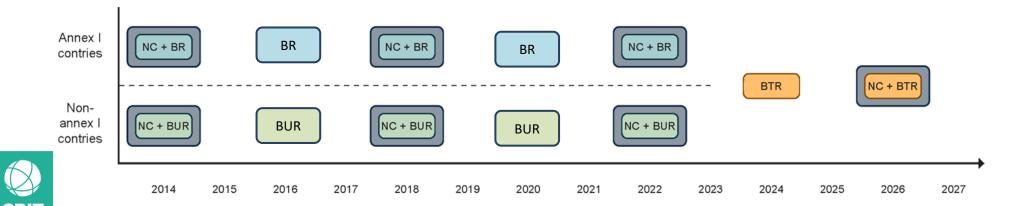


**GSP** 

The fact that the new reports will be applicable to both annex I and non-annex I Parties represents a significant change from the previous system in which annex I and non-annex I Parties had differentiated reporting responsibilities.

Another key difference between the reports under the ETF and the MRV however, is that the BTR includes a section on adaptation and loss and damage (which we will be referring to as the A-BTR).

This was not present in the BR–BUR format and now means adaptation can be reported on every two years.



**GSP** 



Since 1994, countries have been systematically communicating/reporting on their national situations and their actions to implement the convention to the UNFCCC via the submission of reports.

The rationale of providing this information has been (and still is) to provide COP with the information it requires to assess the overall impact of the Convention's implementation.

However, these reports are also a vital medium for exchanging information about how each country is implementing the Convention, and also for highlighting the issues, problems, gaps and constraints faced by non-Annex I countries.



In the beginning, this process was being conducted through the submission of national communications...

However, as the UNFCCC's demand for more specific and in-depth information on, e.g. needs, priorities, plans, and actions, has grown over time, so has the range of instruments available for communicating this information.



Following the Paris Agreement, and subsequent decisions, there are now five instruments available under the UNFCCC that countries can use to communicate/report on adaptation, these are:

- National communications (the chapter on vulnerability & adaptation)
- National Adaptation Plans (NAPs)
- Nationally Determined Contributions (the adaptation component)
- Adaptation communications
- Biennial Transparency Report (the adaptation section A-BTR)

In addition to these, countries can also by communicate on adaptation plans through unilateral instruments (i.e. that are not associated with the UNFCCC system). The most significant of these is:

National adaptation plans, programmes or strategies (which are essentially equivalent to NAPs)



The result of this a potentially confusing mishmash of different instruments with partially (and sometimes significantly) overlapping functions and mandates.

This mishmash however, can be framed as a loose system for communicating and reporting on adaptation...





The system for communicating and reporting on adaptation under the PA refers to the how the five adaptation relevant **instruments loosely work together** to facilitate the transfer of information between country Parties and the UNFCCC/CMA.

In order to understand how this system works, instruments can be divide them into two broad groups: Planning-orientated and reporting-orientated instruments.

Planning-orientated	Reporting-orientated
<ul> <li>NDCs (adaptation component)</li> </ul>	<ul> <li>National Communication (Nat. Com.)</li> </ul>
• NAPs	• BTRs
<ul> <li>Equiv. national adaptation plan/strategy</li> </ul>	<ul> <li>Adaptation Communication (Ad. Com.)*</li> </ul>
<ul> <li>Adaptation Communication (Ad. Com.)*</li> </ul>	

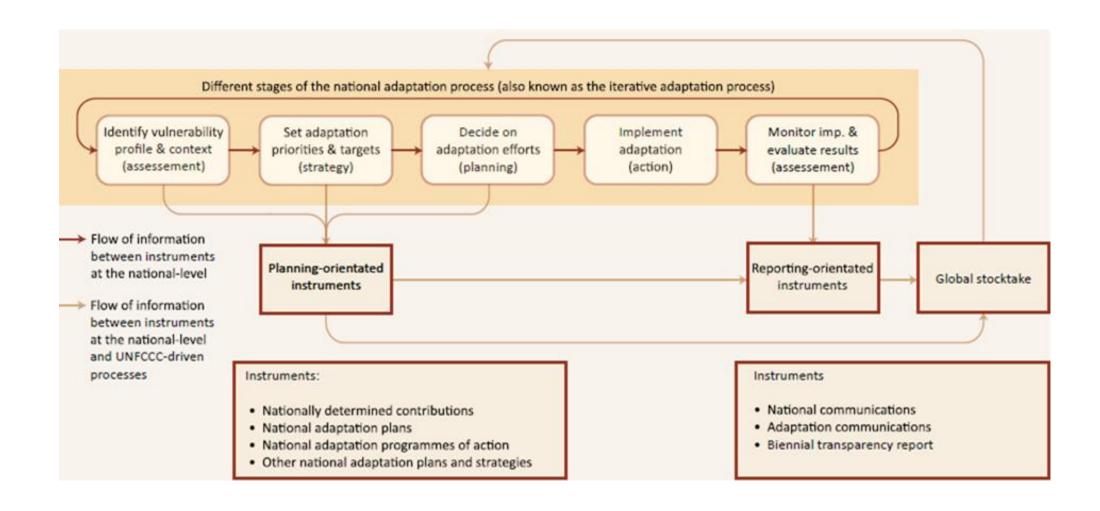


The distinction between "planning-orientated" and "reporting-orientated" is based on whether an instrument's primary function is:

- to communicate forward-looking (ex-ante) information (e.g. adaptation ambitions, priorities, and plans), or...
- provide backward-looking (ex-post) information (e.g. progress towards goals, and progress in implementing, and results of, planned actions, plans, and strategies)

Planning-orientated	Reporting-orientated
<ul> <li>NDCs (adaptation component)</li> </ul>	<ul> <li>National Communication (Nat. Com.)</li> </ul>
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<ul> <li>Adaptation Communication (Ad. Com.)*</li> </ul>	







In practice, making this distinction is not always clear cut, as most instruments tend to include both forwards-looking and backwards-looking information. This can partially be explained by the fact that:

- Robust planning processes should consider the achievements and failures of previous planning cycles
- Coherent reporting on progress made and results achieved needs to refer to the plans and objectives that the actions being reported on were *actually* implemented against

Planning-orientated	Reporting-orientated
<ul> <li>NDCs (adaptation component)</li> </ul>	<ul> <li>National Communication (Nat. Com.)</li> </ul>
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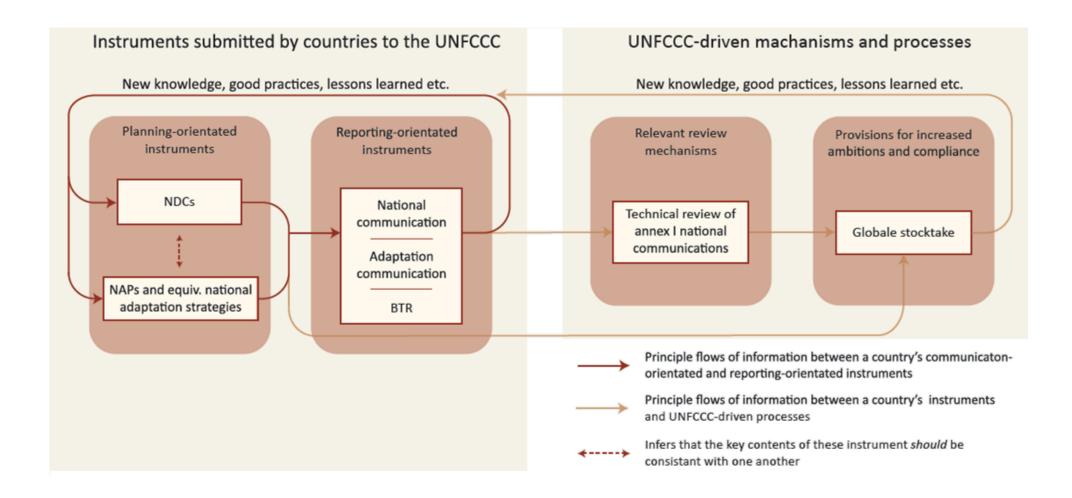


However, in some cases, the instruments are simply used differently by different countries, for example:

- Nat. Coms are sometimes used to assess vulnerability and identify potential adaptation options as well as to report on what has been implemented (i.e. they are not only reporting-orientated)...
- Meanwhile, Ad. Coms are seemingly being used primarily for communicating plans by some countries and primarily for reporting purposes by others... (hence, it appears in both columns in the table below)

Planning-orientated	Reporting-orientated
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• NAPs	• BTRs
<ul><li>Equiv. national adaptation plan/strategy</li><li>Adaptation Communication (Ad. Com.)*</li></ul>	<ul> <li>Adaptation Communication (Ad. Com.)*</li> </ul>



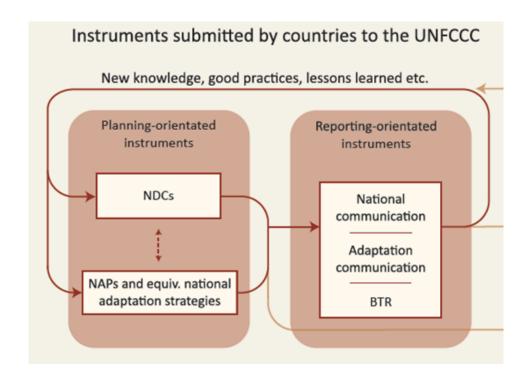




3(b). What are the component parts of this system?



### **Nationally Determined Contributions (NDCs)**



Used to communicate a country's top-level ambitions and pledges (i.e. high-level goals and commitments to undertaken flagship actions). The NDC's of developing countries often include information on implementation needs as well.

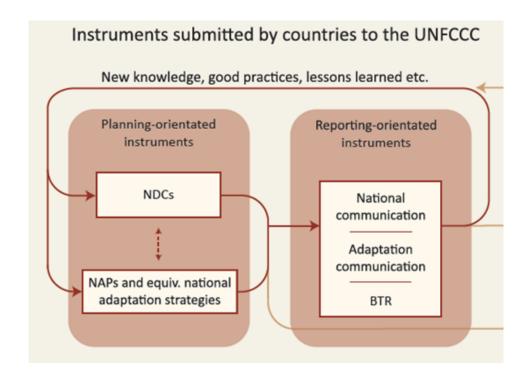
The inclusion of an adaptation component is voluntary

To varying extents, countries also include supplementary information that provides important background information about their national circumstances, and vulnerability to climate change.

In future iterations of their NDCs, countries may choose to include information about their progress towards achieving pledges made in their previous NDCs.



### **National Adaptation Plans (NAPs)**



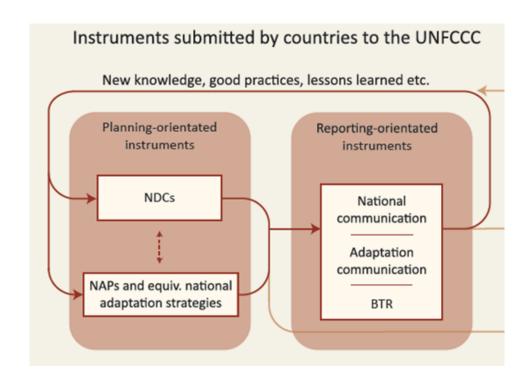
Used to communicate the process and outputs of a country's "NAP process", to both domestic and international audiences.

NAP is a UNFCCC-endorsed semi-structured adaptation planning process designed to assist Least Developed Countries (LDCs), and other developing countries, to formulate and implement strategic plans to meet their medium- to long-term adaptation needs.

The NAP document (i.e. the actual plan) is the output of this process.



### National Adaptation Plans (NAPs) continued



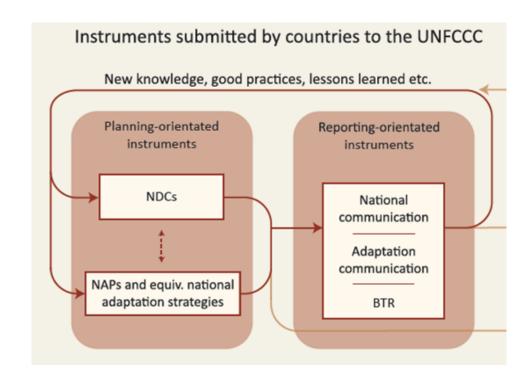
The NAP itself is a strategic planning document that describes a country's adaptation strategy and the background context upon which the strategy is based.

The contents of the NAP document should be strongly aligned the NDC.

Information in the NAP is likely to be much **more detailed than the NDC**... with vulnerabilities, priorities and actions described in more detail.



#### **Equivalent national adaptation plans and strategies**



Non-UNFCCC endorsed national adaptation plans and strategies are strategic planning documents that perform largely the same role as UNFCCC-endorsed NAPs

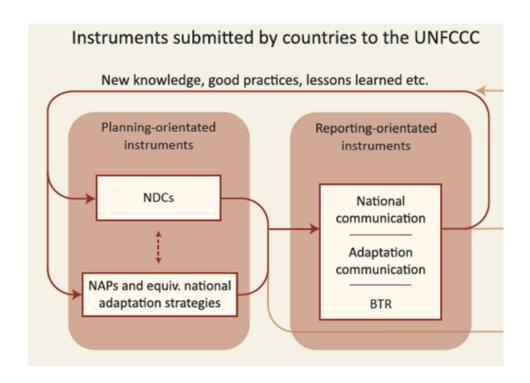
I.e. they are still strategic planning documents that describe a country's adaptation strategy and/or plan.

The key difference between these and NAPs is that NAPs are submitted to UNFCCC while non-UNFCCC endorsed NAPs are not.

Usually used by countries that are not targeted by the NAP process (i.e. developed countries and some non-LDC developing countries)



### **National Communications (Nat. Coms)**



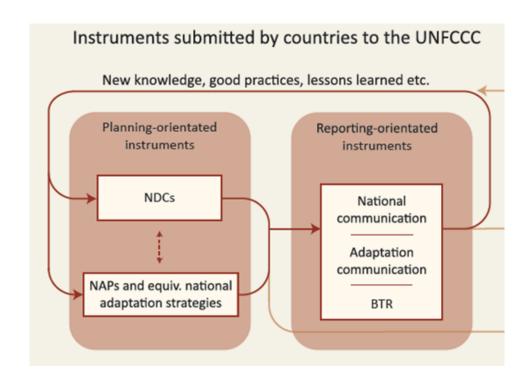
The original communication and reporting instrument under the UNFCCC, Nat. Coms were initially designed as a means of capturing all activity under the convention, including adaptation.

There are **two sets of guidelines**, for annex I and non-annex I respectively.

The vulnerability and adaptation chapter is mandatory for both annex I and non-annex I countries.



### National Communications (Nat. Coms) continued



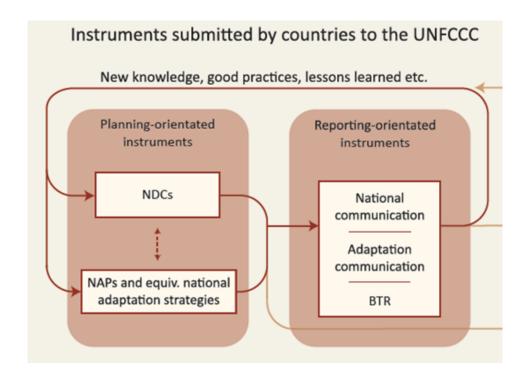
Adaptation-related information requested by **both** sets of guidelines is largely similar.

As such, annex I and non-annex I national communications tend to contain similar information. Most often, this is about a country's exposure and vulnerability to climate change, and their adaptation plans and actions they are planning or implementing.

In addition to this, non-annex I national communications often include information about proposed adaptation actions, as well as gaps, challenges and barriers, and capacity needs.



#### **Biennial Transparency Reports**



As the main instrument under the Enhanced Transparency Framework, BTRs should be viewed as a reporting-orientated document.

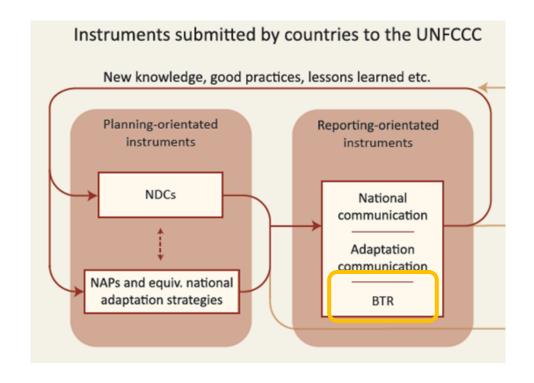
As such, there is a clear overlap between the functions of BTRs and Nat. Coms.

Further, there is a huge overlap between the adaptation-focused guidelines for these two instruments.

As such, countries using both instruments will need to be careful to avoid duplicating efforts when the submission deadlines for these instruments overlap.



### Biennial Transparency Reports (BTRs) continued

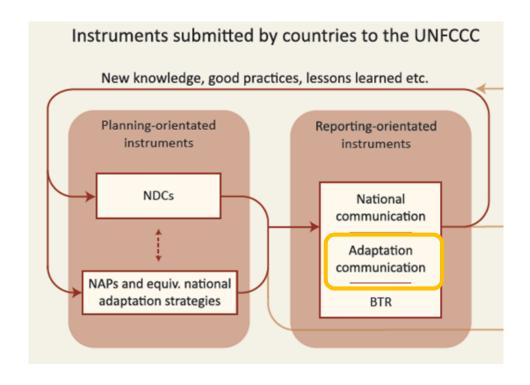


While voluntary, the guidelines for the BTR's adaptation section are significantly more detailed than they are for the Nat. Com.

Amongst other things, they:

- Include extensive guidance relating to reporting on the results of monitoring and evaluation (M&E) of adaptation, and...
- Place greater emphasis on aspects of the national adaptation process possible missing from many national communications (e.g. adaptation priorities and monitoring and evaluation).
- Request information about how principles were integrated into planning and implementation processes





Established by article 7 of the Paris Agreement, the official purpose of the Ad. Com. is to:

- Increase the visibility and profile of adaptation and its balance with mitigation,
- Strengthen adaptation action and support for developing countries,
- Provide input to the global stocktake, and
- Enhance learning and understanding of adaptation needs and actions

Further, the Paris Agreement states that the Ad. Com. shall be submitted as a "component of" or "in conjunction with" other communications or documents.



#### Elements of an adaptation communication

An adaptation communication may include information on the following elements:

- (a) National circumstances, institutional arrangements and legal frameworks;
- (b) Impacts, risks and vulnerabilities, as appropriate;
- (c) National adaptation priorities, strategies, policies, plans, goals and actions;
- (d) Implementation and support needs of, and provision of support to, developing country Parties;
  - (e) Implementation of adaptation actions and plans, including:
  - Progress and results achieved;
  - (ii) Adaptation efforts of developing countries for recognition;
  - (iii) Cooperation on enhancing adaptation at the national, regional and international level, as appropriate;
  - (iv) Barriers, challenges and gaps related to the implementation of adaptation;
  - (v) Good practices, lessons learned and information-sharing;
  - (vi) Monitoring and evaluation;
- (f) Adaptation actions and/or economic diversification plans, including those that result in mitigation co-benefits;
- (g) How adaptation actions contribute to other international frameworks and/or conventions;
- (h) Gender-responsive adaptation action and traditional knowledge, knowledge of indigenous peoples and local knowledge systems related to adaptation, where appropriate;
  - i) Any other information related to adaptation.

The PA also stipulates that the Ad. Com. is:

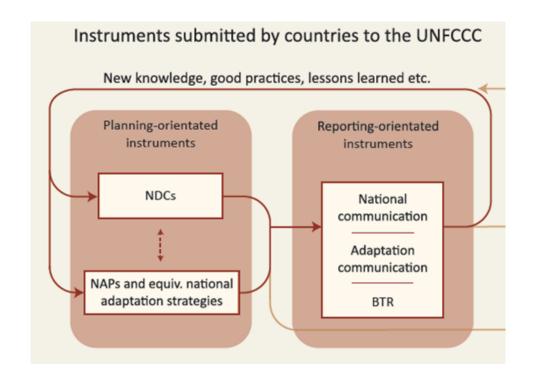
- Not obligatory, i.e. countries are not obliged to submit one, and
- Flexible and country-driven, i.e. countries are able to determine how they use it.

The guidelines for the Ad. Com. contains nine general high-level elements (*see left*) that closely mirror the guidelines for the BTR.

This *initially* suggests that this is a reportingorientated instrument.

However, the use of the **prefix may** (underlined) means countries can pick and choose which elements they want to include in the document



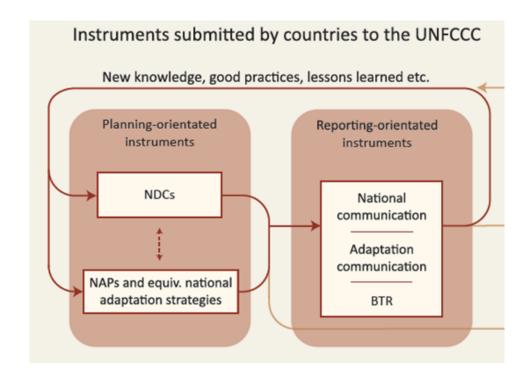


So far, countries have submitted the following as their Ad. Com.:

- The adaptation component of their NDCs
- Their NAP or equivalent
- The vulnerability and adaptation chapter of their Nat. Com.
- A standalone reporting-orientated document

As of May 1st this year, 64 adaptation communications have been submitted to the UNFCCC.





So while, in the figure on the left we model the Ad. Com. as a reporting-orientated instrument submitted with the BTR and/or Nat. Com....

It could in fact be placed in conjunction with the:

- NDC
- NAP or equivalent national adaptation strategy
- or as a standalone document...

Depending on the preference of each country.



4. How has the "new system" for reporting on adaptation changed from its predecessor?



### 4. How has the system under the PA changed from its predecessor?

In terms of adaptation reporting, the "new system" coming into force in 2024 represents quite a significant step up from the present system.

The new system for reporting on adaptation oversees:

- The introduction of two new instruments that provide flexibility with regards to how countries report on adaptation
- A significant enhancement of its reporting guidelines (i.e. the guidelines for the BTR are more complete and detailed than for Nat. Coms, and use stronger language)...
- The **opportunity to increase frequency of adaptation reporting** from once every four years to every two years



## 4. How has the system under the PA changed from its predecessor?

Despite this enhancement however, reporting via the BTR and/or Ad. Com. is still voluntary

Meaning that countries can continue to report on adaptation under the previous system (i.e. only reporting through the Nat. Com. every four years, using the guidelines provided as relevant).





While a clear vision of what reporting on adaptation via the BTR is never explicitly spelled out by guidelines or decisions resulting from the COPs...

Clues towards what the A-BTR is intended to achieve can be found in the "official" purpose that is given for the establishment of the Enhanced Transparency Framework (found in paragraph 1, decision 18/CMA.1).

"the purpose of the framework for transparency of action is **to provide a clear understanding of climate change action** in the light of the objective of the Convention as set out in its Article 2, including [...] **Parties' adaptation actions under Article 7**, including **good practices, priorities, needs and gaps**, to **inform the global stocktake under Article 14**"

In relation to adaptation, the purpose states that the ETF is intended to provide a clear understanding of climate change action, including:

- Parties' adaptation actions, including related good practices, priorities, needs and gaps.
- It also states that it is intended to inform the global stocktake.



This reinforces the idea that the A-BTR is intended to have a similar function to the adaptation chapter of Nat. Coms – i.e., it is meant to provide a snapshot of a country's national adaptation processes.

In other words, it should include information about:

- A country's vulnerability to climate change
- How it is adapting to this vulnerability, and
- Any adaptation needs or gaps it may have.



This purpose provided in decision 18/CMA.1 also suggests that it is intended to:

- Contribute to the collective pool of good practices and lessons learned in adaptation
- Facilitate the recognition of adaptation efforts from developing countries
- Contribute to the collective understanding of the status of adaptation at the global- and regional-levels.

This insinuates that adaptation reporting through the BTR is intended to facilitate national adaptation reporting that:

- More comprehensive than is presently submitted (i.e. more complete and with greater levels of detail)
- Enables the sharing of good practices, knowledge and lessons learned

Both these notions are reinforced by the actual guidelines for the A-BTR (coming next)



# 6. Overview of the guidelines for the A-BTR



### 6. Overview of the guidelines for the A-BTR

Before looking at what information should be included in an A-BTR, I believe it is important to quickly outline the following:

- Including an adaptation section in one's BTR is voluntary, as such all elements of the guidelines are also voluntary.
- The process of preparing an A-BTR is an entirely "country-driven" exercise.
- The majority requests made by the guidelines use the prefix "Parties should" meaning that Parties are suggested to fulfil the request (if they can) but not are obligated to.
- Requests that do not use the prefix "Parties should", use the prefix "Parties may", which is less stringent and means that the request is considered optional and not necessarily suggested.



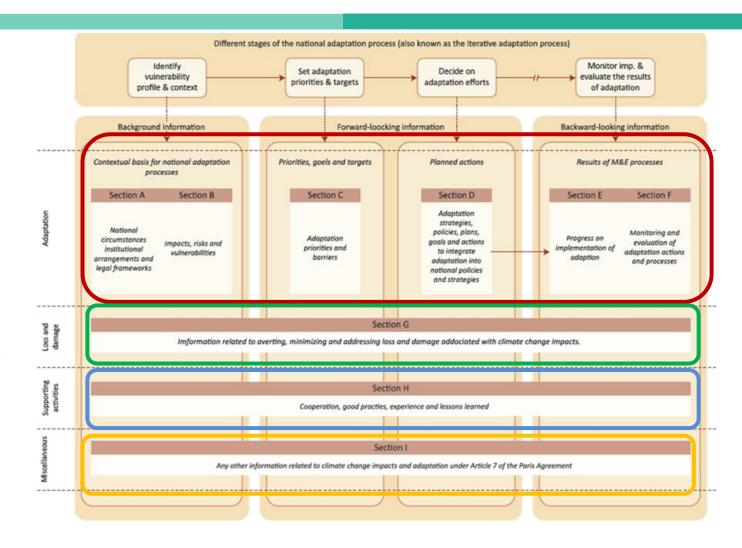
### 6. Overview of the guidelines for the A-BTR

The titles of the guidance's nine sections provide a good indication of what information should to be included.

The majority of guidelines are aimed at how to report on their ongoing adaptation processes (across sections A–F).

Alongside the guidelines for reporting on adaptation:

- Section G contains guidelines for reporting on Loss and Damage.
- Section H contains guidelines for reporting on related activities that support adaptation.





Thank you!

QUESTIONS?



#### For discussion...

- -What are the arrangements in your country for adaption-related reporting?
- -What approach does your country take to cover the multiple arrangements?
- -Could you share what works and doesn't work in responding to multiple arrangements of reporting?







# **Purpose of this presentation**



## Purpose of the presentation

The purpose of this presentation is to provide its audience with **food for thought** regarding:

- 1. Expanding the relevance and reach of national reporting
- 2. The trade-offs between comprehensiveness and depth, and usefulness and viability of national reports
- 3. Present some ideas and mechanisms for reducing duplication of effort and undue burdens associated with reporting



# 1. Expanding the relevance and reach of national reporting



# 1. Expanding the relevance and reach of national reporting

The general idea behind reporting on adaptation to the UNFCCC via national reports is to inform the COP negotiations and associated processes about the following:

- How the reporting country is vulnerable to climate change
- Where the reporting country wants to be in relation to its vulnerability to climate change (i.e. its visions, priority areas, goals and targets)
- What the reporting country has done or is planning to do to achieve this vision, address these priority areas, and reach goals and targets
- What progress it has made thus far (i.e. outputs and results)
- And, what challenges, barriers and gaps the country is facing, and what support needs it has



While the UNFCCC and Parties to the UNFCCC/PA are the main target audience for these reports.

As prominent national reports that are publically available, these documents can be used as a mechanism for clearly communicating this information with a wide range of other stakeholders to your country's national adaptation process.

Stakeholders that could be informed via these reports include domestic and international actors alike.

#### Domestic stakeholders

- All levels of government (local-level -> national ministries)
- Local/national NGOs and civil society groups
- Academia
- Private sector
- Media
- General public

#### International stakeholders

- Other countries (in a UNFCCC/COP capacity)
- Other countries (in a bilateral donor capacity)
- Multilateral donors (GCF, GEF, etc.)
- International NGOs
- International partners (i.e. for project implementation)
- Academia and research institutions
- Private sector



Whether or not a country aims to take advantage of this actuality is, of course... to be self-determined.

For countries that see value in this, leveraging reporting documents as a mechanism to effectively communicate with other audiences will mean actively tailoring the contents, depth, foci of these reports to match the informational needs of the target stakeholder groups.

This is **completely possible within the framework provided** by the various guidelines for the Nat. Com., BTR, and Ad. Com., as:

- The guidelines for these instruments do not tell countries how to include this information, and
- Doing so would not change the substantive content addressed by the report.

Further, to a certain extent, national reports will engage these stakeholders regardless of whether they are considered during its preparation.



Countries wishing to leverage these reports in this manner will probably need to make the following considerations:

- Which other stakeholders are we interested in engaging with this report? and how what information do we want to provide them with?
- Is the relevant information about the subject area, theme, or sector available?
- When addressing these areas, are we providing enough detail and clarity about the topic to meet the informational needs these stakeholder have?



#### For example:

If a country wishes to demonstrate that they are prioritising and addressing the needs of vulnerable groups (e.g. women, minorities, indigenous etc.) in their adaptation process, it would be beneficial for them to include clear and descriptive information about:

- (a) What the government's ambitions are in this policy area, and...
- (b) What is being done to realise these ambitions (e.g. how are gender considerations systematically being integrated into adaptation planning).



#### Alternatively:

Clearly and comprehensively articulating specific vulnerabilities and specific priorities and support needs in a highly visible public document is likely to provide your country with a **stronger starting point for negotiations** with multilateral and bilateral donors...

It could also provide actors within your own government (e.g. line ministries, sub-national and local government) with a **stronger starting point to develop and implement relevant policies and actions, and mainstream adaptation considerations into their existing decision-making processes**.



# **Expanding the functions of national reports**

In addition to reaching wider stakeholders...

As mentioned in the previous presentation, reporting on adaptation also has a potential yet important role in:

- Contributing to the collective pool of knowledge and good practices regarding adaptation actions and approaches
- Facilitating the recognition of adaptation by developing countries, and...
- Furthering our collective understanding of the status of adaptation at the global- and regional-levels.



# **Expanding the functions of national reports**

Similarly, countries wishing to use adaptation reporting to realise any of these possibilities would need to consider this as they scope / prepare the reports.

For example, countries wishing to communicate good practices, experiences had, or lessons learned regarding adaptation actions, policies, or approaches may need to consider:

- Which good practices, lessons learned etc. are a priority to communicate?
- If the information being provided is sufficiently clear, detailed, and complete for relevant readers to be informed enough to be inspired/act upon?



# 2. The trade-off between comprehensiveness and depth, and usefulness and viability



# 2. The trade-off between comprehensiveness and depth, and usefulness and viability

While we have stated today that reporting on adaptation via the BTR:

- Is intended to be more comprehensive than the reporting that has generally been done through Nat. Coms to date
- is intended to facilitate the sharing of lessons learned and good practices, and...
- can be utilised to communicate with range of different stakeholders outside of the UNFCCC and COP process, amongst other things...

There is clearly a trade-off to be made when preparing these reports, as the report cannot be all things at all times... Further, even if it could, it is likely that the report would be too heavy/cumbersome to be useful to most – if not all – readers.



# 2. The trade-off between comprehensiveness and depth, and usefulness and viability

Furthermore, there are clearly issues relating to how viable it is to try and to achieve everything possible through reporting given resource constraints all countries have (to a greater or lesser degree).

As such, countries will be tasked with balancing:

(a) What they want their reports to achieve (i.e. the level of information they want it contain and the key messages they want it to communicate)

Against...

(b) What is possible to provide given the resources they have...



# 3. Reducing duplication of effort and undue burdens



### 3. Reducing duplication of effort and undue burdens

For the majority of countries, reporting via every available reporting-orientated instrument separately (i.e. Nat. Coms, Ad. Coms, and BTRs) to the full extent of the guidelines provided will constitute a significant burden that has relatively little pay-off – i.e. an undue burden.

As such, where appropriate, countries can reduce this burden by taking advantage of the significant and obvious synergies between these instruments...



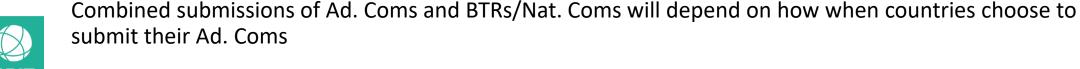
# **Streamlining adaptation reporting**

The most obvious means of doing this would be **to combine these reports when their submission timetables align** – i.e. submit one report that serves as two or more instruments.

For example, countries can submit a combined report that constitutes their:

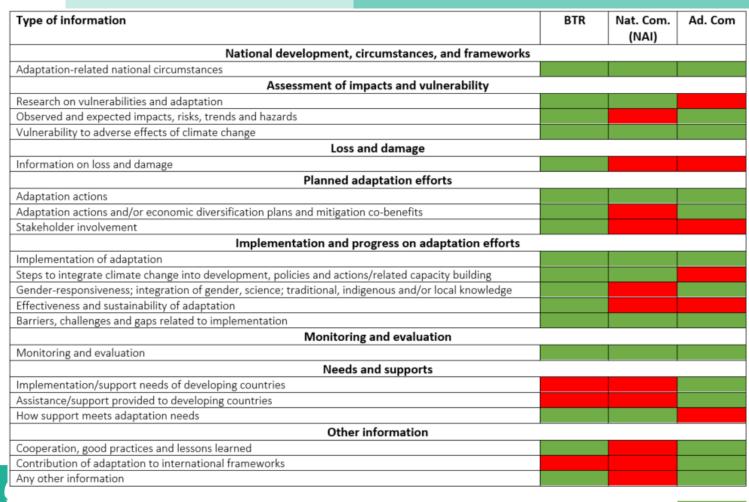
- National Communication and BTR
- National Communication and Adaptation Communication
- BTR and Adaptation Communication
- National Communication, BTR, and Adaptation Communication

For Nat. Coms and BTRs, this should happen once every four years (in theory).





# Streamlining adaptation reporting



Analysis of the guidelines for the Nat. Com., Ad. Com, and BTR conducted by the Adaptation Committee (2019) visualises the overlap in the (adaptation-relevant) guidelines for these instruments.

This analysis suggests that countries looking to combine reporting requirements should use the BTRs guidelines as their starting point — before using the other guidelines to cover gaps...

## **Utilizing cross-references**

Another means of streamlining adaptation reporting, would be to take advantage of the provision included in Enhanced Transparency Framework that enables countries to:

"cross-reference previously reported information and focus its reporting on updates to previously reported information"

Under the ETF, this provision is only applicable to information relating to adaptation.

It is however, significant as it provides countries with an effective means of reducing the quantity of information it needs to include in the actual BTR document, without necessarily leading to the information being lost.



## **Utilizing cross-references**

#### Cross-referencing would most obviously apply to previous UNFCCC reports.

It could be used to (for example) refer to the results of climate change projections and vulnerability assessments in a previous report (e.g. Nat. Com.) when these assessments have not yet been updated...

However, there is no reason why countries cannot also use cross-referencing more generally (e.g. via a <a href="https://example.com/hyperlink">hyperlink</a>) to direct readers to other documents and resources that contain additional or relevant information not included in the main report.

In fact, this possibility may represent a means of providing certain stakeholders with specialist information that may be too long or technical to include in the main document.



### **Utilizing cross-references**

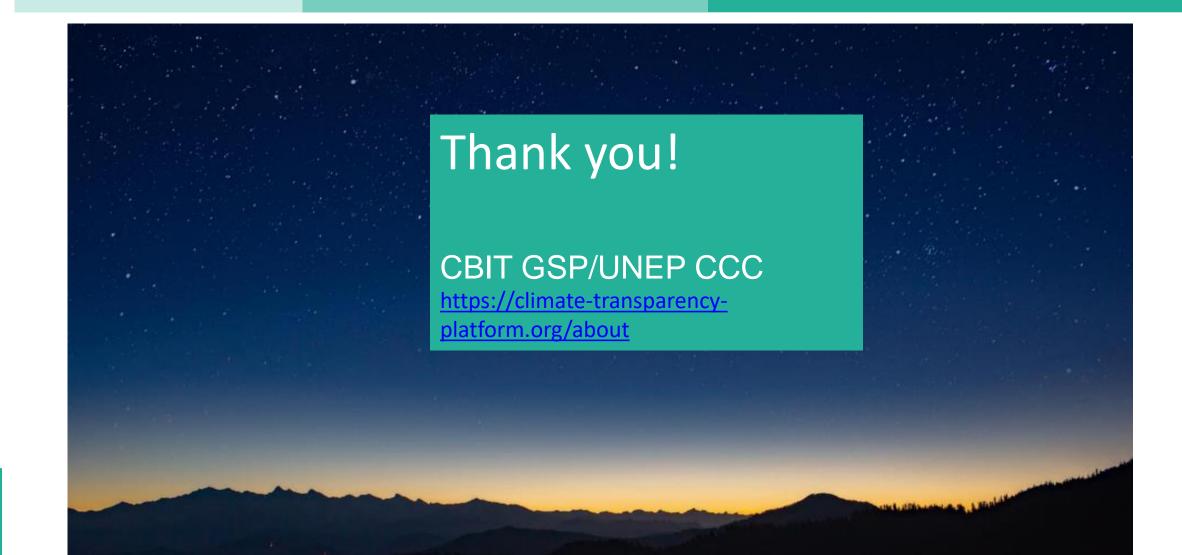
However, to work in practice, the resources that readers are directed to will need to be:

- In the same language as the original report (or in a language understandable by the intended audience)
- Online and publically available

Countries utilizing this option should be aware that not everyone (even those who should be interested in the additional information) will click on these links, as such some impact will be lost by including information like this.

To mitigate this risk, authors can clearly describe what information can be found in this external document.







### Guiding questions for discussion:

- -What your country would like to achieve through adaptation reporting?
- -What would be the optimal combination of UNFCCC instruments for reporting adaptation?
- -How much do your countries want to report on adaptation? Is that a political decision?

