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Matters relating to adaptation

Guidance relating to adaptation communications

Experience with the application of the guidance on adaptation communications contained in decision 9/CMA.1

Synthesis report by the secretariat*

Summary

This report synthesizes information submitted by Parties on their experience with the application of the guidance relating to adaptation communications contained in decision [9/CMA.1](#), as well as on the consistency and linkages of adaptation communications with other planning and reporting instruments, adaptation communications in the context of the global stocktake and the global goal on adaptation, and other considerations.

* This document was scheduled for publication after the standard publication date owing to circumstances beyond the submitter's control.



Abbreviations and acronyms

AC	Adaptation Committee
adcom	adaptation communication
BTR	biennial transparency report
CMA	Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
MPGs	modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13 of the Paris Agreement
NAP	national adaptation plan
NC	national communication
NDC	nationally determined contribution

I. Introduction

A. Mandate

1. CMA 1 invited Parties to submit information on their experience with the application of the guidance relating to adcoms contained in decision [9/CMA.1](#) and requested the secretariat to prepare a synthesis report on those submissions for consideration by the Subsidiary Body for Implementation at its sixty-second session.¹
2. The CMA decided to take stock of, and if necessary revise, the guidance contained in decision [9/CMA.1](#), taking into account the submissions and the synthesis report referred to in paragraph 1 above, at CMA 7.²

B. Scope

3. This synthesis report covers the five submissions received by 10 April 2025, from Chile on behalf of the Independent Association for Latin America and the Caribbean, Japan, the Philippines, Poland and the European Commission on behalf of the European Union and its member States, and the United Republic of Tanzania.³

C. Background

4. Article 7, paragraph 10, of the Paris Agreement stipulates that each Party should, as appropriate, submit and update periodically an adcom, which may include its priorities, implementation and support needs, plans and actions for adaptation, without creating any additional burden for developing country Parties.
5. The adcom shall be, as appropriate, submitted and updated periodically as a component of or in conjunction with other communications or documents, including a NAP, an NDC or an NC, according to Article 7, paragraph 11, of the Paris Agreement, or as a component of or in conjunction with a BTR, as stipulated in Article 13, paragraph 8, of the Paris Agreement.⁴
6. Parties are invited, according to their national circumstances and capacities, to provide in their adcom information on the elements referred to in paragraph (a–d) of the annex to decision [9/CMA.1](#) and to provide, as appropriate, additional information on the elements referred to in paragraph (e–i) of that annex. The information provided in the adcom may be tailored taking into account the specific communications or documents used.⁵
7. The further guidance in relation to the adcom stipulates that its purpose is to:⁶
 - (a) Increase the visibility and profile of adaptation and its balance with mitigation;
 - (b) Help to strengthen adaptation action and support in developing countries;
 - (c) Provide input to the global stocktake;
 - (d) Enhance learning and understanding with respect to adaptation needs and actions.
8. Also stipulated is that the information contained in adcoms will contribute to the review of overall progress in achieving the global goal on adaptation.⁷

¹ Decision [9/CMA.1](#), paras. 17–18.

² Decision [9/CMA.1](#), para. 16.

³ Available at <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx> (in the search field, type “adaptation communication”, and select “2025”).

⁴ Decision [9/CMA.1](#), para. 4.

⁵ Decision [9/CMA.1](#), paras. 7 and 9.

⁶ Decision [9/CMA.1](#), para. 1.

⁷ Decision [9/CMA.1](#), para. 14.

9. CMA 1 requested the AC to develop, with the engagement of Intergovernmental Panel on Climate Change Working Group II, using relevant existing guidance as a starting point, as appropriate, draft supplementary guidance relating to adcoms for voluntary use by Parties for consideration by the subsidiary bodies at their fifty-seventh sessions.⁸ This product was issued as an addendum to the 2022 AC report⁹ and taken note of in decisions [8/CP.27](#) and [10/CMA.4](#).

10. As at 1 April 2025, 68 adcoms had been submitted, 18 as a component of an NDC, 6 as a NAP, 5 as a component of an NC, 5 as a component of a BTR and 34 as a stand-alone document. Of the 68 adcoms, 53 were submitted by developing and 15 by developed country Parties. A total of 59 Parties have submitted their first adcom, 7 their second and 2 their third.

II. Synthesis of experience

A. Application of the guidance contained in decision 9/CMA.1

11. Most Parties noted that in preparing their adcom they broadly followed the elements set out in the annex to decision [9/CMA.1](#). Some Parties took advantage of the flexibility allowed under that decision to include additional information; as a result, the submitted adcoms vary in length and detail, ranging from quantitative reports to qualitative assessments.

12. One Party explicitly expressed its view that no changes are required to the provisions contained in paragraph 7 of decision [9/CMA.1](#). Several Parties stressed the importance of including information in the adcom on the provision of support to developing countries for adaptation, how funding was provided to the recipient country, and the level of vulnerability of the reporting Party (as per para. (b) and (d) of the annex to decision [9/CMA.1](#)).

13. Several Parties reported that preparing their adcom in accordance with the current guidance allowed them to leverage information from existing adaptation planning and reporting instruments, thus minimizing duplication of effort and the administrative burden. They noted that aligning these instruments could facilitate efficiency and consistency in communicating and reporting on adaptation.

14. Parties stated that in response to the mandate referred to in paragraph 9 above concerning draft supplementary guidance for voluntary use by Parties the AC developed a valuable product, offering a comprehensive, easy-to-understand overview of the modalities for preparing and submitting adcoms. Parties noted that the product includes relevant information on how to follow the guidance in decision [9/CMA.1](#), on existing resources for reporting on the elements referred to in the annex to that decision, and on the links between adcoms and other adaptation-related communication and reporting arrangements under the Convention and the Paris Agreement. Parties encouraged active use of the AC guidance; while a group of Parties suggested taking it into account in reflecting on the role of adcoms within the reporting landscape under the Convention and the Paris Agreement. Another group of Parties identified the availability of the AC guidance in English only as a barrier and noted that translation into the remaining official United Nations languages would make it easier to use.

B. Consistency and linkages with other planning and reporting instruments

15. As mentioned in paragraph 5 above, Parties may submit an adcom as a component of or in conjunction with an NC, NAP, NDC or BTR, thereby accommodating their diverse capacities and priorities. Parties experienced the duplication of information across multiple documents as both an advantage and a challenge. Overall, they felt that this flexibility revealed the need for greater consistency and complementarity among these vehicles; one

⁸ Decision [9/CMA.1](#), para. 15.

⁹ [FCCC/SB/2022/5/Add.1](#) and [Add.1/Corr.1](#).

Party mentioned the necessity of enhancing consistency across the respective guidance documents.

16. Parties noted that inconsistent reporting of information on adaptation may complicate the achievement of the purpose of adcoms and lead to fragmentation of information, duplication of efforts and difficulties in synthesizing adaptation information. Aligned planning, communication and reporting instruments, however, can help to ensure coherence across the different reports and communications, mainstream adaptation in global processes and strengthen the collective understanding of action needed towards climate-resilient development. Consistent reporting can also benefit national policymaking by improving data quality, enhancing coordination among stakeholders and reducing administrative burden. The submissions suggested several approaches to enhancing the consistency of adaptation reporting:

(a) One group of Parties recommended that Parties ensure consistency in how they report and communicate on adaptation and align the respective content, regardless of the chosen vehicle;

(b) Another Party proposed ensuring consistency between the substantive content of an adcom and the adaptation-related parts of a BTR to reduce reporting burden. It suggested addressing this by submitting an adcom as a component of a BTR, given that the BTR is the main reporting instrument under the enhanced transparency framework under the Paris Agreement;

(c) Another group of Parties, which saw adcoms not as a means to report on adaptation progress but as a vehicle for communicating forward-looking elements such as plans, priorities, needs and actions in relation to enhancing upcoming adaptation efforts, used NDCs as the main instrument for submitting their adcoms, prioritizing the elements referred to in paragraph (a–d) of the annex to decision [9/CMA.1](#).

17. Parties pointed out the significant overlap between the elements of an adcom¹⁰ and the information relating to adaptation to be reported in a BTR according to the MPGs,¹¹ which were noted to be significantly more detailed for the non-mandatory adaptation component of the BTR than the guidance for the adcom in decision [9/CMA.1](#). A group of Parties suggested exploring ways to harmonize these information criteria so as to ensure coherence across reporting instruments.

18. Another group of Parties highlighted that adcoms can serve as a political tool for communicating adaptation ambition and therefore for raising the profile of adaptation in international climate discussions.

19. However, the group felt that adcoms overlap with national adaptation planning documents, which also provide information on mid- and long-term adaptation planning. It noted that the outcome of the first global stocktake includes a call to Parties to have NAPs, policies and planning processes in place by 2025.¹² This call is reiterated in the context of the United Arab Emirates Framework for Global Climate Resilience and its targets in relation to the dimensions of the iterative adaptation cycle¹³ and will affect how Parties currently and will continue to convey information on adaptation.

20. Several Parties noted that they developed their adcom in line with their NAP or planning strategy; one Party stated that it implements climate action in line with a regional climate change and resilient development strategy and action plan.

¹⁰ See decision [9/CMA.1](#), annex.

¹¹ See decision [18/CMA.1](#), annex, chap. IV.

¹² Decision [1/CMA.5](#), para. 59.

¹³ Decision [2/CMA.5](#), para. 10.

C. Adaptation communications in the context of the global stocktake and the global goal on adaptation

21. Parties that choose to submit an adcom were invited to do so in time to inform each global stocktake.¹⁴ Parties recalled in their submissions that the global stocktake is important for assessing progress towards the goals of the Paris Agreement, including the global goal on adaptation. The adaptation landscape within the UNFCCC process has evolved since the adoption of the Paris Agreement, particularly with the adoption of both the United Arab Emirates Framework to guide the achievement of the global goal on adaptation and the review of overall progress towards achieving it, and the United Arab Emirates–Belém work programme on indicators for measuring progress achieved towards the targets referred to in paragraphs 9–10 of decision [2/CMA.5](#). CMA 6 decided that the outcome of the above-mentioned work programme should constitute a source of input to the global stocktake.¹⁵

22. Parties noted that in the next global stocktake the assessment of progress towards achieving the global goal on adaptation will, for the first time, be conducted using the United Arab Emirates Framework, and that Parties have been called on to update their adcoms and prepare their BTRs taking the Framework into account.¹⁶ The secretariat is to review progress towards achieving the targets set out in paragraphs 9–10 of decision [2/CMA.5](#) and report thereon in the synthesis report¹⁷ to be prepared as part of the second global stocktake.¹⁸

23. One Party suggested that monitoring and reviewing global adaptation progress under the Paris Agreement could consist of:

- (a) National assessments of adaptation progress;
- (b) Parties' reporting of adaptation information to the UNFCCC;
- (c) A global review as part of the global stocktake relying on adcoms, which would include an assessment of the adaptation progress of each country using the targets and indicators set out under the United Arab Emirates Framework. The Party noted that this process could be facilitated by Parties submitting the adcom as a component of or in conjunction with the BTR in order to enhance consistency among the relevant reporting instruments, simplify reporting processes and reduce the burden on Parties and the secretariat.

24. For another group of Parties the evolution of the adaptation landscape since the adoption of the Paris Agreement represents an opportunity to improve approaches to assessing the progress of adaptation, including reporting by Parties. Accordingly, the group recommended that adcoms also be considered in the light of the evolving adaptation landscape, including ongoing work relevant to the global goal on adaptation and NAPs. Existing instruments should complement rather than duplicate one another to ensure overall coherence, complementarity and efficiency.

D. Other considerations and recommendations

25. One Party noted that adaptation remains the top priority for many countries. Reports and policies, including NCs, NDCs, NAPs and national adaptation programmes of action, provide frameworks for climate resilience, with a strong focus on adaptation actions that protect vulnerable communities and ecosystems.

26. However, some Parties reiterated challenges faced in preparing documents for communicating and reporting on adaptation. With regard to preparing a meaningful and comprehensive adcom, several submissions stressed that early stakeholder engagement is essential to enhancing transparency and coherence. Involving all agencies and stakeholders was emphasized as a critical aspect of the work, which requires appropriate timing and coordination. One Party perceived ensuring inclusion of local and Indigenous knowledge as

¹⁴ Decision [9/CMA.1](#), para. 6.

¹⁵ Decision [3/CMA.6](#), para. 22.

¹⁶ Decision [3/CMA.6](#), para. 34.

¹⁷ See decision [19/CMA.1](#), para. 23(b).

¹⁸ As footnote 16 above.

a challenge. Further challenges reported by Parties include the time-consuming coordination of inputs across governance levels and sectors.

27. Other challenges that were noted concern staff and technical capacity constraints, data and information gaps, setting up monitoring and evaluation systems and developing standardized metrics for measuring adaptation effectiveness, ensuring coherence with other reporting frameworks, and the need for greater cooperation to ensure that adcoms adequately reflect the needs and priorities of developing countries. One Party mentioned capturing non-economic losses and damages as challenging. Another Party noted that the complexity of reporting requirements necessitates enhanced institutional capacity and financial support to ensure compliance with transparency and robust accounting provisions.

28. Therefore, Parties called for improving the instruments through which information on adaptation is conveyed with a view to enhancing complementarity and consistency and reducing administrative burden. One group of Parties suggested tasking the AC with developing proposals for simplifying and improving the coherence of these instruments.

29. Several Parties welcomed the existing mandate of the AC to develop recommendations on improving reporting on adaptation action and progress in collaboration with the Consultative Group of Experts and the Least Developed Countries Expert Group.¹⁹ A group of Parties noted that this may help to strengthen adaptation reporting under the Paris Agreement, and that the recommendations will be instrumental in informing the review and potential update of the MPGs and in refining the training courses for BTR review experts.

30. One group of Parties proposed establishing spaces for sharing lessons learned in preparing adcoms. Given that reporting on each element may require substantial time and resources, such exchanges could enhance efficiency, promote best practices and support Parties in their efforts to communicate and report on adaptation. The group stated that using adcoms to compare Parties' adaptation actions should not be the objective. Instead, clear and coherent guidance is essential to ensuring proper follow-up on and effective implementation of adaptation action, with well-defined guidance enabling Parties to transparently present their adaptation priorities and express their needs in terms of technology, finance and capacity-building. This, in turn, can facilitate the alignment of support with national adaptation efforts and the enhancement of adaptation actions. One Party mentioned that greater clarity is needed on how adcoms contribute to enhancing access to global support mechanisms.

31. Additionally, given the significant overlap between adcoms, BTRs and NAPs, it was suggested that the stocktake, and revision if necessary, of the guidance relating to adcoms be considered once the review of the MPGs is complete, by 2028.

¹⁹ Decision [2/CMA.5](#), para. 45.