

Adaptation Committee

Least Developed Countries Expert Group

13 September 2017

Draft recommendations developed by the Adaptation Committee and the Least Developed Countries Expert Group to address decision 1/CP.21, paragraph 41 and, in collaboration with the Standing Committee on Finance, to address decision 1/CP.21, paragraph 45

Recommended action by the Adaptation Committee and the Least Developed Countries Expert Group

The Least Developed Countries Expert Group (LEG) and the Adaptation Committee (AC) are invited to consider the information contained in this document, in particular the draft recommendations. Following revisions and agreement, they may wish to include the recommendations into their reports to the Subsidiary Body for Implementation (SBI) and the Conference of the Parties (COP), respectively, for consideration by the Conference of the Parties serving as the meeting of Parties to the Paris Agreement.

TABLE OF CONTENTS

1.	Introduction	2
2.	AC and LEG mandates in the broader context of the Paris Agreement	2
3.	Modalities to recognize the adaptation efforts of developing countries	4
3.1.	Mandate and scope	4
3.2.	General considerations	4
3.3.	Recommendations for consideration and adoption by CMA	5
4.	Taking the necessary steps to facilitate the mobilization of support for adaptation in developing countries in the context of the limit to global average temperature increase referred to in Article 2 of the Paris Agreement	6
4.1.	Mandate and scope	6
4.2.	General considerations	6
4.3.	Recommendations for consideration and adoption by CMA	10
5.	Methodologies for reviewing the adequacy and effectiveness of adaptation and support	10
5.1.	Mandate and scope	10
5.2.	General considerations	11
5.3.	Recommendations for consideration and adoption by CMA	13

1. Introduction

1. The Conference of the Parties (COP) at its twenty-first session requested the Adaptation Committee (AC) and the Least Developed Countries Expert Group (LEG) to undertake three inter-related tasks to assist in the implementation of the Paris Agreement, with outputs to be considered by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement at its first session (CMA 1), including:

- a) A request to the AC and the LEG to jointly develop modalities to recognize the adaptation efforts of developing country Parties, as referred to in Article 7, paragraph 3, of the Agreement, and make recommendations for consideration and adoption by CMA 1 (decision 1/CP.21, para. 41);
- b) A request to the AC and the LEG, in collaboration with the Standing Committee on Finance (SCF) and other relevant institutions, to develop methodologies, and make recommendations for consideration and adoption by CMA 1 on:
 - i) Taking the necessary steps to facilitate the mobilization of support for adaptation in developing countries in the context of the limit to global average temperature increase referred to in Article 2 of the Agreement (decision 1/CP.21, para. 45(a));
 - ii) Reviewing the adequacy and effectiveness of adaptation and support referred to in Article 7, paragraph 14(c), of the Agreement (decision 1/CP.21, para. 45(b)).

2. At an initial joint meeting in May 2016, the AC and the LEG agreed to take a three-step approach for organizing the work, whereby they would first gather and synthesize information relevant to the mandates; following which they would identify a suite of possible methodologies and modalities (“options”) and validate them through outreach to Parties and relevant stakeholders; and finally, they would select options to include in recommendations for CMA 1.¹

3. Relevant information was gathered through desk reviews, submissions from Parties² and other stakeholders, including the SCF,³ as well as through events organized at the margins of climate change conferences. The AC and the LEG also agreed to set up a joint working group, supported by members of the SCF, to work intersessionally and to document the evolving discussion on the mandates.

4. Following an overview of the mandates in the broader context of the Paris Agreement (section 2), the paper summarizes the discussions and considerations so far and presents draft recommendations for each mandate (sections 3-5) to be forwarded to CMA for consideration by the LEG and the AC.

2. AC and LEG mandates in the broader context of the Paris Agreement

5. Under the Paris Agreement each Party undertakes and communicates ambitious mitigation, adaptation and support efforts, as appropriate and as nationally determined, as a contribution to the

¹ Relevant output of this work can be found at <unfccc.int/9785>.

² Argentina, Brazil and Uruguay; the Democratic Republic of the Congo on behalf of the Least Developed Countries; Guatemala on behalf of AILAC; the Maldives on behalf of the Alliance of Small Island States; the Republic of Mali on behalf of the African Group of Negotiators; Slovakia and the European Commission on behalf of the European Union and its member States; Turkey and the United States of America.

³ Action on Climate Today, Climate-KIC, the International Institute for Environment and Development, the Network of Regional Governments for Sustainable Development (nrg4SD), Notre Dame Global Adaptation Initiative (ND-GAIN), SeaTrust Institute, Standing Committee on Finance, United Nations Office of Disaster Risk Reduction, World Resources Institute, and the World Water Council.

achievement of the global goals. The Agreement's transparency framework for action and support builds mutual trust and confidence, promotes effective implementation and is to be implemented in a facilitative, non-intrusive, non-punitive manner, respectful of national sovereignty, and avoid placing undue burden on Parties. Collective progress towards achieving the goals is assessed periodically through a comprehensive and facilitative global stocktake.

6. Individual adaptation efforts, including "engag[ing] in adaptation planning processes and the implementation of actions, including the development or enhancement of relevant plans, policies and/or contributions" (Art. 7.9) will contribute to the "global goal on adaptation of enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change, with a view to contributing to sustainable development and ensuring adequate adaptation response in the context of the temperature goal referred to in Art.2" (Art. 7.1). In addition, the Agreement stipulates that "continuous and enhanced international support shall be provided to developing country Parties for the implementation of [adaptation]" (Art. 7.13) and that "adaptation efforts of developing country Parties shall be recognized" (Art. 7.3).

7. For adaptation action, the transparency framework's purpose 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" (Art. 13.5). "The purpose of the framework for transparency of support [for adaptation] is to provide clarity on support provided and received by relevant individual Parties in the context of climate change actions under Article[s] 7" (Art. 13.6).

8. Such understanding and clarity is enabled by information to be communicated by Parties. Art. 7.10 states that each Party should "submit and update periodically an adaptation communication" that may describe its "priorities, implementation and support needs and plans and actions". The communications can be submitted "as a component of or in conjunction with other communications or documents, including a NAP, a NDC as referred to in Art.4.2, and/or a national communication" (Art. 7.11).

9. In addition, "each Party should also provide information related to climate change impacts and adaptation under Art. 7, as appropriate" (Art. 13.8); "developed country Parties shall, and other Parties that provide support should, provide information on financial, technology transfer and capacity-building support provided to developing country Parties under Articles 9, 10 and 11" (Art. 13.9); and "developing country Parties should provide information on financial, technology transfer and capacity-building support needed and received under Articles 9, 10 and 11" (Art. 13.10).

10. In line with Art. 7.14, the periodic global stocktake is to, inter alia:

- a) Recognize adaptation efforts of developing country Parties;
- b) Enhance the implementation of adaptation action taking into account the adaptation communications;
- c) Review the adequacy and effectiveness of adaptation and support provided for adaptation; and
- d) Review the overall progress made in achieving the global goal on adaptation.

11. Under the Ad Hoc Working Group on the Paris Agreement (APA), Parties are currently negotiating:

- a) Modalities, procedures and guidelines for the transparency framework, including consideration of reporting information on adaptation action and planning with a view to collectively exchanging information and sharing lessons learned (decision 1/CP.21, para 94(c)),

and of support provided and received, including the use, impact and estimated results thereof (decision 1/CP.21, para 94(d));

- b) Further guidance in relation to the adaptation communications, including, inter alia, as a component of NDCs; and
- c) Modalities, procedures and guidelines for the global stocktake.

12. While all of the modalities and methodologies associated with these mandates are relevant to supporting developing countries in their individual adaptation efforts, those to recognize adaptation efforts and the methodologies for reviewing the adequacy and effectiveness of adaptation and support would feed into considerations of the global stocktake.

13. Taking into account the above context, the AC and the LEG addressed the different mandates during 2016 and 2017, seeking to develop modalities and methodologies to the extent possible without prejudging the outcomes of ongoing negotiations under the SBs and APA. The development of modalities and methodologies proved to be challenging in part due to the ambiguity of the requests by the COP, challenges in differentiating modalities and methodologies, and a lack of clarity around scale at which they would be applied. Further challenges are highlighted in the discussions in Sections 3, 4 and 5.

3. Modalities to recognize the adaptation efforts of developing countries

3.1. Mandate and scope

14. COP 21 requested the AC and the LEG to jointly develop modalities to recognize the adaptation efforts of developing country Parties, as referred to in Art. 7.3 of the Paris Agreement, and make recommendations for consideration and adoption by CMA 1. According to Art. 7.3, the adaptation efforts of developing country Parties shall be recognized, in accordance with the modalities to be adopted by CMA 1.

15. The AC and LEG are mindful that per Art. 7.14, the global stocktake referred to in Art. 14 shall, inter alia, recognize adaptation efforts of developing country Parties and that negotiations on the modalities of the global stocktake are still ongoing under the APA, including sources of input. Therefore, the recommendations provided in this document will need to be considered in light of those negotiation.

3.2. General considerations

16. In developing the modalities, the AC and the LEG considered the types of efforts that should be recognized, how to recognize those efforts and who should be recognizing them. The AC and the LEG recommended that the recognition of efforts should provide an opportunity for all developing countries to showcase their efforts over time and to do so in a non-competitive manner and without creating undue reporting burdens.

17. Regarding which efforts of developing countries to recognize, the AC and the LEG acknowledged that such determination should be country-driven and could include, inter alia:

- a) Financial, technological and capacity-building investments in policies, projects and programmes aimed at planning and implementing adaptation, including climate risk and vulnerability assessments;

- b) Processes and systems to enable/facilitate effective adaptation planning and implementation, including institutional arrangements, governance systems, access to science and analysis for decision-making;
- c) National adaptation plans, subnational and sectoral action plans, strategies or policy documents, with relevant policies, projects and programmes on concrete adaptation activities;
- d) National, subnational and community level actions, including those undertaken together with non-Party stakeholders;
- e) Outcomes or demonstrable results (from the implementation of the policies, projects and programmes) in strengthening resilience, enhancing adaptive capacity and reducing vulnerability to climate change, integration of adaptation in development planning, and where feasible, to include, autonomous adaptation outcomes (i.e. those that are not directly due to a project or programme) as well as any impacts on broader sustainable development.

18. Regarding the question of how to recognize such efforts, the AC and the LEG underline the importance of periodically and comprehensively analysing and synthesizing information that would not only feed into the global stocktake but would also respond to the notion of collectively exchanging information and sharing lessons learned under the transparency framework. The AC and the LEG also see a need for striking a balance between recognition at the global level by all Parties and recognition at a regional or country level by some Parties.

3.3. Recommendations for consideration and adoption by CMA

19. The AC and the LEG may wish to recommend the following:

- a) To organize a high-level event during the global stocktake, which would consider a comprehensive compilation and synthesis report on adaptation efforts of developing country Parties. Such a report would be based on the most recent adaptation communications, national adaptation plans, national communications, nationally determined contributions (NDCs) and any other relevant reports prepared under the transparency framework, the regular events and reports referred to in para 19(b) and (c) below, and would be prepared by the secretariat under the guidance of the AC and the LEG aligned with the 5-year cycle of the global stocktake. An in-session report of the high-level event would inform the global stocktake;
- b) To organize regular events throughout each year to showcase adaptation efforts among adaptation practitioners at different national, regional and global events, including NAP Expos, Adaptation Forums, etc.;
- c) A regular thematic compilation and synthesis report on the state of adaptation, which could draw on the outcomes of the various events and aim at providing a snapshot of adaptation efforts highlighting lessons learned and good practices for different adaptation themes. A first report could be completed by 2019 and be prepared by the secretariat under the guidance of the AC and the LEG.

4. Taking the necessary steps to facilitate the mobilization of support for adaptation in developing countries in the context of the limit to global average temperature increase referred to in Article 2 of the Paris Agreement

4.1. Mandate and scope

20. COP 21 requested the AC and the LEG, in collaboration with the SCF and other relevant institutions, to develop methodologies, and make recommendations for consideration and adoption by CMA 1 on taking the necessary steps to facilitate the mobilization of support for adaptation in developing countries in the context of the limit to global average temperature increase referred to in Art. 2 of the Paris Agreement (decision 1/CP.21, paragraph 45 (a)).

4.2. General considerations

21. Support for adaptation in developing countries involves a variety of sources, including:

- a) International bilateral and multilateral public support, in line with Art. 7.13 of the Paris Agreement, which stipulates that “continuous and enhanced international support shall be provided to developing country Parties for the implementation of paragraphs 7, 9, 10 and 11 of this Article, in accordance with the provisions of Articles 9, 10 and 11”;
- b) Domestic public support;
- c) Private sector engagement and investments;
- d) Other support, including that provided under the 2030 Agenda for Sustainable Development, in the context of the Addis Ababa Action Agenda on financing for development, and sourced through innovative means.

22. In the context of the temperature goal, the AC and the LEG recall Art. 7.4 in which Parties recognize that the current need for adaptation is significant and that greater levels of mitigation can reduce the need for additional adaptation efforts, and that greater adaptation needs can involve greater adaptation costs.

23. One example of the challenges faced in addressing this mandate is that for some Parties the facilitation of the mobilization of support is a task related to budget processes and therefore a short-term measure. They emphasize that differences of temperature pathways and related impact risk scenarios will, according to the fifth assessment report of the Intergovernmental Panel on Climate Change, only come into effect after 2030 and are highly dependent on mitigation efforts still to be undertaken until then. For other Parties, the context of the temperature goal is essential as adaptation actions - both current and potential - should be contrasted considering temperature scenarios, and future adaptation actions should be tailored to the levels of mitigation reported in the NDCs. The importance of framing support and investments in terms of risk management (i.e. protecting previous, existing and future investments) and sustainable development was highlighted.

24. Methodologies in the context of mobilization of support, which includes finance, technology development and transfer, and capacity building, are understood to be measures⁴ which may be

⁴ Table 2 in document AC-LEG/2017/1 available at unfccc.int/files/adaptation/groups_committees/adaptation_committee/application/pdf/ac11_6cde_mandates_acle_g.pdf provides examples of measures, their respective strengths, limitations and financial potential.

employed by providers and recipients of support. Many such measures exist and those could be deployed - both by providers and recipients of support – that have the highest potential of addressing support needs.

25. Steps to facilitate the mobilization of the different types of support through various measures may include:

- a) Those taken by the recipients of support;
- b) Those taken by the providers of support;
- c) Actions to share information and enhance cooperation between providers and recipients.

4.2.1. Steps taken by recipients of support

26. Important steps in facilitating the mobilization of support include the creation of an enabling environment and the assessment and prioritization of adaptation support needs.

4.2.1.1. Creating enabling environments

27. Creating an enabling environment is important to encourage the integration of adaptation into development planning processes and strategies within all sectors and at different levels, as appropriate, to improve access to international public support as well as to increase investor confidence and private sector support.

28. Such enabling environments may be created through:

- a) The development of policies and regulations, including the adoption of building codes, land tenure laws and public-private partnership legislation, tax incentives and associated capacity-building. In addition, existing laws and policies, including their application, could be examined to identify and subsequently remove perverse incentives for making non-resilient or maladaptive investments and planning decisions;
- b) Strengthening policy frameworks and institutions, for example by enacting national climate legislation or setting up inter-institutional coordination structures and encouraging national dialogues at the technical and political levels with a broad range of stakeholders, to allow for the identification of priorities and setting minimum criteria for accessing financial resources;
- c) Strengthening national public financing management systems so that countries can effectively manage, track and review climate finance, including monitoring and evaluating how support needs are being addressed;
- d) Establishing national implementing entities to help in building capacities and expertise for the country and for future related activities well as permanent adaptation teams to continuously undertake and implement adaptation activities.

29. The COP, in decision 7/CP.22, para. 4., welcomed progress made by Parties in enhancing their enabling environments and policy frameworks to facilitate the mobilization and effective deployment of climate finance and requested Parties to continue to do so.⁵

⁵ The 2015 and 2016 reports on the long-term finance workshops contain many examples of ways to enhance enabling environments to further scale up resources for adaptation.

4.2.1.2. Assessing and prioritizing adaptation support needs

30. As noted in the 2016 long-term finance workshop report, country-driven processes for the assessment of adaptation needs in developing countries are fundamental for scaling up adaptation finance.

31. Developing countries could assess their adaptation needs⁶ considering temperature scenarios in line with Art. 2 of the Paris Agreement and the global goal on adaptation, associated impacts and adaptation costs. Such assessments could look at different sectors, territories, subnational entities and engage a wide range of stakeholders. The process to formulate and implement NAPs has been highlighted as a mechanism for identifying adaptation priorities and needs in this regard as it has ownership and agreement from government, business and civil society.

32. As part of the assessment and prioritization of needs, developing countries could assess their current levels of support for adaptation. Based on the projected support needs, countries could undertake a gap analysis, to determine whether additional support is needed and, if so, what type of support (finance, technology development and transfer or capacity building) and how much. The gap analysis could also reveal existing barriers to mobilizing support, including limitations in accessing support or the lack of capacity and an enabling environment to attract and absorb support.

33. Once support needs are known, developing countries could develop implementation and mobilization of support strategies and translate their needs into bankable projects.

4.2.2. Steps taken by providers of support

34. Important steps in facilitating the mobilization of support are scaling up and enhancing access to adaptation support, including support provided through the Financial Mechanism of the Convention and the Technology Mechanism.

35. Financial support has been scaled up over the years through the Least Developed Countries Fund and the Special Climate Change Fund managed by the Global Environment Facility (GEF), the Adaptation Fund and more recently the Green Climate Fund (GCF) as well as through other bilateral and multilateral support arrangements. These steps have been recognized by the COP. Most recently, in decision 7/CP.22, the COP urged developed country Parties to continue to scale up climate finance and to continue their efforts to channel a substantial share of public climate funds to adaptation activities.

36. Scaling up finance is being considered by the COP as part of its deliberations on long-term finance, which for the period from 2014 to 2020 considers, inter alia, biennial submissions by developed country Parties on their strategies and approaches for scaling up climate finance. The 2017 compilation and synthesis of these submissions⁷ illustrates different types of domestic legislation, policies or strategies that positively contribute to the mobilization of climate finance, including national laws governing international development cooperation, national climate finance strategies and specific government instructions to development agencies.

37. In their 2016 roadmap to USD 100 billion, developed countries recognized that adaptation is a priority for many developing countries and committed to significantly increase finance for adaptation. Based on their pledges an OECD analysis indicates that the amount of public adaptation finance

⁶ Note that the AC has also been requested to consider methodologies for assessing adaptation needs with a view to assisting developing country Parties, without placing an undue burden on them and to prepare recommendations for consideration and adoption by CMA1. See document AC/2017/12 available at <unfccc.int/10375>.

⁷ <unfccc.int/resource/docs/2017/cop23/eng/inf01.pdf>.

(bilateral and attributed multilateral) is projected to at least double in volume between 2013-14 and 2020.⁸

38. Progress made to date in enhancing access to finance by developing countries was also noted by the COP, while further emphasizing the continued challenges that developing countries face in this regard, in particular those with capacity constraints, and further encouraged Parties and relevant institutions to continue working in this regard in order to enhance access to finance from a wide variety of sources, public and private, bilateral and multilateral (decision 7/CP.22).

39. Access is being enhanced by simplifying and streamlining access procedures and by enhancing developing countries' capacities, including through readiness programmes. For example, the GCF's Readiness Programme provides resources for strengthening the institutional capacities of National Designated Authorities or Focal Points and direct access entities to efficiently engage with the Fund and for the formulation of NAPs.

4.2.3. Steps to facilitate the exchange of information with a view to further mobilizing support

40. Information between providers and recipients of support needs to be exchanged:

- a) To raise awareness and share lessons learned on the different tools and instruments available to recipients and providers of support;
- b) To enhance transparency of support and inform the global stocktake, whose outcome shall inform Parties in updating and enhancing, in a nationally determined manner, their actions and support.

41. There are several avenues for sharing information, raising awareness and sharing lessons learned on mobilizing support for adaptation, including the SCF's forums on climate finance, the long-term finance in-session workshops, workshops and activities by the AC and LEG, including NAP Expos, Adaptation Forum, as well as workshops and activities by the Technology Executive Committee and the Paris Committee on Capacity-building. The SCF regularly provides the COP draft guidance for the GCF and GEF and makes recommendations on how to improve the coherence, effectiveness and efficiency of the operating entities.

42. To enhance transparency of support, the SCF prepares a biennial assessment, overview of climate finance flows, to include information on the geographical and thematic balance of such flows, drawing on available sources of information, including national communications and biennial reports of both developed and developing country Parties, information provided in the registry, information provided by Parties on assessments of their needs, reports prepared by the operating entities of the financial mechanism, and information available from other entities providing climate change finance.⁹

43. Transparency and accountability is further enhanced as the APA currently develops modalities, procedures and guidelines for reporting on support provided, and needed and received, as required by Articles 13.9 and 13.10 of the Paris Agreement (decision 1/CP.21 paras. 91 and 94(d)). Hence the AC and LEG's recommendation do not cover reporting or the sharing of information.

⁸ <[www4.unfccc.int/Submissions/Lists/OSPSubmissionUpload/261_295_131233554162587561-Roadmap%20to%20the%20US\\$100bn%20\(UNFCCC\).pdf](http://www4.unfccc.int/Submissions/Lists/OSPSubmissionUpload/261_295_131233554162587561-Roadmap%20to%20the%20US$100bn%20(UNFCCC).pdf)>.

⁹ The summary and recommendations of the 2016 biennial assessment are available at <http://unfccc.int/files/cooperation_and_support/financial_mechanism/standing_committee/application/pdf/2016_ba_summary_and_recommendations.pdf>.

44. Reporting on support provided and received, including the use, impact and estimated results thereof, will inform the support component of the global stocktake as well as the adaptation component, in particular the review of the adequacy and effectiveness of adaptation and support.

4.3. Recommendations for consideration and adoption by CMA

45. The AC and the LEG, in collaboration with the SCF, may wish to recommend the following steps in order to help facilitate the mobilization of support for adaptation:

- a) To invite developing countries to further enhance their enabling environments and policy frameworks, including in the context of their engagement in adaptation processes, especially the process to formulate and implement NAPs; to employ the different measures to mobilize support for adaptation; and to report on support received in line with the different reporting instruments;
- b) To invite Parties and relevant organizations to assist the LDC Parties and other developing country Parties that are not LDCs, drawing upon the work of the LEG and other bodies as appropriate, in building and/or strengthening enabling environments and policy frameworks to mobilize support for adaptation, in particular capacity-building, as part of the process to formulate and implement NAPs;
- c) To urge developed country Parties to continue to scale up support for adaptation with the aim of achieving parity between adaptation and mitigation support and to request them to report on support provided in line with the different reporting instruments and modalities being developed under the Paris Agreement;
- d) To invite Parties to explore ways and means by which to address barriers and to further simplify and expedite access to support for adaptation by the developing countries, as appropriate;
- e) To invite Parties to increase collaboration with the private sector to mobilise its investment in adaptation;
- f) To invite Parties and relevant actors to aim for the most effective use of adaptation finance and to ensure that all steps are taken to avoid maladaptation

5. Methodologies for reviewing the adequacy and effectiveness of adaptation and support

5.1. Mandate and scope

46. COP 21 requested the AC and the LEG, in collaboration with the SCF and other relevant institutions, to develop methodologies, and make recommendations for consideration and adoption by the CMA 1 on reviewing the adequacy and effectiveness of adaptation and support referred to in Art.7.14 (c) of the Paris Agreement (decision 1/CP.21, para. 45 (b)).

47. Reviewing the adequacy and effectiveness of adaptation and support forms part of the global stocktake, which, according to Art.14 paras. 1 and 3 of the Paris Agreement, will “assess the collective progress towards achieving the purpose of the Paris Agreement and its long-term goals [...] in a comprehensive and facilitative manner.” Its outcome “shall inform Parties in updating and enhancing, in a nationally determined manner, their action and support [...] as well as enhancing international cooperation for climate action”.

5.2. General considerations

48. The AC and the LEG considered the scope and information sources of such a review, how such a review could be undertaken and how methodologies could be developed. Additional technical work is required before methodologies can be developed.

49. Consistent with the provisions for the global stocktake, the AC and the LEG consider that the focus of reviewing the adequacy and effectiveness of adaptation and support should be on collective progress, be undertaken in a comprehensive and facilitative manner, building on existing processes to the extent possible and possibly evolve over time.

50. The outcomes of reviewing the adequacy and effectiveness of adaptation and support - together with the outcomes from the other adaptation components, the support component and the mitigation component of the global stocktake, which will determine progress towards the goal to limit temperature increase, will inform Parties in updating and enhancing, in a nationally determined manner, their adaptation action and support. In addition, the outcome of reviewing the adequacy and effectiveness of adaptation and support should also facilitate learning and knowledge sharing.

5.2.1. Methodological considerations

51. In line with the global stocktake's objective of assessing the collective progress towards achieving the purpose of the Paris Agreement and its long-term goals, reviewing the adequacy and effectiveness of adaptation and support should determine whether collective adaptation efforts and collective support provided and received are adequate (sufficient) and effective (successful) in achieving Art. 2.1(b) and Art. 7.1 (the global goal on adaptation).

52. With respect to the **adequacy and effectiveness of adaptation**, reviews could consider the degree to which:

- a) The ability and capacity to adapt to the adverse impacts of climate change has been increased;
- b) Climate resilience has been fostered/strengthened and vulnerability to climate change has been reduced;
- c) Contributions to sustainable development were made;
- d) Adaptation actions are adequate in the context of the temperature goal referred to in Art. 2.

53. The nature of adaptation, including its long timescales and uncertainty associated with impacts, the context-specificity of adaptation and difficulties in setting baselines and targets and the consequent lack of common metrics to measure the reduction of vulnerability or the enhancement of adaptive capacity constrain reviewing the adequacy and effectiveness of adaptation. Metrics are slowly evolving but require further testing to gain broader acceptance.

54. In addition, the many challenges faced by developing countries, including those related to accessing adequate means of implementation as well as the importance of building capacities to identify adaptation needs and to meet collective goals, must be taken into account. Data availability, in particular at the appropriate scale, timeframe and format, and the capacity to use it is an issue common to many countries and determines the extent and quality of monitoring and evaluation (M&E) systems for adaptation.

55. The development of M&E systems has progressed, including through the LEG's tool for M&E of progress, effectiveness and gaps (PEG M&E tool) in the formulation and implementation of NAPs,¹⁰ to allow not only for the M&E of the adaptation process, for example for measuring the degree of coordination and integration of adaptation into national priorities, but also increasingly for the M&E of adaptation outcomes and impacts, for example to measure the degree of vulnerability reduction.

56. With respect to the **adequacy and effectiveness of support** (finance, technology development and transfer and capacity-building), reviews could consider the degree to which:

- a) Support has been provided by developed countries, in accordance with Articles 9, 10 and 11 of the Paris Agreement, to meet the identified adaptation needs of developing countries, including the scale and ease of accessing such support, as appropriate;
- b) Support has been received by developing countries, in accordance with Articles 9, 10 and 11 of the Paris Agreement, to support their country-driven adaptation efforts, including consideration of their enabling environment and absorptive capacity, as appropriate;
- c) Support is adequate in the context of the temperature goal referred to in Art. 2, including the costs of impacts and the costs of adaptation efforts for developing countries;
- d) Support has been effective in strengthening resilience and reducing vulnerability;
- e) Support has been used efficiently so as to achieve most effect in strengthening resilience and reducing vulnerability;
- f) Support is well-coordinated among the various internal and external actors.

57. Reviewing the adequacy and effectiveness of adaptation and support would be based on an analysis of countries' individual adaptation efforts, including process, outputs and outcomes; of support provided by developed countries and of support received by developing countries as communicated through relevant adaptation and support communication channels, including adaptation communications, NDCs, national adaptation plans, national communications, the transparency framework, biennial and biennial update reports, and relevant direct submissions of information by Parties to the UNFCCC.

58. In addition to information provided by Parties, reviews could consider reports from:

- a) Bodies and processes under the Convention, including the AC, LEG, NWP, SCF, TEC, CTCN, and PCCB;
- b) The GCF, the GEF and the Adaptation Fund;
- c) The review of the Financial Mechanism, the review of the Adaptation Fund, and the periodic assessment of the Technology Mechanism;
- d) UN agencies, regional and other organizations;
- e) The IPCC.

59. Regarding the potential to aggregate national-level assessments to capture collective global progress toward strengthened adaptive capacity and reduced vulnerability, the AC and the LEG are mindful of the difficulties in adding up different country-specific metrics. Parties in their NDCs

¹⁰ Available at <unfccc.int/files/adaptation/application/pdf/50301_04_unfccc_monitoring_tool.pdf>. The PEG M&E tool will be applied in the SBI assessment of progress on the process to formulate and implement NAPs, and the lessons learned will be valuable in further development of metrics for the effectiveness of adaptation. An overview of existing M&E tools will be made available in the upcoming 2018 AC's M&E inventory.

highlighted that they have established or will establish adaptation and vulnerability indicators and baselines to monitor and measure progress. Parties reported both quantitative (e.g. number of people benefiting from adaptation activities, number of hectares with drought-resistant crops under cultivation, and forest coverage increases to 45 per cent) and qualitative (e.g. degree of integration of adaptation into sectoral policies and plans and level of awareness) indicators.

60. To support the assessment of outcomes and impact of adaptation at national level, countries could individually determine baseline/reference levels of risks and vulnerability and targets/goals. Country-led regular monitoring and evaluation using carefully selected metrics would offer a meaningful way of assessing success of adaptation over time. Those national trends could then be reviewed at global level to make qualitative assessments of global trends, possibly using scores to capture, for example, the degree to which the ability and capacity to adapt to the adverse impacts of climate change has been increased. Such qualitative assessments using scorecards are being tested through the LEG's PEG M&E Tool, the Adaptation Fund, the GEF and the PPCR.

61. As countries are developing M&E systems for adaptation at national level, including agreeing and applying different adaptation metrics and are enhancing their abilities to track the provision and receipt of adaptation support over time, it may be worthwhile to periodically assess the methodologies underlying the review of the adequacy and effectiveness of adaptation and support.¹¹

62. Regarding the question of how to review the adequacy and effectiveness of adaptation and support, the AC and the LEG underline the importance of periodically and comprehensively analysing, synthesizing and exchanging information to determine whether collective adaptation efforts and collective support provided and received are adequate (sufficient vis-à-vis adaptation needs) and effective (successful vis-à-vis plans) in achieving Art. 2.1(b) and Art. 7.1.

63. Similar to the process of international consultation and analysis, a technical team of experts or the AC and the LEG could undertake a preliminary review of relevant information by applying agreed metrics as input to periodic in-session meetings of experts, which would be aligned with the 5-year cycle of the global stocktake. Reports of these in-session meetings would feed inform the overall stocktake.

5.3. Recommendations for consideration and adoption by CMA

64. The AC and the LEG, in collaboration with the SCF, may wish to recommend the following:

- a) When reviewing the adequacy and effectiveness of adaptation and support, to consider the elements listed in paras 52 and 56;
- b) To request the AC and the LEG to jointly develop (guidance on the use of) metrics, indicators and scorecards, as appropriate, building on the work of the SBI assessment of progress on the process to formulate and implement NAPs, for reviewing the adequacy and effectiveness of adaptation and support, that could be applied at:

¹¹ The SBI assessment of progress on NAPs in 2018 will offer lessons for the review of the adequacy and effectiveness of adaptation. Likewise, the 2018 AC meeting on national adaptation goals/indicators and how they relate to indicators/goals for sustainable development and for disaster risk reduction in the context of the Sendai Framework for Disaster Risk Reduction 2015–2030 is likely to offer lessons and best practices. In addition, the COP will only adopt at its 25th session (November 2019) modalities for the periodic assessment of the effectiveness and adequacy of the support provided to the Technology Mechanism in supporting the implementation of the Agreement on matters relating to technology development and transfer (decision 1/CP.21, paras 69 and 70).

- i) The national level for Parties to determine baseline/reference levels of risks and vulnerability as well as adaptation targets/goals;
 - ii) The global level for Parties to assess collective progress;
 - c) To invite Parties to include in the various reporting vehicles, taking into account the (guidance)(metrics) referred to in paragraph 64(b)(i) above, information on:
 - i) Adaptation efforts, including related inputs, processes and systems, outputs, outcomes or demonstrable results, impacts or long-term societal, economic, or environmental consequences;
 - ii) Support provided and received;
 - iii) To the extent possible, national assessments of the adequacy and effectiveness of adaptation efforts and support provided and/or received;
 - d) To (establish a technical team of experts) (request the AC and the LEG) to undertake a periodic preliminary review, taking into account the (guidance) (metrics) referred to in paragraph 64(b)(ii) above, and to prepare a report thereon;
 - e) To organize periodic meetings of experts aligned with the 5-year cycle of the global stocktake to consider the report of the preliminary review, with a view to informing the global stocktake.
-