

Submission on agenda item 4 of APA by Japan

“Further guidance in relation to the adaptation communication” and relevant issues

26 August 2016

This submission aims at sharing Japan’s current views on adaptation-related matters, namely “further guidance in relation to the adaptation communication, including, inter alia, as a component of nationally determined contributions, referred to in Article 7, paragraphs 10 and 11, of the Paris Agreement (APA agenda: item 4)” as well as adaptation-related aspects of the transparency framework and the global stocktake, without prejudice to Japan’s future position on further negotiation. Please note that overall views on transparency (APA agenda: item 5) and global stocktake (APA agenda: item 6) will also be submitted in separated submission(s) later.

I. Item 4: Further guidance in relation to the adaptation communication

The role of the adaptation communication is essential in terms of maintaining the high profile on adaptation, which was achieved in the Paris Agreement. It is important to note that the Agreement provides enough flexibility relating to what kind of information Parties include in their adaptation communications and how (often) they submit and update the adaptation communication as referred to in Article 7, paragraphs 10 and 11. It is also important for all Parties, through the adaptation communication, to share information on their respective knowledge, experiences, best practices and lessons learned from scientific analysis (impact/ vulnerability assessment), adaptation planning and actions undertaken by each Party, and to learn each other to improve their own planning process and enhance adaptation actions.

Climate change impacts and adaptation options are different in nations, regions, local communities, and/or sectors. Considering flexibility provided by the relevant paragraphs of the Paris Agreement, it is vital to develop a flexible and useful scheme on adaptation communication which helps each Party take appropriate approach based on its different situation.

In light of such background, Japan would like to suggest that main features of the further guidance in relation to the adaptation communication will be as follows:

1. **Basic Principle:** One of the most important things in developing guidance is that

adaptation communications will help each Party understand other Parties' undertakings in adaptation, utilize them to promote and improve its existing and future planning processes and actions in an effective way, and collaborate with others through different levels of regional dialogues and international forums and so on. Originally, the Paris Agreement and the related COP decision do not require developing guidance in relation to the adaptation communication, and each country is not obliged to develop a new report/ communication. Because paragraphs 10 and 11 of Article 7 provide Parties with flexibility in terms of frequency of submission and updates of the adaptation communications as well as its vehicle of submission. Taking into consideration the importance of flexibility in the context of adaptation, the guidance should be flexible and suggestive rather than strictly force Parties to take some specific actions on the reporting.

2. **Scope:** Keeping in mind flexibility and the description of “(Parties’) priorities, implementation and support needs, plans and actions” (Article 7, paragraph 10 of the Paris Agreement), it is useful to consider basic information which would be appropriate to be included in the adaptation communication to help each Party understand other Parties' undertakings in adaptation and provide input for the global stocktake (*See p.4 (II. (B)) of this submission*). Possible information could include impact/vulnerability assessment based on the latest scientific data, monitoring systems of climate change impacts, strategies of adaptation policies (e.g. mainstreaming adaptation into national/ development plans), adaptation planning processes (PDCA cycles) and priority actions (e.g. development of information platform, promotion of local actions) which Parties undertake as well as best practices, challenges/obstacles and lessons learned from relevant stakeholders in each country Party. The relationship with adaptation actions and sustainable development will also be taken into consideration.

Following existing and relevant guidelines may be helpful for each Party to consider basic information of its adaptation communications in a balanced manner.

(1) Initial guidelines for the formulation of national adaptation plans (NAPs):

FCCC/CP/2011/9/Add.1, Annex

(2) Article 4 of the Convention, subparagraphs 1 (b) and (e):

(b) ... measures to facilitate adequate adaptation to climate change

(e) Cooperate in preparing for adaptation to the impacts of climate change; develop and elaborate appropriate and integrated plans for coastal zone management, water

resources and agriculture, and for the protection and rehabilitation of areas, particularly in Africa, affected by drought and desertification, as well as floods

(3) Relevant descriptions of **reporting guidelines for National Communications (NCs)**¹:

3. **Modalities of submission:** There are three main options to submit adaptation communications, as referred to in Article 7, paragraph 11, of the Paris Agreement, and it is essential that each Party can choose one of any options that are effective and convenient. While some Parties develop adaptation communications, other Parties include adaptation component in the existing vehicles, including national adaptation plan (NAP), NDC, and national communication (NC). Almost all of the Parties have reported adaptation-related information through the NC under the Convention, and many Parties have included adaptation component in their (I)NDCs.
4. **Frequency:** Taking into account the description of “Each Party should, as appropriate, submit and update periodically an adaptation communication”, referred to in Article 7, paragraph 10, the frequency of the adaptation communication should be county-driven, without creating any additional burden for all Parties. The frequency of submission of NCs and NDCs may be a reference of that of the adaptation communication; however it will be up to each Party relating to the frequency of including the adaptation communication in its NC and/or NDC, if adaptation communication is included in its NC and/or NDC.

II. Adaptation-related matters on transparency framework and global stocktake

Japan plans to submit its views on item 5 (transparency framework) and item 6 (global stocktake) of APA separately from this submission later. However, Japan would like to share its views on adaptation-related matters relating to the transparency framework and the global stocktake in advance.

(A) Modalities, procedures and guidelines for the transparency framework for action and support referred to in Article 13

¹ Paragraph 49 (<http://unfccc.int/resource/docs/cop5/07.pdf>), Paragraph 46-47 (<http://unfccc.int/resource/docs/2016/sbi/eng/122.pdf>), and Paragraph 28-36 (https://unfccc.int/files/national_reports/non-annex_i_natcom/submitted_natcom/application/pdf/17_cp.8.pdf)

1. **Main objective:** The main objective of adaptation-related information provided under the Article 13 is to “collectively exchange information and share lessons learned”, as referred to in paragraph 94, Decision 1/CP.21. In short, Parties submit mainly backward-looking information relating to the implementation process (and the progress). At the same time, Parties should note that there is also wide discretion for Parties in submitting information, as mentioned in Article 13, paragraph 8 of the Paris Agreement as below:
“Each Party should also provide information related to climate change impacts and adaptation under Article 7, as appropriate”.
2. **Development of the guideline and frequency of the report:** As there are relevant descriptions of reporting guidelines for NCs (*See the footnote of p.3*), we can refer to them to develop guideline for reporting on adaptation. Regarding frequency of reporting on adaptation, it is not necessary for Parties to submit the information more frequently than on a biennial basis, taking into consideration the nature of adaptation. As mentioned in the Decision 1/CP.21, paragraph 90, it is considered that the wording of “as appropriate” described before “no less frequently than on a biennial basis” could apply for adaptation.

(B) Matters relating to the global stocktake referred to in Article 14

(a) Identification of the sources of input for the global stocktake on adaptation:

We should note Article 7, paragraph 14 of the Paris Agreement that indicates what Parties will do through global stocktake on adaptation. As mentioned in Article 7, paragraph 14 (b), adaptation communications submitted by Parties will be one of the sources of input for the global stocktake. We can also utilize adaptation communications, which developing country Parties submitted and/or will submit, in order to recognize “adaptation efforts of developing country Parties” (Article 7, paragraph 14 (a)). It may be useful if some of the third parties, including the UNFCCC Secretariat, develop a synthesis report of adaptation communications and reports on adaptation submitted by Parties under the transparency framework referred to in Article 13 of the Paris Agreement as the sources of input for the global stocktake.

Regarding “adaptation efforts of developing country Parties” (Article 7, paragraph 14 (a)) and “adequacy and effectiveness of adaptation and support provided to

adaptation” (Article 7, paragraph 14 (c)), it should be noted that adaptation is inseparable from development policies since Parties endeavor to mainstream adaptation into their national /development planning. Inputs from Parties and relevant stakeholders on such aspects can be useful for global stocktake. It is also helpful to make use of the outcome generated through the monitoring and evaluation (M&E) framework for adaptation planning processes and actions, which each Party has engaged in. In addition, as the Adaptation Committee (AC) and the LDC Expert Group (LEG) have started to consider the modalities to recognize adaptation efforts of developing country Parties, we need to follow up the progress and outcome of these tasks to think whether we can utilize them as sources of input for the global stocktake.

Needless to say, the latest scientific knowledge, inter alia analysis of the IPCC AR6 WG2 which is to be finalized by the first global stocktake in 2023 will be another important input.

(b) Development of the modalities of the global stocktake on adaptation:

In developing the modalities of the global stocktake, it is important to note again that basic elements of adaptation-related part of the global stocktake is already provided in (a) to (d) of paragraph 14, Article 7. As for subparagraph (d), Japan would like to emphasize that it is not easy to find some numerical indicators for assessing the overall progress made in achieving the global goal on adaptation.