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REPORT

# What Does the First Global Stocktake Mean for the National Adaptation Plan Process?



NAP  
Global  
Network

July 2025

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## About the NAP Global Network

The NAP Global Network was created in 2014 to support developing countries in advancing their NAP processes, and help accelerate adaptation efforts around the world. To achieve this, the Network facilitates South-South peer learning and exchange, supports national-level action on NAP formulation and implementation, and generates, synthesizes, and shares knowledge. The Network's members include individual participants from more than 155 countries involved in developing and implementing National Adaptation Plans. Financial support for the Network has been provided by Austria, Canada, Germany, Ireland, the United Kingdom, and the United States. Additional support has been provided by ClimateWorks Foundation. The Secretariat is hosted by the International Institute for Sustainable Development (IISD). For more information, visit [www.napglobalnetwork.org](http://www.napglobalnetwork.org).

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# **What Does the First Global Stocktake Mean for the National Adaptation Plan Process?**

**July 2025**

# Executive Summary

The global stocktake under the Paris Agreement allows countries to periodically assess their collective progress toward achieving the long-term goals of the Paris Agreement, including the global goal on adaptation (GGA). The outcomes of the global stocktake aim to inform countries' national climate action planning and implementation every 5 years. In 2023, the first global stocktake concluded at the 28th Conference of the Parties (COP 28) of the UN Framework Convention on Climate Change (UNFCCC) in Dubai, offering critical insights into the state of global climate action and providing mandates and recommendations for follow-up by countries. This report summarizes the key messages on adaptation from the outcomes of the first global stocktake for developing countries' national adaptation plan (NAP) teams, adaptation policy-makers and practitioners, and UNFCCC negotiators. It also provides recommendations and actionable steps on how countries can implement the decisions as part of their NAP processes.

The first global stocktake highlighted that despite near-universal actions to implement the Paris Agreement, countries are still not on track to meet the long-term temperature and adaptation goals. And while more countries have initiated their adaptation planning and implementation processes, most observed adaptation efforts remain “fragmented, incremental, sector-specific and unequally distributed across regions” (UNFCCC, 2023e, para. 32). It acknowledged that developing countries face immense challenges to enhance adaptive capacity, strengthen resilience, and reduce vulnerability to climate change. At the same time, the first global stocktake underscored the critical role of the NAP process in helping developing countries systematically identify and address their medium- and long-term priorities for adapting to climate change.

The following messages relevant to adaptation and the NAP process emerge from the review of the global stocktake outcomes and the summary and synthesis reports from the 2-year technical dialogues:

1. Accelerating adaptation is more urgent than ever in this critical decade, and the iterative adaptation cycle—impact, vulnerability, and risk assessment (IVRA); planning; implementation; and monitoring, evaluation and learning (MEL)—guides adaptation.
2. Effective adaptation planning starts with understanding risks and vulnerabilities, supported by reliable and accessible climate services throughout the iterative adaptation cycle.
3. Designing gender-responsive and inclusive adaptation through participatory processes helps to ensure equitable outcomes.
4. Mainstreaming adaptation and strengthening coherence across policy sectors and levels of governance lead to more resilient communities and economies.
5. Strengthening MEL for adaptation is essential throughout the iterative adaptation cycle.
6. When capacities and contexts allow, pursuing transformational adaptation may support the development of climate-resilient systems.

7. Nature-based solutions and ecosystem resilience are central to advancing integrated and synergistic solutions that offer human well-being and biodiversity benefits.
8. Bridging the adaptation finance gap requires the provision and mobilization of finance from all sources, recognizing common but differentiated responsibilities.

This report also provides recommendations and actionable steps on how to respond effectively to the key messages above, accompanied by suggested resources, tools, and guidance tailored for policy-makers and practitioners involved in the NAP process. Whether countries are currently developing their first NAP documents, undergoing their NAP implementation, or seeking to update their NAP documents, they may

- reflect on the global-level assessment of progress and validate their current plans and implementation trajectories;
- integrate the recommendations, good practices, and opportunities identified by the outcome of the first global stocktake into their NAP processes;
- consider the framing of the United Arab Emirates Framework for Global Climate Resilience to complement their NAP processes, with a view to contributing to achieving the GGA;
- leverage the global stocktake outcomes to advocate for support on means of implementation, including finance, capacity building, and technological transfer, for NAP implementation;
- report on how the global stocktake outcomes are being implemented at the national and sub-national levels through different policy and reporting instruments under the UNFCCC and the Paris Agreement; and
- contribute actively to the second global stocktake to ensure developing countries' views and priorities are captured by the global collective assessment process toward the GGA and add visibility to the importance of the NAP process.

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# Acronyms and Abbreviations

<b>AdCom</b>	adaptation communication
<b>BTR</b>	biennial transparency report
<b>CBD</b>	Convention on Biological Diversity
<b>COP</b>	Conference of the Parties
<b>EbA</b>	ecosystem-based adaptation
<b>EWS</b>	early warning system
<b>GGA</b>	global goal on adaptation
<b>IPCC</b>	Intergovernmental Panel on Climate Change
<b>IVRA</b>	impact, vulnerability, and risk assessment
<b>LEG</b>	Least Developed Countries Expert Group
<b>MEL</b>	monitoring, evaluation, and learning
<b>NAP</b>	national adaptation plan
<b>NbS</b>	nature-based solutions
<b>NBSAP</b>	National Biodiversity Strategy and Action Plan
<b>NDC</b>	nationally determined contribution
<b>UAE FGCR</b>	United Arab Emirates Framework for Global Climate Resilience
<b>UNFCCC</b>	UN Framework Convention on Climate Change



# 1

## Introduction

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The 2015 Paris Agreement set ambitious goals for countries to limit global warming, foster adaptive capacity, and align finance flows with climate-resilient development (UN Framework Convention on Climate Change [UNFCCC], 2015). At the heart of its ratchet mechanism lies the global stocktake process for enhancing climate ambition, action, and support over time. Conducted every 5 years, the global stocktake assesses the collective progress countries have made toward reaching the goals of the Paris Agreement, thereby informing national climate efforts and plans, and seeking to enhance international cooperation to address climate change (Qi et al., 2024).

In 2023, countries concluded the first global stocktake at the UNFCCC’s 28th Conference of the Parties (COP 28). The outcome of the first global stocktake—contained in Decision 1/CMA.5<sup>1</sup>—painted a clearer picture of the state of global climate action while offering a blueprint for countries to strengthen domestic efforts on mitigation, adaptation, loss and damage, and support (UNFCCC, 2023a). On adaptation in particular, it concluded that while there has been “increasing ambition in plans and commitments for adaptation action and support ... most observed adaptation efforts are fragmented, incremental, sector-specific and unequally distributed across regions” (UNFCCC, 2023e, para. 32). Countries are now expected to follow up on the CMA 5 decision, and a part of this follow-up includes updating their domestic climate action plans, policies, and strategies, informed by the outcomes of the first global stocktake.

The national adaptation plan (NAP) process<sup>2</sup> continues to be the main vehicle for developing countries to systematically enhance adaptive capacity, strengthen climate resilience, and reduce vulnerability to climate change. The NAP Global Network analyzed the mandates and recommendations from the first global stocktake process relevant to the NAP process (including from the CMA.5 decision and the synthesis reports and the summary reports from the three technical dialogues conducted between 2022 and 2023), to support countries’ implementation of the global stocktake decision.

This report provides an overview of the findings relevant to adaptation from the first global stocktake and offers relevant guidance to adaptation practitioners, members of developing countries’ NAP teams, and UNFCCC negotiators on how they may implement the outcome of the first global stocktake through the NAP process.

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<sup>1</sup> CMA refers to the “Conference of the Parties serving as the meeting of the Parties to the Paris Agreement.” It is the governing body of the Paris Agreement, which oversees the implementation of the Paris Agreement.

<sup>2</sup> The concise term “NAP process” refers to the “process to formulate and implement national adaptation plans” as contained in Decision 1/CP.16 and the subsequent decisions under the UNFCCC (UNFCCC, 2010). See Section 2.2 for more information on the NAP process.

## 2

# The NAP Process and the Global Stocktake

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The global stocktake is an iterative, comprehensive, and facilitative process established under Article 14 of the Paris Agreement to “periodically take stock of the implementation of [the Paris] Agreement to assess the collective progress towards achieving the purpose of the Agreement and its long-term goals,” evaluate gaps in implementation, and collect lessons learned and best practices (UNFCCC, 2015, art. 14.1). The outcomes of the global stocktake process will then inform countries’ updates to their nationally determined contributions (NDCs) every 5 years (UNFCCC 2018c, Annex I, para. 4.c). Parties to the Paris Agreement engage in the global stocktake process every 5 years, with the first one being initiated in 2021 and concluded in 2023, 2 years before the deadline to submit their 2025 NDCs.

The 2-year global stocktake process involves three components (Qi, 2022a):

1. **Information collection and preparation** focuses on “gathering, compiling, and synthesizing information for the Technical Assessments.”
2. **Technical assessment** includes “the technical dialogues (TD) that allow negotiators and experts to assess the synthesized information and determine the progress in achieving the Paris Agreement goals,” including on mitigation, adaptation, means of implementation and support, loss and damage, and international cooperation.
3. **Consideration of outputs** focuses on “discussing the implications of the findings and informing parties in updating and enhancing their NDCs,” through a negotiated CMA decision.

## 2.1 Adaptation in the Global Stocktake

Assessing countries’ collective progress on adaptation is a complex undertaking, as adaptation is highly context-specific, shaped by local risks and vulnerabilities, development priorities, and socio-economic conditions.

Under the Paris Agreement, Article 2.1(b) sets the long-term adaptation goal as “increasing the ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development” (UNFCCC, 2015, art. 2.1b). And Article 7 established the global goal on adaptation (GGA) of “enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change” (UNFCCC, 2015) (see Box 1 for more information on the GGA). Article 7 of the Paris Agreement specifically tasked the global stocktake process with reviewing the overall progress made in adaptation and enhancing the implementation of adaptation actions (UNFCCC, 2015, art. 7.14) by

- recognizing adaptation efforts of developing countries,
- enhancing the implementation of adaptation action,
- reviewing the adequacy and effectiveness of adaptation and support provided for adaptation, and
- reviewing the overall progress made in achieving the GGA.

To this end, the global stocktake collects information and reflections on the state of global adaptation progress, adaptation challenges and gaps identified by countries and other stakeholders, opportunities and solutions to bridge the gaps and address these challenges, good practices and tools to enhance adaptation actions, and enabling factors that support effective and transformative adaptation (Beauchamp & Qi, 2023). The sources of inputs to the first global stocktake included submissions from countries, experts, practitioners, and other relevant stakeholders; the latest assessment reports of the Intergovernmental Panel on Climate Change (IPCC); reports from constituted bodies and forums under the UNFCCC; and plans, commitments, reports, and communications from countries, including NAPs, adaptation communications (AdComs), NDCs, and national communications.<sup>3</sup>

### **Box 1. The United Arab Emirates Framework for Global Climate Resilience (UAE FGCR) for assessing collective progress toward the GGA**

The Paris Agreement established the GGA of “enhancing adaptive capacity, strengthening resilience and reducing vulnerability to climate change” (UNFCCC, 2015, art. 7.1). The UAE FGCR was established to operationalize the GGA and create a framework that would allow countries to track, assess, report on, and learn from global progress on adaptation (Beauchamp, 2024). At COP 28 in Dubai, countries adopted Decision 2/CMA.5 on the UAE FGCR that set voluntary dimensional and sectoral targets. There are 11 targets: four related to the iterative adaptation cycle (see key message 1 in Section 3 below) and seven related to key sectors. The key sectors with sectoral targets include water, food and agriculture, health, biodiversity and ecosystems, infrastructure and human settlements, poverty eradication and livelihoods, and cultural heritage. Countries are expected to develop the associated indicators for the targets by COP 30 in 2025.

**Learn more about the UAE FGCR and how countries could move it forward:** <https://www.iisd.org/articles/deep-dive/uae-framework-global-climate-resilience>

The outcome of the global stocktake process provides two types of information: backward-looking information (“ex-post reviews”) to assess progress made so far and forward-looking information (“ex-ante considerations”) to inform future actions (Friedrich, 2017). For adaptation, the backward-looking information is a key part of recognizing developing countries’ adaptation efforts to date, as well as assessing the progress and actions already

<sup>3</sup> The biennial transparency reports (BTRs) will serve as a source of inputs in future iterations of the global stocktake process. The deadline for submitting the first BTR is the end of 2024, and therefore it was not used as a source of input for the first global stocktake in 2023. See Qi and Beauchamp (2023) for more information on the adaptation chapters of BTRs.

undertaken by countries to meet the GGA. The forward-looking information, on the other hand, identifies gaps, barriers, lessons learned, and best practices to inform future decision making and signal plans and intentions to accelerate adaptation planning and implementation at the national and international levels.

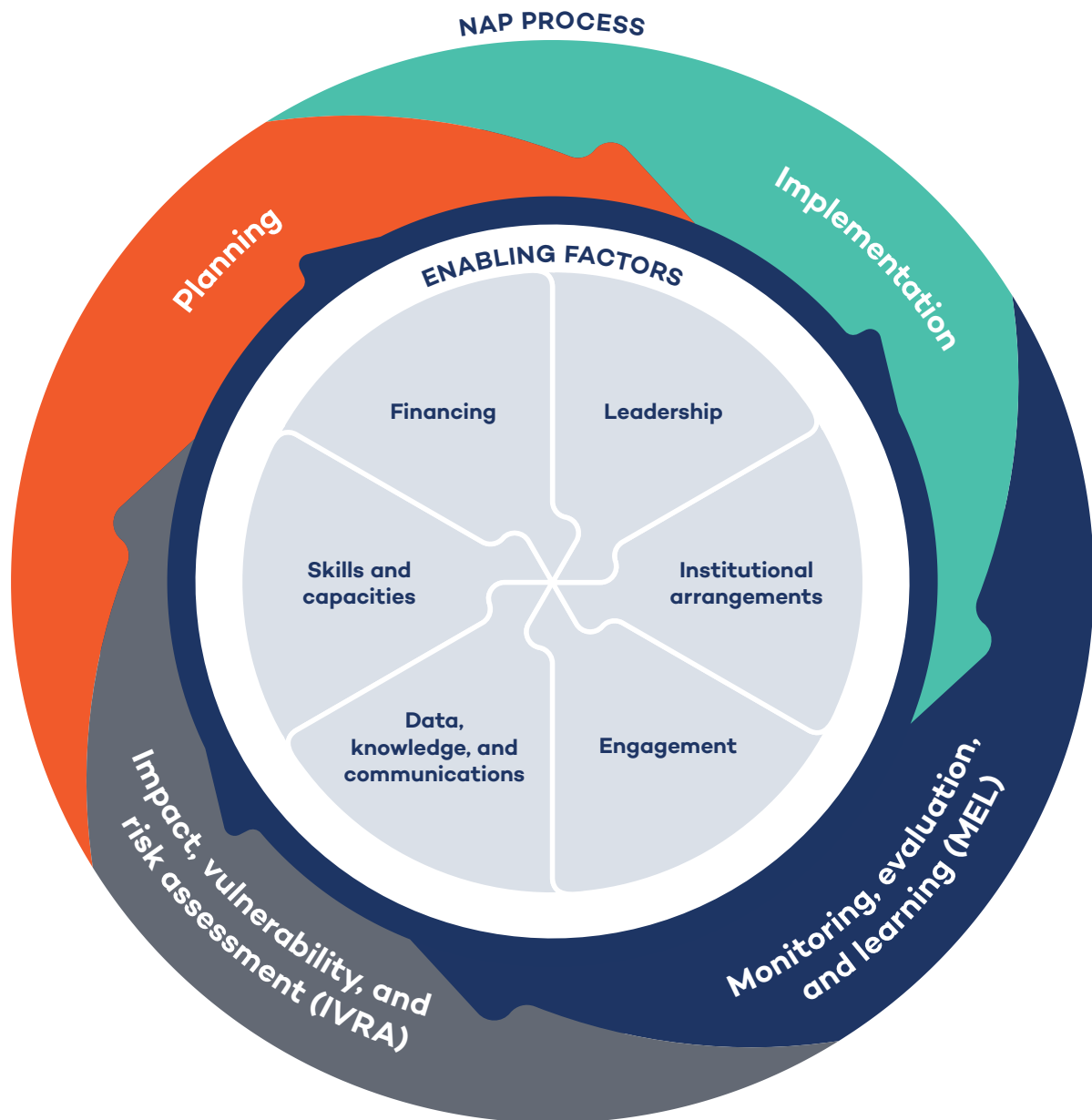
## 2.2 The NAP Process

Established under the 2010 Cancun Adaptation Framework, the NAP process “enables countries to identify and address their medium- and long-term priorities for adapting to climate change” (Hammill et al., 2019; Least Developed Countries Expert Group [LEG], 2012). It is a continuous, progressive, and iterative strategic process that is usually led by national governments to

- “reduce vulnerability to the impacts of climate change, by building adaptive capacity and resilience” and
- “facilitate the integration of climate change adaptation, in a coherent manner, into relevant new and existing policies, programmes and activities, in particular development planning processes and strategies, within all relevant sectors and at different levels, as appropriate” (UNFCCC, 2011, p. 80).

NAP processes are guided by principles of participation, transparency, gender-responsiveness, and consideration of vulnerable groups, communities, and ecosystems. The official technical guidelines for the NAP process, developed by the LEG (2012), outline the four elements to a NAP process: lay the groundwork and address gaps; preparatory elements; implementation strategies; and reporting, monitoring, and review. These could be summarized with four broad overlapping phases that correspond to the iterative adaptation cycle adopted under the UAE FGCR decision: impact, vulnerability, and risk assessment (IVRA); planning; implementation; and monitoring, evaluation, and learning (MEL). The NAP Global Network (2023) also emphasized six key enabling factors that support effective and inclusive NAP processes: leadership; institutional arrangements; engagement; data, knowledge, and communications; skills and capacities; and financing (see Figure 1). At the time of publication, the LEG is revising the technical guidelines, taking into account the UAE FGCR and the dimensions of the iterative adaptation cycle.

**Figure 1. Phases and enabling factors in the NAP process, in line with the iterative adaptation cycle**



Source: NAP Global Network, 2023.

As of May 1, 2025, 63 developing countries had submitted NAP documents (multi-sectoral and sector specific) to the UNFCCC,<sup>4</sup> and over 100 developing countries currently have a NAP process underway (UNFCCC, 2024b).

<sup>4</sup> NAP documents submitted to the UNFCCC can be accessed via NAP Central at <https://napcentral.org/>.



Countries' NAP processes provide crucial information on adaptation to the global stocktake process. The NAP processes illustrate a coherent national adaptation story and best practices on adaptation while offering information on gaps, challenges, barriers, and lessons learned. They help the global assessment process understand

how countries are mainstreaming adaptation at the national and subnational levels; how climate impacts are assessed and incorporated into fiscal frameworks; how adaptation actions are financed; and how local communities and Indigenous Peoples' knowledge and participation shape adaptation policies and actions; among other critical information. (Qi, 2022b)

Additionally, since NAP processes are informed by local realities and priorities, they situate adaptation in a local context, which provides valuable insights for the global-level assessment of adaptation progress.

The outcomes of the first global stocktake offer insights and guidance for countries' national adaptation planning and implementation for the NAP process to follow up and uptake—a mandate from the Paris Agreement to enable the continuous and progressive improvement of domestic climate action efforts.

# 3

## Key Outcomes and Recommendations on Adaptation

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The first global stocktake process recognized the world's collective progress toward accelerating near-universal climate action to implement the Paris Agreement. However, it also warned countries that these efforts are still insufficient, and the world is not on track to meet the long-term goals of the Paris Agreement. The co-facilitators of the first global stocktake's technical dialogues wrote that “there is a rapidly narrowing window to raise ambition and implement existing commitments” to limit global warming and adapt to its impacts (UNFCCC, 2023e).

Below are the eight key messages and recommendations relevant to the NAP process synthesized from the outcomes of the first global stocktake. Along with the key messages and recommendations, the sections also outline the relevant resources, guidelines and guides, and best practices developed by the NAP Global Network, the UNFCCC and its constituted bodies, and other organizations and stakeholders that provide support for countries' NAP processes.

- [Key message 1](#): Accelerating adaptation is more urgent than ever in this critical decade, and the iterative adaptation cycle guides adaptation.
- [Key message 2](#): Effective adaptation planning starts with understanding risks and vulnerabilities, supported by reliable and accessible climate services throughout the iterative adaptation cycle.
- [Key message 3](#): Designing gender-responsive, inclusive, and participatory adaptation through participatory processes helps to ensure equitable outcomes.
- [Key message 4](#): Mainstreaming adaptation and strengthening coherence across policy sectors and levels of governance lead to more resilient communities and economies.
- [Key message 5](#): Strengthening MEL for adaptation is essential throughout the iterative adaptation cycle.
- [Key message 6](#): When capacities and contexts allow, pursuing transformational adaptation may support the development of climate-resilient systems.
- [Key message 7](#): Nature-based solutions and ecosystem resilience are central to achieving the GGA.
- [Key message 8](#): Bridging the adaptation finance gap requires the provision and mobilization of sufficient finance from all sources, recognizing common but differentiated responsibilities.

## Box 2. Sources

Throughout this section, you will find boxes like this one that will point to the sources of the information presented. Key messages and recommendations are drawn and synthesized from the outcomes of the first global stocktake, which includes Decision 1/CMA.5 (UNFCCC, 2023a) and the synthesis report of the technical dialogues of the first global stocktake (UNFCCC, 2023e). The best practices presented are extracted from the summary reports of the three technical dialogues (UNFCCC, 2022, 2023c, 2023d), as well as records and notes from the NAP Global Network team who attended the three technical dialogues.

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## Key Message 1

**Accelerating adaptation is more urgent than ever in this critical decade, and the iterative adaptation cycle guides adaptation.**

Adaptation is essential for protecting communities, ecosystems, and economies from the escalating impacts of climate change. The outcomes of the first global stocktake reiterated the importance of the iterative adaptation cycle—impact, vulnerability and risk assessment, planning, implementation, MEL—and noted that adaptation is a continuous process that adjusts to changes in climate risks and vulnerabilities, as well as broader social and technological evolution. Adaptation builds on previous actions and experiences, as well as lessons from past adaptation planning and implementation. The first global stocktake underlines that accelerating adaptation actions necessitate scaling up adaptation efforts, establishing systems and capacities, and improving the effectiveness and responsiveness of adaptation actions over time to reduce vulnerabilities and strengthen resilience.

Paragraph 59 of Decision 1/CMA.5 calls on countries “that have not yet done so to have in place their national adaptation plans, policies and planning processes by 2025 and to have progressed in implementing them by 2030” (UNFCCC, 2023a, para. 59). It further affirms the targets contained in the UAE FGCR, based on the dimensions of the iterative adaptation cycle (UNFCCC, 2023a, para. 64):

- **“Impact, vulnerability and risk assessment:** by 2030 all Parties have conducted up-to-date assessments of climate hazards, climate change impacts and exposure to risks and vulnerabilities and have used the outcomes of these assessments to inform their formulation of national adaptation plans, policy instruments, and planning processes and/or strategies, and by 2027 all Parties have established multi-hazard early warning systems, climate information services for risk reduction and systematic observation to support improved climate-related data, information and services;

- **“Planning:** by 2030 all Parties have in place country-driven, gender-responsive, participatory and fully transparent national adaptation plans, policy instruments, and planning processes and/or strategies, covering, as appropriate, ecosystems, sectors, people and vulnerable communities, and have mainstreamed adaptation in all relevant strategies and plans;
- **“Implementation:** by 2030 all Parties have progressed in implementing their national adaptation plans, policies and strategies and, as a result, have reduced the social and economic impacts of the key climate hazards identified;
- **“Monitoring, evaluation and learning:** by 2030 all Parties have designed, established and operationalized a system for monitoring, evaluation and learning for their national adaptation efforts and have built the required institutional capacity to fully implement the system.”

### **Relevance for the NAP Process**

As of May 2025, 63 multi-sector NAP documents have been submitted to the UNFCCC (NAP Global Network, n.d.). The number of NAP documents is up from 51 at the time of the first global stocktake in 2023, and more developing countries have a NAP process in place to develop their NAP documents. Developing countries that have formulated NAP documents should submit them to the NAP Central platform as soon as possible after completion. Developing countries that are currently undergoing the NAP process to formulate their first NAP document should seek to have them in place by 2025 and progress in implementing them by 2030.

#### **Contributing toward the implementation of paragraphs 51, 57, 59, and 64 of Decision 1/CMA.5.**

##### **Relevant resources:**

- [The LEG Technical Guidelines for the NAP Process](#)
- [Supplementary Materials to the NAP Technical Guidelines](#)
- [What We Are Learning About Effective National Adaptation Plan Processes: A new figure reflects our evolving understanding](#)
- [The NAP Global Network and its resources](#)

For policy-makers and practitioners involved in the NAP process, the iterative adaptation cycle builds on the steps outlined in the LEG technical guidelines for the NAP process (LEG, 2012) (see Figure 1 above). It is important to note that the LEG has started the revision and update of its technical guidelines for the NAP process, taking into account the UAE FGCR and the dimensions of the iterative adaptation cycle. The new version is expected to be published in late 2025.

#### **Contributing toward the implementation of paragraphs 54 and 64 of Decision 1/CMA.5.**

## Sources

- Decision 1/CMA.5 (UNFCCC, 2023a): Paragraphs 2, 6, 15(b), 15(c), 15(d), 43, 44, 46, 51, 52, 53, 54, 57, 59, 63, 64, 77, 114, 121, 122, 128, 129, and 153
- Synthesis report of the technical dialogue (UNFCCC, 2023e): Paragraphs 1, 3, 29, 31, 32, 41, 138, 141, 144, 145, and 148
- Summary reports of the first meetings of the technical dialogue (UNFCCC, 2022): Paragraphs 108-110, 118, 138, 146, 170, 228, 290(d), 395, and 396
- Summary reports of the second meetings of the technical dialogue (UNFCCC, 2023c): Paragraphs 56-58, 60-62, 202, and 215(a)
- Summary reports of the third meetings of the technical dialogue (UNFCCC, 2023d): Paragraph 87

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## Key Message 2

Effective adaptation planning starts with understanding risks and vulnerabilities, supported by reliable and accessible climate services throughout the iterative adaptation cycle.

A key early step in adaptation planning is assessing current and future climate hazards, impacts, and vulnerabilities. This is typically done through collecting and synthesizing existing information or through national climate IVRAs, which help “identify who and what are most at risk from climate hazards under different scenarios and timescales” (Beauchamp et al., 2024, p.46).

### **UAE FGCR TARGET 10(a). Impact, vulnerability and risk assessment**

“By 2030 all Parties have conducted up-to-date assessments of climate hazards, climate change impacts and exposure to risks and vulnerabilities and have used the outcomes of these assessments to inform their formulation of national adaptation plans, policy instruments, and planning processes and/or strategies, and by 2027 all Parties have established multi-hazard early warning systems, climate information services for risk reduction and systematic observation to support improved climate-related data, information and services” (UNFCCC, 2023b, para. 10.a).



The synthesis report of the technical dialogues emphasized that “when adaptation is informed and driven by local contexts, populations and priorities, both the adequacy and the effectiveness of adaptation action and support are enhanced” (UNFCCC, 2023e, para. 151). The first global stocktake and the UAE FGCR set a 2030 target for countries to conduct climate impact, risk, and vulnerability assessments to inform their NAP process (see UAE FGCR Target 10(a) sidebar).

During the technical dialogues, countries and practitioners stressed that access to early warning systems and downscaled climate data is critical throughout the iterative adaptation cycle to guide decision making and adaptive management. However, they face many challenges, including data gaps, fragmented information, limited coverage of early warning systems (EWS), difficulties modelling complex and transboundary risks, and inadequate support for IVRAs. Decision 1/CMA.5 acknowledged these challenges countries face and called for enhanced actions and support to build accessible, user-driven climate service systems and EWS (UNFCCC, 2023a, para. 49).

### **Relevance for the NAP Process**

IVRAs are a critical part of the NAP process. Countries should seek to establish or strengthen their national climate impacts and vulnerability databases and incorporate vulnerability-related information and resources from key sectors and sub-national levels. They should continuously and iteratively conduct and improve IVRAs to inform the NAP process throughout the iterative adaptation cycle. When applicable, countries should seek to integrate Indigenous and Traditional Knowledge into IVRAs.

 **Contributing toward the implementation of paragraphs 9, 54, 55, 61, 63(g), 64, and 158 of Decision 1/CMA.5.**

#### **Relevant resources:**

- [The LEG Technical Guidelines for the NAP Process](#)
- [How Integrated Vulnerability Assessments Support NAP Processes in the Pacific Region](#)
- [Peer Learning Event: Advancing the use of Risk and Vulnerability Assessments \(RVAs\) in NAP processes](#)
- [Climate Services for Supporting Climate Change Adaptation: Supplement to the Technical Guidelines for the National Adaptation Plan Process](#)
- [An Introduction to Integrating African Indigenous & Traditional Knowledge in National Adaptation Plans, Programmes of Action, Platforms and Policies](#)

Countries may choose to leverage existing climate data platforms to support IVRAs and the ongoing management of climate data and services, as well as developing and strengthening user-driven climate services, that are accessible and downscaled for sub-national actors. Countries should also seek to leverage or align their NAP process and national adaptation efforts with initiatives like the Sendai Framework for Disaster Risk Reduction and the UN Secretary-General's Early Warnings for All initiative.

- i** Contributing toward the implementation of paragraphs 49, 50, 63, and 64 of Decision 1/CMA.5.

**Relevant resources:**

- [Overview of 100+ Climate Data Platforms](#)
- [Promoting Synergy and Alignment: Between Climate Change Adaptation and Disaster Risk Reduction in the Context of NAPs](#)
- [The Early Warnings for All \(EW4All\) Initiative](#)

Countries should seek to integrate gender and other social considerations in IVRAs and the identification of adaptation options in order to understand how structural inequities influence vulnerability. Practical actions include undertaking disaggregated analysis to analyze differential risks for people of different genders and social groups, facilitating inclusive and gender-equitable stakeholder engagement, and identifying targeted adaptation options for marginalized and vulnerable groups.

- i** Contributing toward the implementation of paragraphs 55, 64, 122, 161, and 178 of Decision 1/CMA.5.

**Relevant resources:**

- [Toolkit for a Gender-Responsive Process to Formulate and Implement NAPs](#)

When conducting IVRAs, countries should take an ecosystem-level approach. They should assess current and future climate impacts and vulnerabilities on ecosystems and biodiversity and include biodiversity experts in the NAP process. Countries should also seek to align their NAP process with the process to formulate and implement their National Biodiversity Strategy and Action Plan (NBSAP) under the Convention on Biological Diversity (CBD).

- i** Contributing toward the implementation of paragraphs 33, 35, 55, 56, 63(d), and 64 of Decision 1/CMA.5.

**Relevant resources:**

- [Building Resilience With Nature: Maximizing Ecosystem-Based Adaptation Through National Adaptation Plan Processes \(Guidance Note\)](#)
- [Climate Risk Assessment for Ecosystem-based Adaptation](#)
- [Promoting Synergies Between Climate Change Adaptation and Biodiversity Through the National Adaptation Plan and National Biodiversity Strategy and Action Plan Processes: Supplement to the UNFCCC Technical Guidelines for the NAP Process](#)

## Sources

- Decision 1/CMA.5 (UNFCCC, 2023a): Paragraphs 9, 33, 35, 48–50, 55, 56, 61, 63 and 64(a)
- Synthesis report of the technical dialogue (UNFCCC, 2023e): Paragraphs 151, 152, and 157–161
- Summary reports of the first meetings of the technical dialogue (UNFCCC, 2022): Paragraphs 112, 118, 125, 146, 174(d), 228, 291(e), and 295(c)–(d)
- Summary reports of the second meetings of the technical dialogue (UNFCCC, 2023c): Paragraphs 62(a), 67, 71, 199, 205, 208, 214(a), 218, 225, 227, 324(e), and 352–356
- Summary reports of the third meetings of the technical dialogue (UNFCCC, 2023d): Paragraphs 89, 91, 93, 98, and 173

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## Key Message 3

### Designing gender-responsive and inclusive adaptation through participatory processes helps to ensure equitable outcomes.

Vulnerability to climate change impacts is linked to social, economic, and political inequalities. Segments of the population are particularly vulnerable owing to socio-economic status, livelihood, gender, age, minority status, marginalization, displacement, or disability, as well as the ecosystems that they depend on. Adaptation efforts that ignore these factors are likely to be ineffective, or at worst, risk reinforcing or exacerbating existing vulnerabilities, leading to maladaptation and further marginalization (IPCC, 2022b).

During the technical dialogues, country representatives and practitioners emphasized that gender-responsive, rights-based, and inclusive approaches could lead to more effective adaptation processes and sustainable outcomes. They also ensure that adaptation benefits are shared equitably across all genders and social groups (see Box 3 for a list of definitions for key terms related to gender equality and social inclusion). Some experts also stressed the importance of having gender considerations inform the iterative adaptation cycle, including gender-disaggregated assessment of risks within IVRAs, gender-specific adaptation priorities, and the collection of gender-disaggregated data for national MEL systems. Meaningful participation of diverse actors further enhances the relevance, ownership, and effectiveness of adaptation actions.

### Box 3. Glossary of key terms related to gender equality and social inclusion

**Gender** refers to “the socially constructed roles, behaviours, expressions, and identities of girls, women, boys, men, and gender diverse people. It influences how people perceive themselves and each other, how they act and interact, and the distribution of power and resources in society” (Canadian Institutes of Health Research, 2020).

**Social inclusion** is “an active, intentional, and continuous process to address inequities in power and privilege” (University of British Columbia, n.d.) in order to improve the terms of participation in society for people who are disadvantaged (Department of Economic & Social Affairs, 2016, p. 20).

**Gender-responsive approaches** are ways of working that examine and actively address gender norms, roles, and inequalities (World Health Organization, 2009) to move toward gender equality. They are grounded in gender analysis, which helps us to understand gender differences in decision-making power, access to and control over resources and services, and the realization of rights, among other issues.

**Inclusive approaches** are ways of working that examine and actively address discrimination to move toward equitable access to resources and opportunities, increased voice in decision making, and the realization of rights for people who are disadvantaged (Department of Economic & Social Affairs, 2016). They complement gender-responsive approaches by applying additional lenses to understand who may be excluded and why, focusing on the structures of inequity that affect people’s lives. Inclusive approaches aim to address discriminatory systems, structures, and norms. Equitable participation of people who are typically underrepresented in decision making is a key foundation for inclusive approaches.

The first global stocktake and the UAE FGCR set a 2030 target for all countries to establish “country-driven, gender-responsive, participatory, and fully transparent national adaptation plans, policy instruments, and planning processes and/or strategies” (UNFCCC, 2023a, para. 64.b). Decision 1/CMA.5 further encouraged countries to “implement climate policy and action that is gender-responsive, fully respects human rights, and empowers youth and children” (UNFCCC, 2023a, para. 178).

#### Relevance for the NAP Process

Countries should pursue a gender-responsive NAP process, integrating gender considerations throughout the iterative adaptation cycle.

 **Contributing toward the implementation of paragraphs 55, 64(b), 122, 161, and 178 of Decision 1/CMA.5.**

 **Relevant resources:**

- [\*Toolkit for a Gender-Responsive Process to Formulate and Implement National Adaptation Plans \(NAPs\): Supplement to the UNFCCC Technical Guidelines for the NAP Process\*](#)

- [\*Advancing Gender-Responsive National Adaptation Plan \(NAP\) Processes: State of Play and Promising Examples\*](#)
- [\*Mobilizing Knowledge on Gender, Equity, and Justice in Climate Change Adaptation: Key Gender and Equity Findings From the 6th Assessment Report of the IPCC Working Group II on Impacts, Adaptation, and Vulnerability\*](#)

Countries should seek to build inclusive governance and coordination mechanisms that enable the meaningful participation of diverse actors and knowledge types—including Indigenous and Traditional Knowledge—in adaptation decision making. The NAP Global Network notes that “people have a right to participate in the decisions that affect their lives, and the nature of climate change adaptation—as an ongoing process of learning and adjustment to manage risks—requires approaches that foster people’s agency and enhance planning capacities” (Dazé, 2020).

**i** **Contributing toward the implementation of paragraphs 9, 55, 61, 64(b), 122, 161, and 178 of Decision 1/CMA.5.**

**Relevant resources:**

- [\*An Introduction to Integrating African Indigenous & Traditional Knowledge in National Adaptation Plans, Programmes of Action, Platforms and Policies\*](#)
- [\*Public Engagement on Climate Change Adaptation: A Briefing for Developing Country National Adaptation Plan Teams\*](#)

## **Sources**

- Decision 1/CMA.5 (UNFCCC, 2023a): Paragraphs 9, 55, 61, 64, 122, 158, 161, 162, and 178
- Synthesis report of the technical dialogue (UNFCCC, 2023e): Paragraphs 4, 62, 84, 91, 144(b), 148, 160, 161, and 213
- Summary reports of the first meetings of the technical dialogue (UNFCCC, 2022): Paragraphs 38, 125, 141, 154, 171, 228, and 290(g)
- Summary reports of the second meetings of the technical dialogue (UNFCCC, 2023c): Paragraphs 72, 73, 190, 195, 205, 221, 225, 286(b), 324(a), 324(c), 362(c), and 524
- Summary reports of the third meetings of the technical dialogue (UNFCCC, 2023d): Paragraphs 91, 106, 164, 171, and 173



## Key Message 4

### Mainstreaming adaptation and strengthening coherence across policy sectors and levels of governance lead to more resilient communities and economies.

Mainstreaming adaptation means putting adaptation at the heart of policy-making. It entails integrating climate risks and adaptation considerations in decision making across policy sectors, levels of government, budgeting, and throughout.

A central message on adaptation from the first global stocktake is that “governments need to support systems transformations that mainstream climate resilience,” and it is the “responsibility of all governments at all levels (UNFCCC, 2023e, paras. 3, 140). Mainstreaming climate adaptation into all sectors and levels of decision making leads to more resilient communities, livelihoods, and economies. It provides a more efficient use of often limited financial and human resources. The technical dialogues also saw participants share a set of key enabling factors that underpin countries’ efforts to mainstream adaptation (Beauchamp & Qi, 2023):

- **High-level political buy-in and support:** Adaptation can only be mainstreamed and prioritized when high-level political buy-in is available.
- **Synergistic institutional arrangements for mainstreaming and policy coherence:** Overcoming the often fragmented, segmented, and siloed approaches to adaptation is key to mainstreaming adaptation and building resilience across sectors. By strengthening coordination across ministries, departments, and agencies, as well as across national and sub-national governments, countries can avoid duplication and achieve greater efficiency and effectiveness in adaptation (Luna Rodríguez et al., 2023) (see Box 4).
- **Multilevel governance:** Recognizing that coordination among various levels of governance (local, sub-national, national, regional, and global) and the contributing roles of different actors (governments, civil society, and businesses) are needed for addressing the differential impacts of climate change and the various levels and contexts. In other words, whole-of-government and whole-of-society collaboration is required for effective adaptation (Luna Rodríguez, in press).

#### Box 4. Vertical integration

In the context of the iterative adaptation cycle, **vertical integration** is the process of creating intentional and strategic linkages between national and sub-national levels in climate change adaptation planning, implementation, and MEL (Dazé et al., 2016). As one of the main objectives of the NAP process, vertical integration is essential for the effective and inclusive implementation of NAPs (UNFCCC, 2011). It represents an ongoing effort to make sure local realities and priorities are reflected in national adaptation policies, strategies, and planning processes, and that they enable sub-national-level adaptation actions (Luna Rodríguez et al., 2023).

**Learn more about vertical integration in the NAP process:** <https://napglobalnetwork.org/resource/progress-on-vertical-integration-in-nap-processes/>

Although nearly all countries have started adaptation planning and are making progress in mainstreaming climate risks into decision making, efforts remain fragmented, incremental, and uneven across sectors and regions (UNFCCC, 2023e, para. 32). Participants of the technical dialogues warned that siloed, project-based approaches hinder coherent action and fall short given the scale of climate impacts (UNFCCC, 2023c, para. 366.e). Bridging this gap requires durable, long-term, and systemic reforms that embed climate risk considerations into all facets of planning, decision making, and implementation (UNFCCC, 2023e, para. 32).

#### Relevance for the NAP Process

Countries should strengthen multilevel institutional arrangements and coordination mechanisms and ensure adaptation mainstreaming at different governance levels and policy sectors through the NAP process. National governments should also empower sub-national governments' adaptation efforts and provide the necessary technical, human, and financial resources to strengthen resilience and reduce vulnerabilities. They should also integrate climate risks and adaptation considerations into sectors' development planning, enabling climate-resilient development and overcoming fragmented, incremental, sector-specific adaptation gaps.

 **Contributing toward the implementation of paragraphs 55, 64(b), 96, 157, 158, and 162 of Decision 1/CMA.5.**

 **Relevant resources:**

- [\*What Is Vertical Integration in the NAP Process?\*](#)
- [\*Vertical Integration in NAP Processes: A Guidance Note for Linking National and Sub-National Adaptation\*](#)
- [\*Progress on Vertical Integration in NAP Processes: Analysis Of Strategic Linkages Between National and Sub-National Levels\*](#)
- [\*Sector Integration in the NAP Process\*](#)
- [\*High-Level Political Support & Sectoral Integration in NAP Processes\*](#)

As countries have the option to include an adaptation component in their NDCs, countries with a NAP process should seek to align their NAP process with their NDC development and update process.

**i** **Contributing toward the implementation of paragraphs 51, 53, 55, 57, 167, 169, and 171 of Decision 1/CMA.5.**

**Relevant resources:**

- [\*Advancing Adaptation Action: Enhancing Alignment Between National Adaptation Plans and Nationally Determined Contributions\*](#)
- [\*Effectively Delivering on Climate and Nature: NDCs, NAPs and NBSAPs Synergies – A Checklist for National Policymakers\*](#)

## **Sources**

- Decision 1/CMA.5 (UNFCCC, 2023a): Paragraphs 51, 53, 55, 57, 64, 96, 157, 158, 162, 167, 169, and 171
- Synthesis report of the technical dialogue (UNFCCC, 2023e): Paragraphs 3, 30, 32, 33, 38, 82, 140, 144(b)–(c), 145–147, 154, 156, 160, and 170
- Summary reports of the first meetings of the technical dialogue (UNFCCC, 2022): Paragraphs 27, 29, 120, 122, 142, 143, 154, 174(a), 228, 288, 290(a)–(c), and 291(c)
- Summary reports of the second meetings of the technical dialogue (UNFCCC, 2023c): Paragraphs 59, 62(b), 63, 70, 170–179, 202, 213, 214, 215, 217, 292(b), 298, and 351
- Summary reports of the third meetings of the technical dialogue (UNFCCC, 2023d): Paragraphs 92, 96(e), 163, 141, and 158

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## **Key Message 5**

**Strengthening MEL for adaptation is essential throughout the iterative adaptation cycle.**

Decision 1/CMA.5 noted that “monitoring and evaluation of outcomes is critical for tracking the progress and improving the quality and awareness of adaptation action” (UNFCCC, 2023a, para. 48), and the UAE FGCR set a 2030 target on MEL for adaptation (see UAE FGCR Target 10(d) sidebar).

A MEL system is one of the key components of the NAP process and a crucial part of the iterative adaptation cycle. While portrayed as the last phase of the iterative adaptation cycle, a successful MEL system requires an ongoing set of activities from the beginning of NAP processes. MEL systems offer “a structured approach to monitor progress, evaluate results, and foster learning to ensure adaptation strategies are effective achieving their intended outcomes” (Beauchamp et al., 2024, p. 2). These systems are essential for tracking progress toward the GGA and the targets established by the UAE FGCR, as well as for adjusting policies in response to evolving risks, new knowledge, and lessons learned. It is also essential for countries’ reporting to the enhanced transparency framework.

**UAE FGCR TARGET 10(d). MEL**  
“By 2030 all Parties have designed, established and operationalized a system for monitoring, evaluation and learning for their national adaptation efforts and have built the required institutional capacity to fully implement the system” (UNFCCC, 2023b para. 10.d).

The technical dialogues found that while more countries have MEL systems or MEL considerations in place for adaptation planning and implementation, developing countries require additional and dedicated financial and capacity support to continue strengthening and to sustain their MEL systems (UNFCCC, 2023e, paras. 147, 192). A functioning MEL system is needed to understand the effectiveness of adaptation actions and determine whether investments have effectively reduced vulnerability and increased resilience. Integrating gender equality and social inclusion considerations into MEL systems is critical to capture equity in measuring the impacts of adaptation efforts. MEL systems also contribute to generating key evidence for attracting adaptation finance. Building institutional capacity for MEL is, thus, critical to ensuring accountability, transparency, continuous improvement, and resource mobilization.

### **Relevance for the NAP Process**

Countries should design, establish, and operationalize a MEL system for national adaptation as part of their NAP process. MEL systems are not built in one go, and each country should design its MEL system in accordance with its governance structures, geographies, and social, economic, and cultural structures, keeping in mind available resources and capacities. For countries embarking on the effort to design a MEL system for their NAP process, simplicity and pragmatism will be key for the MEL system to be continuously improved over time and ultimately be effective in generating insights into the adequacy and effectiveness of adaptation efforts. When developing their MEL systems, countries should ensure that gender equality and social inclusion considerations are reflected in key elements. This includes indicators related to gender-specific issues and using disaggregated data (by gender, age, ability, etc.) for targets and indicators wherever relevant, undertaking gender and social analysis, and using participatory approaches and qualitative methods to capture differentiated outcomes for different groups.

**i Contributing toward the implementation of paragraphs 48, 54, and 64(d) of Decision 1/CMA.5.**

**Relevant resources:**

- [\*Toolkit for Monitoring, Evaluation, and Learning for National Adaptation Plan Processes\*](#)
- [\*Online Course on Monitoring, Evaluation, and Learning for National Adaptation Plan Processes\*](#)
- [\*Integrating Learning into the National Adaptation Plan Process\*](#)

With the adoption of the UAE FGCR and the ongoing work to develop the associated indicators for the targets, countries should take stock of their progress against the four dimensional targets (aligned with the iterative adaptation cycle) and assess the status of their adaptation progress through progress reporting. Countries should see the UAE FGCR as complementary to their existing MEL system for adaptation; aligning the national and sub-national MEL systems with the global framework helps countries inform future global stocktakes.

**i Contributing toward the implementation of paragraphs 62 and 64 of Decision 1/CMA.5.**

**Relevant resources:**

- [\*What Is the UAE FGCR, and How Can Countries Move It Forward?\*](#)
- [\*Reporting on Progress in National Adaptation Plan Processes\*](#)

**Sources**

- Decision 1/CMA.5 (UNFCCC, 2023a): Paragraphs 48, 54, 62, and 64
- Synthesis report of the technical dialogue (UNFCCC, 2023e): Paragraphs 33, 34, 51, 144(d)–(e), and 147
- Summary reports of the first meetings of the technical dialogue (UNFCCC, 2022): Paragraphs 30, 128, 140, 160, 228, 290(e), and 398
- Summary reports of the second meetings of the technical dialogue (UNFCCC, 2023c): Paragraphs 62(d), 197, 199, 201, 205, 210, 216, 225, 286(b), and 362(g)
- Summary reports of the third meetings of the technical dialogue (UNFCCC, 2023d): Paragraphs 13, 93, and 193



## Key Message 6

### When capacities and contexts allow, pursuing transformational adaptation may support the development of climate-resilient systems.

Decision 1/CMA.5 called on countries to plan and implement “urgent, incremental, transformational and country-driven adaptation action” (UNFCCC, 2023a, para. 51). The IPCC (2022a) defines transformational adaptation as adaptation that “changes the fundamental attributes of a social-ecological system in anticipation of climate change and its impacts” (p. 2899). Transformational adaptation could lead to deep and long-term societal changes and new strategies in a region or resource system. They could be adopted at a large scale, transforming places and shifting worldviews and values that influence sustainable development.

However, during the technical dialogues, country representatives and experts cautioned that transformational adaptation is both hard to implement and difficult to define, contextualize, and measure. There is currently no multilaterally agreed-upon definition or understanding of transformational adaptation in the context of the UNFCCC; however, further definitions have been discussed since 2023 (UNFCCC, 2025). Both incremental and transformational adaptation are necessary to address climate risks.

Transformational adaptation also requires enabling environments to put it into practice, including high-level political commitment, inclusive governance, long-term policy support, and innovation. Aligning adaptation objectives with broader strategic and policy priorities, building capacity, and fostering experiential and niche learning at all levels and across different sectors will be critical for pursuing transformational adaptation.

#### Relevance for the NAP Process

The concept of transformational adaptation is complex and evolving, especially in the context of the UNFCCC. Countries are encouraged to incorporate transformational thinking and transformational adaptation in their NAP processes, considering what transformation means according to their national circumstances, contexts, and the impacts, vulnerabilities, and risks they face.

 **Contributing toward the implementation of paragraphs 51 and 61 of Decision 1/CMA.5.**

 **Relevant resources:**

- [\*Defining and Understanding Transformational Adaptation at Different Spatial Scales and Sectors, and Assessing Progress in Planning and Implementing Transformational Adaptation Approaches at the Global Level \(Technical paper by the UNFCCC Secretariat\)\*](#)

## Sources

- Decision 1/CMA.5 (UNFCCC, 2023a): Paragraphs 51 and 61
- Synthesis report of the technical dialogue (UNFCCC, 2023e): Paragraphs 151–153, 160, 162, 193, and 214
- Summary reports of the first meetings of the technical dialogue (UNFCCC, 2022): Paragraphs 152(b), 157, 191(a), 291(a), and 399
- Summary reports of the second meetings of the technical dialogue (UNFCCC, 2023c): Paragraphs 218 and 523
- Summary reports of the third meetings of the technical dialogue (UNFCCC, 2023d): Paragraphs 91, 92, and 97

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## Key Message 7

**Nature-based solutions and ecosystem resilience are central to achieving the GGA.**

Nature-based solutions (NbS) are “actions to protect, conserve, restore, sustainably use and manage” natural or modified ecosystems to address “social, economic and environmental challenges effectively and adaptively, while simultaneously providing human well-being, ecosystem services, resilience and biodiversity benefits” (United Nations Environment Assembly [UNEA], 2022, p. 2). A subset of NbS that focuses on using “biodiversity and ecosystem services as part of an overall adaptation strategy to help people adapt to the adverse effects of climate change” is called ecosystem-based adaptation (EbA) (CBD, 2009, p. 6).

Decision 1/CMA.5 emphasizes the importance of conserving, protecting, and restoring nature and ecosystems to achieve the long-term goals of the Paris Agreement and encourages countries to implement integrated, multi-sectoral solutions, including nature-based solutions and ecosystem-based approaches (UNFCCC, 2023a, paras. 33, 55). The UAE FGCR also set a 2030 target on ecosystems and biodiversity (see UAE FGCR Target 9(d) sidebar).

### **UAE FGCR TARGET 9(d).**

Ecosystems and biodiversity  
“By 2030, Reducing climate impacts on ecosystems and biodiversity, and accelerating the use of ecosystem-based adaptation and nature-based solutions, including through their management, enhancement, restoration and conservation and the protection of terrestrial, inland water, mountain, marine and coastal ecosystems” (UNFCCC, 2023b, para. 9.d).

The IPCC *Sixth Assessment Report* concluded with high confidence that “ecosystem-based adaptation can deliver climate change adaptation for people, with multiple additional benefits including those for biodiversity” (IPCC, 2022b, p. 203). Participants of the technical dialogues highlighted that more and more countries are incorporating NbS into their mitigation and adaptation efforts, as they “reduce costs, increase resilience, and deliver multiple outcomes” (UNFCCC, 2023c, para. 448). However, country representatives and experts also noted that strong environmental and social safeguards are needed when planning and implementing NbS and EbA, including through the use of human rights-based approaches and ensuring ecosystem integrity.

## Relevance for the NAP Process

Countries should emphasize the links between biodiversity and climate change, as well as the role of ecosystems in reducing vulnerability and strengthening resilience. Countries should use the NAP process to advance the protection of biodiversity with climate adaptation goals and seek to integrate NbS and EbA interventions into their NAPs. During the design and implementation of NbS and EbA measures, countries should pay close attention to the available guidance and safeguards on NbS and EbA and make use of gender-responsive, participatory, and inclusive approaches that fully respect the rights of local communities and Indigenous Peoples, as well as ensuring ecological integrity.

 **Contributing toward the implementation of paragraphs 33, 35, 55, 56, 61, and 63(d) of Decision 1/CMA.5.**

### Relevant resources:

- [\*Building Resilience With Nature: Maximizing Ecosystem-Based Adaptation Through National Adaptation Plan Processes\*](#)
- [\*Comparative Analysis of the Existing Criteria, Principles, and Safeguards for the Implementation of Nature-Based Solutions\*](#)
- [\*Integrated Cost-Benefit Analysis for Nature-Based Solutions: A Handbook for Using the Sustainable Asset Valuation Methodology\*](#)

Countries’ NAP teams should enhance coordination and collaboration with their biodiversity counterparts, as well as teams responsible for mitigation, to build closer synergies between NAPs, NDCs, and NBSAPs to advance the planning and implementation of NbS and EbA that contribute to mitigation, adaptation, and biodiversity objectives, including the goals and targets under the Kunming–Montreal Global Biodiversity Framework under the CBD.

**i** Contributing toward the implementation of paragraphs 33, 51, 53, 55, 63(d) of Decision 1/CMA.5.

**Relevant resources:**

- [\*Promoting Synergies Between Climate Change Adaptation and Biodiversity Through the National Adaptation Plan and National Biodiversity Strategy and Action Plan Processes: Supplement to the UNFCCC Technical Guidelines for the NAP Process\*](#)
- [\*Effectively Delivering on Climate and Nature: NDCs, NAPs and NBSAPs Synergies – A Checklist for National Policymakers\*](#)

## **Sources**

- Decision 1/CMA.5 (UNFCCC, 2023a): Paragraphs 33, 35, 51, 53, 55, 56, 61, and 63
- Synthesis report of the technical dialogue (UNFCCC, 2023e): Paragraphs 139, 145, 148, 156, and 166
- Summary reports of the first meetings of the technical dialogue (UNFCCC, 2022): Paragraphs 118–120, 143, 149, 173, and 293–298
- Summary reports of the second meetings of the technical dialogue (UNFCCC, 2023c): Paragraphs 70, 216, 217(a), 223, and 362(d)
- Summary reports of the third meetings of the technical dialogue (UNFCCC, 2023d): Paragraphs 92 and 104

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## **Key Message 8**

**Bridging the adaptation finance gap requires the provision and mobilization of sufficient finance from all sources, recognizing common but differentiated responsibilities.**

Means of implementation, including finance, capacity building, and technology transfer, are critical enablers of climate action. Country representatives, experts, and civil society organizations warned during the technical dialogues that the current levels of support for adaptation are insufficient, and the adaptation finance gap continues to widen, particularly for developing countries. While international adaptation finance grew modestly from USD 22 billion to USD 27.5 billion from 2021 to 2022, this remains far below the estimated annual adaptation finance need of USD 215 billion to USD 87 billion for developing countries (UNFCCC, 2023a, para. 68; Butera et al., 2024).

The outcomes of the first global stocktake stressed the urgent need to significantly scale up the availability and accuracy of public and private finance for adaptation. It noted that “scaling up new and additional grant-based, highly concessional finance and non-debt instruments remains critical to supporting developing countries” and recognized the role of the private sector and the need to establish enabling conditions to reach the scale of investments required (UNFCCC, 2023a, paras. 69–70). In line with Article 9 of the Paris Agreement, Decision 1/CMA.5 reiterated that developed countries should take the lead in mobilizing climate finance from a variety of sources, instruments, and channels to support developing countries, recognizing the principle of common but differentiated responsibilities.

At the COP 29 in 2024, countries agreed to a new collective quantified goal on climate finance that will support the implementation of countries’ NDCs, NAPs, and AdComs. The decision called on all actors to work together in order to scale up climate finance to developing countries from all sources to at least USD 1.3 trillion per year by 2035 and set a goal of mobilizing at least USD 300 billion per year by 2035, with developed countries taking the lead (UNFCCC, 2024a).

### Relevance for the NAP Process

The NAP process has the potential to help countries create the enabling conditions for designing and implementing structured approaches to mobilizing adaptation finance and accelerating the implementation of countries’ adaptation priorities (Hernández et al., 2025). It could also help strengthen the conditions a country needs to increase domestic resources for adaptation investments. Countries should develop a tailored approach for mobilizing adaptation finance to diversify funding sources for adaptation, map the fiscal space for adaptation, select appropriate financial instruments, and identify effective strategies to increase domestic resources for adaptation and attract private sector investments. Countries should also make NAP documents more investment oriented, with prioritization and appraisal of adaptation investments, as well as strengthen the costing of adaptation options. Having a NAP financing strategy and/or an adaptation investment plan will help countries adopt a more structured approach to adaptation finance.

#### **Contributing toward the implementation of paragraphs 70, 86, 90, 94, and 162 of Decision 1/CMA.5.**

#### **Relevant resources:**

- *Finance for NAP Processes: What Can We Learn From Countries’ NAPs?* (forthcoming)
- [\*Climate Change Adaptation Investment Plans: Frequently Asked Questions\*](#)
- [\*Financing NAP Processes: Contributing to the Achievement of NDC Adaptation Goals\*](#)
- [\*Toward a Coherent, Transformative Approach to Financing Sustainable Development, Climate, and Nature\*](#)

International and domestic public finance may not be sufficient to fill the widening adaptation finance gap. The private sector plays an important role in the overall mobilization of climate finance, as well as the implementation of adaptation options. Private sector engagement is, thus, an important part of the NAP process for both effective stakeholder participation and adaptation financing (Crawford et al., 2020). While it is important to emphasize developed countries' obligations under Article 9 of the Paris Agreement on the provision of public finance for climate action, adaptation finance needs to come from all sources, including innovative sources of finance, in order to bridge the means of implementation gap. Engaging the private sector from the outset of the NAP process is crucial for ensuring its effective involvement in mobilizing finance while also tailoring the approach by identifying the specific private sector actors (e.g., micro, small, and medium-sized enterprises; large corporations; financial institutions; etc.), understanding their barriers to engagement, and designing targeted strategies to unlock their investment in adaptation priorities.

**i Contributing toward the implementation of paragraph 70 of Decision 1/CMA.5.**

**Relevant resources:**

- [\*Toolkit for Engaging the Private Sector in NAP Process: Supplement to the UNFCCC Technical Guidelines for the NAP Process\*](#)
- [\*Inventory of Innovative Financial Instruments for Climate Change Adaptation\*](#)

**Sources**

- Decision 1/CMA.5 (UNFCCC, 2023a): Paragraphs 8, 69, 70–74, 77, 81, 86, 90, 94, and 162
- Synthesis report of the technical dialogue (UNFCCC, 2023e): Paragraphs 167–175
- Summary reports of the first meetings of the technical dialogue (UNFCCC, 2022): Paragraphs 31, 34, 148, 154, 156–158, 169, 170, 174(b), 174(c), 225, 227–229, 299, 305, and 311(b)–(d)
- Summary reports of the second meetings of the technical dialogue (UNFCCC, 2023c): Paragraphs 69, 76–80, 83–89, 214(d), 222–224, 229–240, and 367(f)
- Summary reports of the third meetings of the technical dialogue (UNFCCC, 2023d): Paragraphs 88, 92, 113–119, 123, and 164



# 4

## What It Means, in Practice, for the NAP Process

The first global stocktake pointed out that the world has a narrow window of opportunity to get back on track for a livable future. Decision 1/CMA.5, paragraph 178, encourages countries to “take into account the good practices and opportunities identified during the technical dialogue of the first global stocktake in enhancing their actions and support” (UNFCCC, 2023a, para. 178). This section outlines what the global stocktake outcomes mean in practice for countries’ NAP processes and how countries at different stages of their NAP process could respond to the mandates and recommendations from the first global stocktake, report their implementation of the global stocktake outcomes, and prepare for the second global stocktake.

### 4.1 Implementing the Global Stocktake Outcomes Through the NAP Process

Whether countries are currently developing their first NAP documents, undergoing their NAP implementation, or seeking to update their NAP documents, they may reflect on the global-level assessment of progress; validate their current plans and implementation trajectories; integrate the recommendations, good practices, and opportunities identified by the outcomes of the first global stocktake into their prospective NAP documents; and align their NAP process with the UAE FGCR, with a view of contributing to achieving the GGA. Table 1 provides different recommended actions for policy-makers and stakeholders involved in the NAP process, based on the status of their NAP document.

**Table 1. Recommended actions for implementing the global stocktake outcomes through the NAP process**

Status of countries’ NAP documents	Implement the global stocktake outcomes through the NAP process
Countries developing their first NAP document	<ul style="list-style-type: none"><li>• Incorporate the relevant good practices and recommendations in the NAP process and take note of the key risks, priority sectors, and equity-deserving groups that should be addressed through the NAP process.</li></ul>

## Status of countries' NAP documents

## Implement the global stocktake outcomes through the NAP process

- Incorporate in the NAP document sections that outline how the NAP process has sought to implement the global stocktake outcomes (see Table 2 for details).
- Consider improving policy coherence with other key climate and biodiversity policy instruments, including the NDC and NBSAP.
- Leverage the global stocktake outcomes to advocate for support for the NAP process, including finance, capacity building, and technological transfer, for NAP implementation.
- Be intentional in setting up or strengthening national MEL systems for adaptation that will contribute to the generation of evidence, insights, and lessons learned for the iterative adaptation cycle, as well as for contributing to subsequent global stocktakes.

### Countries implementing their NAP

- Conduct a mid-term evaluation or progress report of NAP implementation, assessing whether and how current actions align with the global stocktake outcomes and adjust as necessary.
- Use UNFCCC communication and reporting instruments to share existing evidence on the progress of the NAP process during its implementation. This can include what experiences, best practices, and lessons learned could be drawn from NAP implementation to contribute to the subsequent global stocktake's technical assessment.
- Leverage the global stocktake outcomes to advocate for support on means of implementation, including finance, capacity building, and technological transfer, for NAP implementation.

### Countries updating or planning to update their NAP document

- Conduct an evaluation or progress report of NAP implementation, assessing whether and how current actions align with the global stocktake outcomes and inform the update of the NAP process (or document).
- Incorporate in the NAP document sections that outline how it has contributed to implementing relevant global stocktake outcomes (see Table 2 for details).

Status of countries' NAP documents	Implement the global stocktake outcomes through the NAP process
Countries updating or planning to update their NAP document	<ul style="list-style-type: none"> <li>Partially frame the NAP update in light of the global stocktake outcomes, demonstrating alignment between the NAP update process and the UAE FGCR. Consider incorporating the relevant targets and indicators (once available), as applicable, in the MEL system.</li> <li>Consider improving policy coherence with other key climate and biodiversity policy instruments, including the NDC and NBSAP.</li> <li>Leverage the global stocktake outcomes to advocate for support on means of implementation, including finance, capacity building, and technological transfer, for NAP implementation.</li> </ul>

*Source: Authors.*

## 4.2 Reporting on the Implementation of the Global Stocktake Outcomes

Countries may wish to report on how they are implementing the global stocktake outcomes through their national- and sub-national-level policy instruments. Reporting to the international community on global stocktake uptake demonstrates countries' commitments to the Paris Agreement, the multilateral climate regime, and their efforts to implement mandates from the CMA in order to reach the long-term goals of the Paris Agreement. Incorporating global stocktake considerations in different policy instruments may also facilitate access to means of implementation and support, as multilateral funding mechanisms and funders seek to support the implementation of the global stocktake outcomes.

Table 2 summarizes how adaptation policy-makers and negotiators may wish to utilize the different policy instruments under the UNFCCC and its Paris Agreement to report on their countries' implementation of the global stocktake outcomes.

**Table 2. Guidance on reporting the implementation of the global stocktake outcomes**

Instrument	Guidance on reporting
Reporting through NAPs	<p>Countries may include information relevant to the uptake and implementation of global stocktake outcomes in sections related to context-setting, adaptation prioritization, MEL, or priority sectors. Consider the guiding question: How did the outcomes of the global stocktake inform the development of this section or the overall NAP process?</p> <p>Countries seeking to develop a progress report on their NAP implementation may consider adding a dedicated section or box outlining how their NAP implementations are aligned with the outcomes of the global stocktake and any adjustments that may be needed in light of the global stocktake findings and recommendations.</p> <p><b>Learn more about progress reporting in the NAP process:</b>  <a href="https://napglobalnetwork.org/resource/reporting-on-progress-in-nap-processes/">https://napglobalnetwork.org/resource/reporting-on-progress-in-nap-processes/</a></p>
Reporting through NDCs	<p>Decision 4/CMA.1, Annex I, paragraph 4(c) notes that countries “shall provide information on how the preparation of their nationally determined contributions has been informed by the outcomes of the global stocktake” as part of the information necessary for clarity, transparency, and understanding (UNFCCC, 2018a). Countries could provide information on how they leveraged their NAP processes to implement the adaptation outcomes of the global stocktake.</p> <p><b>Learn more about NAP-NAP alignment:</b> <a href="https://napglobalnetwork.org/resource/advancing-adaptation-action-enhancing-alignment-naps-ndcs/">https://napglobalnetwork.org/resource/advancing-adaptation-action-enhancing-alignment-naps-ndcs/</a></p>
Reporting through AdComs	<p>Decision 9/CMA.1 noted that countries’ AdComs are a source of input for the global stocktake’s technical assessment phase. It also invited countries that choose to submit an AdCom to do so in time to inform each global stocktake (UNFCCC, 2018c, para. 6). Countries that plan to submit their AdCom as a stand-alone document may include information relevant to how the adaptation outcomes of the global stocktake are being implemented in sections related to “implementation of adaptation actions and plans” or in the “any other information related to adaptation” section, as outlined in the elements of an AdCom annex (UNFCCC, 2018c, annex).</p> <p><b>Learn more about leveraging the NAP process for AdComs:</b>  <a href="https://napglobalnetwork.org/resource/leveraging-naps-for-adcoms/">https://napglobalnetwork.org/resource/leveraging-naps-for-adcoms/</a></p>

Instrument	Guidance on reporting
Reporting through BTRs	<p>The BTRs are a source of input for the global stocktake’s technical assessment phase. Countries that plan to include an adaptation chapter in their BTRs may include information relevant to how the adaptation outcomes of the global stocktake are being implemented in Sections C (adaptation priorities and barriers), D (adaptation strategies, policies, plans, goals, and actions to integrate adaptation into national policies and strategies) or I (any other information related to climate change impacts and adaptation) of the adaptation chapter. They may also include this information in Chapter IX (any other information the party considers relevant) of their BTR.</p> <p><b>Learn more about the adaptation chapter of the BTR:</b>  <a href="https://napglobalnetwork.org/resource/faq-adaptation-in-biennial-transparency-reports/">https://napglobalnetwork.org/resource/faq-adaptation-in-biennial-transparency-reports/</a></p>
The annual global stocktake dialogue	<p>An annual global stocktake dialogue will be organized for countries to share knowledge and good practices on implementing the outcomes of the global stocktake. Countries that include adaptation information in their NDCs may wish to provide interventions during the annual dialogue on how they are implementing the adaptation outcomes of the global stocktake, as well as the other mandates from the global stocktake decision.</p> <p><b>Learn more about the annual global stocktake dialogues:</b>  <a href="https://unfccc.int/topics/global-stocktake/about-the-global-stocktake/follow-up-to-the-first-global-stocktake#Follow-up-events-to-GST-1">https://unfccc.int/topics/global-stocktake/about-the-global-stocktake/follow-up-to-the-first-global-stocktake#Follow-up-events-to-GST-1</a></p>
The UAE Dialogue on Implementing the Global Stocktake Outcomes	<p>Decision 1/CMA.5, paragraph 97, established the UAE Dialogue on Implementing the Global Stocktake Outcomes (UNFCCC, 2023a). As of the publication of this report, countries are negotiating the modalities for operationalizing this dialogue.</p>

Source: Authors.

## 4.3 Contributing to the Second Global Stocktake

The global stocktake is an iterative process. The second global stocktake will be initiated at COP 31/CMA 8 in 2026 and conclude at COP 33/CMA 10 in 2028—2 years before the deadline for countries to submit their 2030 NDCs.

Decision 19/CMA.1, paragraph 37(i), invited countries and relevant stakeholders to submit submissions to the technical assessment phase of the global stocktake (UNFCCC, 2018b). Countries at different stages of the NAP process are encouraged to submit their experiences, reflections, best practices, and lessons learned, as well as support needed and received, to the second global stocktake.

Contributing to the second global stocktake ensures that developing countries' views and priorities are captured by the collective assessment process and

- allows the recognition of adaptation efforts and progress of developing countries,
- enables experience and knowledge exchange and international cooperation,
- highlights gaps and barriers, as well as the means to implement needs, and
- elevates the status and profile of adaptation and ensures the meaningful and equitable participation of developing countries within the global stocktake process.



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