



ANALYSIS REPORT

Assessing Adaptation of First Biennial Transparency Reports

Taking stock of progress
on adaptation



NAP
Global
Network

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Written by Hillary Rosentreter
and Emilie Beauchamp

Authors

Hillary Rosentreter and Emilie Beauchamp

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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. The Secretariat is hosted by the International Institute for Sustainable Development (IISD). For more information, visit www.napglobalnetwork.org.

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Contact Information

NAP Global Network Secretariat

c/o International Institute for Sustainable Development (IISD)

111 Lombard Avenue, Suite 325

Winnipeg, Manitoba, Canada R3B 0T4

Phone: +1 (204) 958-7700

Email: info@napglobalnetwork.org

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Assessing Adaptation of First Biennial Transparency Reports

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Executive Summary

Reporting and transparency, especially on adaptation, are foundational elements of global sustainable development frameworks such as the Paris Agreement under the United Nations Framework Convention on Climate Change. The information reported fosters accountability and trust between parties, tracks progress, and informs decision making and planning.

This report examines information related to progress on adaptation and measurement and evaluation systems across 10 selected Biennial Transparency Reports (BTRs), a cornerstone of the Paris Agreement's Enhanced Transparency Framework (ETF). The purpose of this analysis is to understand to what extent countries are following the adaptation content recommendations of BTRs and to understand what elements are being described or excluded.

As of April 12, 2025, 99 countries had submitted their first BTRs. While reporting on adaptation is voluntary, 81 out of the 99 submissions included an adaptation section (A-BTR). In particular, Small Island Developing States and least developed countries are not required to submit a BTR, and yet 21% (8/39) of the former and 11% (5/47) of the latter have. This indicates that those with the most significant need for immediate adaptation action are also constrained in their capacity to report on adaptation. Among the countries reviewed for this report, a majority have not yet launched their monitoring, evaluation, and learning systems or have not completed the required analysis to report on them. For this reason, few countries have included evidence on the impacts or effectiveness of their adaptation actions in their first BTRs.

After examining the first round of BTRs, the authors of this report recommend being clear about where reporting deviates from the modalities, procedures, and guidelines for reporting; including a synthesis of external reports when pointing to them as a way to prevent duplication of work; the consideration of gender equity and social inclusion across all aspects of reporting; and better transparency on financial flows.

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Acronyms and Abbreviations

A-BTR	adaptation section of a Biennial Transparency Report
AdCom	adaptation communication
BTR	Biennial Transparency Report
ETF	Enhanced Transparency Framework
EU	European Union
GDP	gross domestic product
GESI	gender equity and social inclusion
GGA	global goal on adaptation
GST	global stocktake
LDC	least developed country
MRV	monitoring, reporting, and verification
M&E	monitoring and evaluation
MEL	monitoring, evaluation, and learning
MPGs	modalities, procedures, and guidelines
NAP	national adaptation plan
NDC	nationally determined contribution
SIDS	Small Island Developing State
SMART	Specific, Measurable, Achievable, Realistic, and Time-bound
UAE FCGR	United Arab Emirates Framework for Global Climate Resilience
UNFCCC	United Nations Framework Convention on Climate Change

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Introduction

Reporting and transparency are foundational elements of global sustainable development frameworks such as the Paris Agreement under the United Nations Framework Convention on Climate Change (UNFCCC). Reporting fulfills several functions: it fosters accountability across constituents, builds trust between parties, and tracks progress to inform decision making as part of national adaptation plan (NAP) processes (Hammill et al., 2019; Least Developed Country Expert Group, 2012).

Under the Enhanced Transparency Framework (ETF), the monitoring, reporting, and verification (MRV) framework of the Paris Agreement, parties are required to submit a Biennial Transparency Report (BTR) every 2 years on their national progress in implementing the different aspects of the agreement. The first submission was due December 31, 2024, with the next iteration due in 2026. Information on climate change impacts and adaptation information (A-BTR) is one of the five chapters of the BTRs as outlined in the modalities, procedures, and guidelines (MPGs) for the transparency framework referred to in Article 13 of the Paris Agreement, including specifications for the mandatory and optional elements the parties would report on (UNFCCC, 2018).

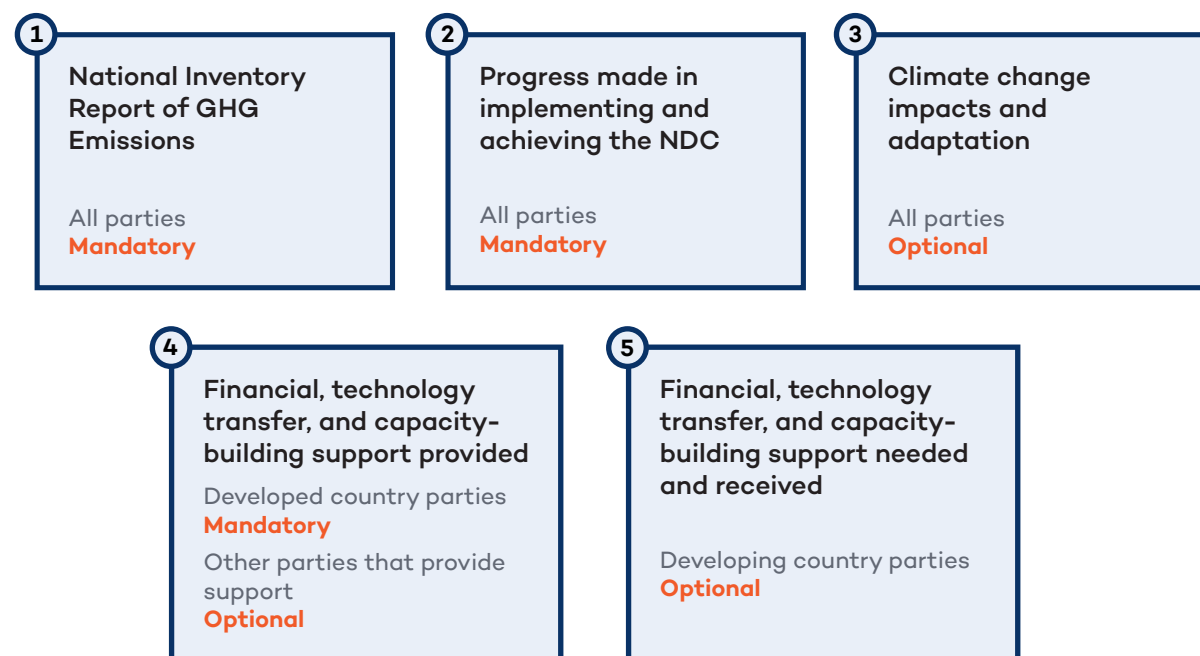
Specifically, Section E, Progress on the Implementation of Adaptation Actions, and Section F, Monitoring and Evaluation of Adaptation Actions and Processes, are vital for assessing the collective progress on adaptation through the next global stocktake (GST) starting in 2026. While reporting on adaptation is voluntary, countries reporting on adaptation can lead to increased visibility and evidence for adaptation. In taking on this voluntary section on adaptation, countries can help highlight the importance of adaptation in the global climate change agenda.

Under the Paris Agreement, the ETF sets out the global tracking and reporting system for countries to report on their progress in climate action, including mitigation, adaptation, and support provided or received (UNFCCC, n.d.). The ETF requires all parties to submit standardized reports every 2 years—the BTRs—starting in 2024. The BTRs replaced the previous systems that differentiated between developed and developing countries under the Kyoto Protocol. The ETF also includes a technical expert review and a facilitative multilateral consideration of progress. By ensuring clarity, comparability, and consistency of information, the ETF supports the GST and helps parties enhance their future climate ambition.

All parties to the Paris Agreement, except for Small Island Developing States (SIDS) and the least developed countries (LDCs), are required to provide country-specific information on the implementation of the Paris Agreement in the form of a BTR. All submissions can be found on the BTR online repository (UNFCCC, 2024a).

The BTR can consist of five separate chapters, two of which are mandatory and three of which are optional for developing country parties (see Figure 1). Information for the third chapter on climate change impacts and adaptation information (A-BTR) is voluntary.

Figure 1. Different chapters and components of the BTR



Source: Beauchamp & Qi, 2023.

1.1 Reporting on Adaptation in the BTRs

Despite being optional, countries are encouraged to report on adaptation in the BTR to contribute to the global evidence base on adaptation, as well as to inform decision making and improve actions in the next cycles of planning and implementation under the NAP processes. Data from national and sub-national monitoring, evaluation, and learning (MEL) systems, as well as other sources, are essential for informing the assessment of collective progress toward the global goal on adaptation (GGA) through the GST (Beauchamp et al., 2024). As such, the volume and level of detail that countries include in their A-BTRs will influence the body of evidence and information on adaptation globally.

According to the MPGs, A-BTRs can include nine sections (see Table 1). While the MPGs include integrating gender perspectives, along with Indigenous, Traditional, and local knowledge, into adaptation specifically under Section F, several complementary sets of guidance suggest mainstreaming these components across each section of the A-BTR (Beauchamp et al., 2024; Hammill et al., 2019) and/or as separate sections on their own (UN Environment Programme, 2025).

Table 1. Overview of the sections included as part of the adaptation chapter of BTRs, with an emphasis on Sections E and F assessed in this report

Section A	National circumstances, institutional arrangements, and legal frameworks
Section B	Climate trends, hazards, impacts, risks, and vulnerabilities
Section C	Adaptation priorities and barriers
Section D	Adaptation strategies, policies, plans, goals, and actions to integrate adaptation into national policies and strategies
Section E	<p>Progress on implementation of adaptation:</p> <ol style="list-style-type: none"> 1. Implementation of the actions identified in Chapter D 2. Steps taken to formulate, implement, publish, and update national and regional programs, strategies, and measures; policy frameworks (e.g., NAPs); and other relevant information 3. Implementation of adaptation actions identified in current and past adaptation communications (AdComs), including efforts toward meeting adaptation needs 4. Implementation of adaptation actions identified in the adaptation component of nationally determined contributions (NDCs), as applicable 5. Coordination activities and changes in regulations, policies, and planning 6. Information on implementation of supported adaptation actions and the effectiveness of already implemented adaptation measures (optional supplementary information for developing countries)
Section F	<p>Monitoring and evaluation (M&E) of adaptation actions and processes:</p> <ol style="list-style-type: none"> 1. The establishment or use of domestic systems to monitor and evaluate the implementation of adaptation actions, including the approach and systems used and indicators 2. How adaptation increased resilience and reduced impacts 3. When adaptation is not sufficient to avert impacts 4. How effective the implemented measures are 5. Information on the transparency of planning and implementation, how support programs meet specific vulnerabilities and adaptation needs, and how adaptation actions influence other development goals 6. Ownership, stakeholder engagement, alignment of adaptation actions with national and sub-national policies, and replicability 7. Results of adaptation actions and the sustainability of those results
Section G	Information related to averting, minimizing, and addressing loss and damage associated with climate change impacts
Section H	Cooperation and knowledge sharing related to the adaptation section
Section I	Any other information related to climate change impacts and adaptation

Source: UNFCCC, 2018.

If countries do not report—or do not report consistently—on A-BTRs, it becomes difficult to understand where countries stand in terms of adaptation planning and implementation, thus limiting the visibility of adaptation needs and progress. Poor or inconsistent reporting can also hamper the ability of funders and international partners to assess countries’ support needs. Reporting through A-BTRs, in particular, can also help countries streamline the reporting arrangements for adaptation, such as national communications and AdComs, as the BTR can act as a vehicle for these submissions.

Importantly, reporting on the progress, relevance, and effectiveness of adaptation actions and their MEL system allows a better understanding of which adaptation actions work or do not, why, and for whom. This report provides a targeted analysis of the sections related to progress on the implementation of adaptation actions (Section E) and the M&E of adaptation actions and processes (Section F) in the A-BTRs submitted. This goal aims to raise awareness among national government teams and decision-makers involved in BTR reporting and MEL for NAP processes, enabling them to better understand the current gaps in reporting and improve their reporting in the next BTR cycle in 2026. A list of the BTRs chosen for this analysis and an explanation of how they are chosen can be found in Section 2.

2 Methodology

As part of this report, we reviewed all BTRs submitted as of April 12, 2025 (excluding those written in Chinese and Russian). Adaptation sections were located and examined for elements related to adaptation, with particular attention paid to the content in Sections E and F of the modalities for BTRs (see Table 1 above). Our assessment is limited to content within sections E and F; therefore, any description of content not being present could still mean the relevant information is either included elsewhere in the report or is contained in a different report referenced in the analyzed sections. Some parties hyperlinked to other reports to fulfill the MPGs in their A-BTRs. This practice is encouraged; however, the external reports were not reviewed for the purpose of this assessment. Parties using this method are identified in this report; however, they are noted as not having included this content in their A-BTR.

We selected 10 A-BTRs based on a two-step analysis and three general criteria. Initially, A-BTRs reviewed were ranked from one to four based on their content density, level of detail, and the length of their sections E and F. In addition to the quality and length of A-BTRs, we selected the sample of A-BTRs to maintain a level of geographic and income grouping diversity and present a variety of different approaches and content. For diversity of grouping, we considered World Bank income classifications and United Nations regional groupings (see Table 2). We believe their selection, while being diverse, represents high-quality examples of A-BTR. However, examples of good adaptation sections are not limited to the selected A-BTRs, and further analysis of all BTRs is encouraged.

In order to learn about the A-BTRs, a number of questions were developed to allow an understanding of the following:

- What content are countries including in sections E and F of their A-BTRs?
- How closely do they follow the modalities, procedures, and guidelines?
- What is the status of their efforts on adaptation?
- What evidence do they present on adaptation progress?
- What shape does their MEL system take?
- Do they report on outputs and outcomes?
- Do they include information on the financial aspects of adaptation?
- What are their gender equity and social inclusion (GESI) considerations?
- Do they outline alignment with other domestic and global frameworks?

The final selection includes A-BTRs from the following parties: Australia, Cambodia, Costa Rica, Ecuador, the European Union (EU), Indonesia, Niger, Panama, Rwanda, and Vanuatu.¹

¹ In addition to the selected A-BTRs, we identified the following countries as runners up in reporting worth mentioning but they were not included due to a lack of resources: Argentina, Algeria, Namibia, Pakistan, and Thailand.

3

Results

















































































3.1 Overarching Analysis

As of April 12, 2025, 99 countries had submitted their first BTRs. Among these, 81 submissions included an A-BTR. That being said, among those who have included adaptation in their BTRs, not all of them have included a section on their progress on adaptation or their efforts to monitor their actions. Additionally, only 21% (8/39) of SIDS and 11% (5/47) of LDCs have submitted a BTR, indicating that those with the most significant need for immediate adaptation action are also constrained in their capacity to report on adaptation.

3.2 Country Results and Case Studies



Table 2 provides an overview of the elements of sections E and F on progress in adaptation and adaptation monitoring for the 10 countries selected for this review. This section then presents a synthesis of the information

Table 2. Overview of A-BTR content in sections E and F on progress and monitoring

	Australia	Cambodia	Costa Rica	Ecuador	EU	Indonesia	Niger	Panama	Rwanda	Vanuatu
Region	WE	AP	LA	LA	WE	AP	AF	LA	AF	AP
UN grouping		LDC					LDC		LDC	SIDS
Do sections E and F of the country's A-BTR include the following information on adaptation:										
Follow the MPGs										
Evidence of progress on adaptation activities										
Description of a MEL system										
Description of outputs and outcomes										
Evidence of effectiveness										
Financial aspects										
GESI considerations										
Alignment with global frameworks										

Source: Authors.

Notes: AF = Africa; AP = Asia and the Pacific; WE = Western Europe and others; LA = Latin America and the Caribbean

 = Yes;  = Partial;  = No

AUSTRALIA

A short description of Australia's A-BTR sections E (6 pages: pp. 194–200) and F (3 pages: pp. 201–203)	They emphasize the state and territory levels of progress in implementation and highlight many policies and projects related to adaptation. States and territories are responsible for their own monitoring and evaluation, so this report points to the reports of individual states and territories.
Highlights	<ul style="list-style-type: none"> • Some content on financial flows, primarily figures on funding allocated to adaptation projects • Elevates state and territory actions and progress • Little information on the impacts of their projects • Working on an M&E framework as part of their NAP
Submitting entity/lead entity for A-BTR	Department of Climate Change, Energy, the Environment and Water
How does this BTR diverge from the outline in the MPGs?	They point to state and territory reports for M&E content by hyperlinking the report alongside a brief description of the report. There is a summary of the individual reports.
What evidence is there on progress on adaptation activities?	Assessments of the impacts of their adaptation actions and project implementation are missing. There is also no content on gender and social inclusion.
What information is included on their MEL system?	There is limited information on their MEL system, although they do include some details on how states and territories are monitoring and evaluating their actions. A national M&E system is being developed and has undergone the first step of seeking out public feedback.
What content do they have on outputs and outcomes from activities?	Information on outputs is broken down into jurisdictions, mostly framed as actions to come or currently underway. Thus, there is little information about the action beyond a brief description of the action and its purpose. The A-BTR provides limited information on their outputs over the sections. For example, the number of fixtures and fittings replaced to reduce water wastage is mentioned, resulting in savings of 12 GL of water between 2019 and 2023. However, it is not clear how many still need to be changed. Information on the impacts of the changes made is limited.
How do they evaluate the effectiveness of adaptation?	In some cases, such as efforts to replace inefficient fixtures and fittings to reduce water wastage, they have provided information on the outputs and outcomes, but without sufficient context to gauge the effectiveness of their actions. They leave the evaluation up to individual states and territories and hyperlink to reports containing this information.

AUSTRALIA

How are the financial aspects of adaptation reported?

Australia has mentioned up to AUD 200 million in funding for 164 projects in 2024. They also outline investments made by state and territorial governments for projects related to adaptation. There are no mentions of finance for MEL specifically.

What content do they have on gender-sensitive measures or considerations?

No mentions.

How is information on GESI considerations integrated (indicators, disaggregation, mentions)?

The Australian government has completed a first round of seeking feedback from the public on the development of its national M&E system.

Is alignment with other national or global frameworks included?

National Climate Resilience and Adaptation Strategy 2021–25 (NAP to supersede)

Source: Government of Australia, 2024.

CAMBODIA

<p>A short description of Cambodia's A-BTR sections E (42 pages: pp. 337–379) and F (9 pages: pp. 379–388)</p>	<p>These sections closely follow the MPGs, but Section E begins with a stage-setting exercise that demonstrates vulnerabilities in Cambodia and the actions being taken to counteract them. They also provide information on their M&E system, which uses scorecards and indicators in a two-track framework.</p>
<p>Highlights</p>	<ul style="list-style-type: none"> • Uses modelling to demonstrate the expected reduction in GDP loss relative to a no-climate-change baseline, with and without adaptation • Includes information about the vulnerability of each sector and outlines actions they could implement to counteract this vulnerability • Has a section on gender mainstreaming in climate change, and outlines gender-responsive adaptation options and measures • Has established indicators in their monitoring framework, but broadly about climate change and not only adaptation • Lists national institutional readiness indicators on institutional ability to manage climate risks • Uses impact indicators to illustrate how successful their climate interventions are in reducing vulnerability or lowering carbon emissions • Notes their need to improve data management, improve inter-agency collaboration, and enhance technical and operational capacities
<p>Submitting entity/lead entity for A-BTR</p>	<p>Ministry of Environment</p>
<p>How does this BTR diverge from the outline in the MPGs?</p>	<p>Cambodia closely follows the MPGs; however, Section E contains additional content on the vulnerabilities experienced in Cambodia, as well as a vulnerability index.</p>
<p>What evidence is there on progress on adaptation activities?</p>	<p>Based on a chart outlining institutional readiness indicators and the achievement of the goals outlined for the indicators, progress is being made in most aspects, such as the establishment of a national coordination mechanism for climate change response. However, data to report on adaptation actions are missing, so Cambodia is unable to report on all aspects of its adaptation actions and journey. Currently, there is no system in place for the reporting ministry to collect the necessary data on adaptation, as the data is scattered across various ministries and agencies, and there is no centralized climate data repository or sufficient capacity to collect the required data.</p>

CAMBODIA

What information is included on their MEL system?	They use the Tracking Adaptation and Measuring Development approach, as outlined by the International Institute for Environment and Development (2014), to facilitate their M&E framework. It uses a two-track scorecard and indicator system of measurement. That being said, insufficient resources have been allocated to quantify the effects of adaptation responses at the national level, so most monitoring occurs and ends at the project level.
What content do they have on outputs and outcomes from activities?	Most of their indicators are focused on institutional readiness and impacts, such as the status of climate integration into development planning and the percentage of communes vulnerable to climate change, respectively. The eventual Climate Change Action Plan will be comprised of institutional readiness, results and output indicators, and impact indicators.
How do they evaluate the effectiveness of adaptation?	They assess the macroeconomic benefits of lowering climate change impacts, specifically in the potential reduction of GDP losses, such as the savings in road construction resulting from making roads more resilient to the effects of climate change.
How are the financial aspects of adaptation reported?	The BTR includes an indicator on the availability and effectiveness of a financial framework for climate change response; however, it regressed in the most recent year of data (2023) relative to the previous year (2021). Reporting on this indicator was not included in sections E and F of the A-BTR.
What content do they have on gender-sensitive measures or considerations?	There is a section on gender mainstreaming in climate change, which details the variety of options that could be impactful when it comes to ensuring women are given the space to act on climate change and reduce vulnerabilities.
How is information on GESI considerations integrated (indicators, disaggregation, mentions)?	It is included in the aforementioned paragraph on gender mainstreaming with a brief mention.
Is alignment with other national or global frameworks included?	NDC Climate Change Strategic Plan 2014-2023

Source: Government of Cambodia, 2024.

COSTA RICA

A short description of Costa Rica's A-BTR sections E (14 pages: pp. 221–235) and F (8 pages: pp. 235–243)	This report contains a robust history of Costa Rica's adaptation journey, outlining decisions, policies, and programs. Their monitoring is still a work in progress, but they point to their NAP as the location of their monitoring and evaluation data.
Highlights	<ul style="list-style-type: none"> • Reports on 184 climate adaptation actions between 2015 and 2020 • Includes incredibly detailed information about the policy frameworks informing their adaptation actions • Uses a very robust classification system for adaptation measures with themes and subthemes • Includes a section on linkages to biodiversity, including actions taken that impact adaptation and biodiversity • Outlines the implementation progress of their goals in a table
Submitting entity/lead entity for A-BTR	Ministry of Environment and Energy
How does this BTR diverge from the outline in the MPGs?	No notable divergence; Costa Rica follows the MPGs very closely.
What evidence is there on progress on adaptation activities?	They have a table providing a broad overview of the types of adaptation activities to give an idea of what areas of adaptation are more prominent than others. There are also tables with brief descriptions of actions carried out, aligned with specific goals from their NAP, and explanations on how this has advanced adaptation implementation.
What information is included on their MEL system?	They point to an indicator system contained in their NAP, but do not outline the contents of the indicator system. They do outline their overall national climate change measurement system. Much of the reporting on the progress of their adaptation actions will be provided once they complete the implementation of their NAP in 2026.
What content do they have on outputs and outcomes from activities?	Not included in this report; instead, they point to their NAP.
How do they evaluate the effectiveness of adaptation?	They mention evaluating effectiveness as being a significant challenge to overcome, as monitoring after the completion of a project is not common.
How are the financial aspects of adaptation reported?	No mention.

COSTA RICA

What content do they have on gender-sensitive measures or considerations?	No mention.
How is information on GESI considerations integrated (indicators, disaggregation, mentions)?	No mention.
Is alignment with other national or global frameworks included?	NAP

Source: Government of Costa Rica, 2024.

ECUADOR

A short description of Ecuador's A-BTR sections E (46 pages: pp. 237–283) and F (28 pages: pp. 284–312)	This A-BTR includes in-depth information on adaptation activities carried out by the Ecuadorian government between 2021 and 2023. Although their MEL is still under development, they outline their established complementary framework for adaptation MRV. They identify gender as an important cross-cutting issue in the monitoring for adaptation.
Highlights	<ul style="list-style-type: none"> • 20 actions and 95 activities between 2021 and 2023 • Each activity is linked to the GGA and other global and domestic frameworks like the United Arab Emirates Framework for Global Climate Resilience (UAE FGCR) and their NAP, and how it contributes • Identifies how much money is needed to implement all the adaptation components (in USD) and how much money is needed to complete the ones left • Establishes a National Climate Change Registry, but it is still in development and so cannot share many good practices or lessons learned • Considers gender-sensitive approaches to the extent able, so they can reflect whether climate policies and actions promote the reduction of gender inequalities within the framework • Strong emphasis on adaptation not being enough for Ecuador, and that they will experience losses and damages from climate change
Submitting entity/lead entity for A-BTR	Ministry of the Environment, Water and Ecological Transition

ECUADOR	
How does this BTR diverge from the outline in the MPGs?	This A-BTR aligns closely with the structure set out in the MPGs.
What evidence is there on progress on adaptation activities?	This A-BTR includes tables in Section E with detailed information on their adaptation actions taken and how these actions align with frameworks, such as the GGA and UAE FGCR, as well as other relevant planning frameworks. Their tables include descriptions of the projects, as well as the relevant geography of implementation, timeline, and actors.
What information is included on their MEL system?	While their MEL system is under development, they have established a framework for MRV of adaptation that will be used alongside a MEL frame of reference, including the indicators, to be identified.
What content do they have on outputs and outcomes from activities?	There is some information on the outputs of a variety of activities, in the form of descriptions of improvements or changes made to favour adaptation. However, they have not yet completed an evaluation of activities to fully understand the outcomes of the adaptation actions.
How do they evaluate the effectiveness of adaptation?	Currently, Ecuador is developing a framework for measuring the effectiveness of its adaptation actions based on a MEL frame of reference as a complementary framework to its MRV system.
How are the financial aspects of adaptation reported?	They outline estimates of the funds required to achieve their targets and report a breakdown of the funding used to complete each project by sector.
What content do they have on gender-sensitive measures or considerations?	They identify the need to have gender as a cross-cutting issue in their monitoring to understand vulnerabilities faced by women, who they identify as having the heaviest burden of the climate crisis. However, no disaggregated data or analysis has been included.
How is information on GESI considerations integrated (indicators, disaggregation, mentions)?	They state that gender is an important consideration in data and analysis, but do not elaborate further.
Is alignment with other national or global frameworks included?	Global Goal on Adaptation UAE FGCR NDC NAP

Source: Government of Ecuador, 2024.

EU	
A short description of the European Union's A-BTR sections E (6 pages: pp. 120–126) and F (2 pages: pp. 126–128)	Much of these sections concentrate on a knowledge exchange platform, which is a tool used by the European Union to support and drive adaptation policy. The monitoring section is almost entirely about risk and exposure to climate change, as well as the regulations of member states regarding adaptation.
Highlights	<ul style="list-style-type: none"> Looks at the ways in which the EU supports member states in their efforts to act, monitor, and report on adaptation progress. This includes digital tools as well as financial support.
Submitting entity/lead entity for A-BTR	European Commission
How does this BTR diverge from the outline in the MPGs?	Reporting on progress is presented in a report by each member state, and thus, there are many gaps in the EU version.
What evidence is there on progress on adaptation activities?	Highlights from reporting on progress from member states, in the form of a synthesis.
What information is included on their MEL system?	Each individual member state is reported to have its own MEL system in their respective progress and monitoring reports.
What content do they have on outputs and outcomes from activities?	No mention in A-BTR, possibly in individual state reports.
How do they evaluate the effectiveness of adaptation?	No mention in A-BTR, possibly in individual state reports.
How are the financial aspects of adaptation reported?	They outline the EU's various instruments for financing adaptation, including the European Structural and Investment Funds, the Common Agricultural Policy, and the LIFE Programme's sub-programme on adaptation. No reporting on finance used.
What content do they have on gender-sensitive measures or considerations?	No mention in A-BTR, possibly in individual state reports.

EU	
How is information on GESI considerations integrated (indicators, disaggregation, mentions)?	No mention in A-BTR, possibly in individual state reports.
Is alignment with other national or global frameworks included?	No.

Source: European Commission, 2024.

INDONESIA	
A short description of Indonesia's A-BTR sections E (17 pages: pp. 121–138) and F (11 pages: pp. 138–149)	These sections contain a high level of detail on the implementation strategies for their adaptation actions across different sectors. They have also outlined a robust framework for M&E. These sections feature detailed charts to illustrate their strategies and frameworks.
Highlights	<ul style="list-style-type: none"> • Detailed overview tracking their implementation, further outlining where they still need to do more work • Includes content on local government contributions to and roles in adaptation, and how the local efforts make it from that level up to the national adaptation report • Includes a section on gender in adaptation actions, identifying areas for improvement and highlighting where they are doing well • Outlines their M&E approach, including tools used and examples of how their M&E works
Submitting entity/lead entity for A-BTR	Ministry of Environment
How does this BTR diverge from the outline in the MPGs?	They do not include information on the steps taken to formulate, implement, publish, and update national and regional programs.
What evidence is there on progress on adaptation activities?	<p>They provide a few examples of how adaptation actions have achieved their specified targets, and they are specific to certain sectors. For example, health facility accreditation in the health sector and mangrove management and restoration in the water resources sector.</p> <p>There is minimal information on the overall national policies driving adaptation actions and investments; however, they outline key programs by sector and how actions like accreditation of health service facilities in the health sector fulfill the strategic vision of the program.</p>

INDONESIA

What information is included on their MEL system?	There is information on the structure of their monitoring and reporting, the types of data being collected, and the methods used for data collection. They list adaptation indicators in the health sector and identify the progress made on each action.
What content do they have on outputs and outcomes from activities?	They consider process, output, outcome, and impact indicators for each project.
How do they evaluate the effectiveness of adaptation?	They do not go into detail about how they assess the effectiveness of their adaptation actions beyond explaining that they use input, process, and output indicators; however, they mention the evaluation of a project's effectiveness as being a key step of each project.
How are the financial aspects of adaptation reported?	No mention.
What content do they have on gender-sensitive measures or considerations?	There is a section on gender perspectives in adaptation actions, highlighting the importance of considering gender as a key factor. They briefly outline a few projects where gender equity was a primary consideration, such as in a project on water resources management, since women are more frequently tasked with water collection and experience an increased burden when water is scarce.
How is information on GESI considerations integrated (indicators, disaggregation, mentions)?	In addition to the section on gender perspectives, they also include content on engaging local and Indigenous communities in natural resource management. They explain how structural barriers are the primary challenge in engaging in community adaptation actions.
Is alignment with other national or global frameworks included?	NDC

Source: Government of Indonesia, 2024.

NIGER

A short description of Niger's A-BTR sections E (3 pages: pp. 126–129) and F (3 pages: pp. 129–132)	This A-BTR primarily gives a high-level overview of adaptation actions taken across various sectors. They also highlight their efforts to achieve the SDGs, with a particular emphasis on their progress toward achieving gender equality and reducing poverty. Their measurement section outlines the importance of tracking progress as key to effective adaptation. This report strongly focuses on data collection, evaluation, and the dissemination of information.
Highlights	<ul style="list-style-type: none"> • 148 projects and programs implemented from 2005 to 2022 • Emphasizes collecting data that allows them to analyze the impacts of their implemented actions
Submitting entity/lead entity for A-BTR	Office of the Prime Minister
How does this BTR diverge from the outline in the MPGs?	While being relatively short, there is very little divergence from the MPGs.
What evidence is there on progress on adaptation activities?	Information on their 148 projects and programs is sparse, except for a few paragraphs delving into the specifics of some projects.
What information is included on their MEL system?	They have 27 adaptation indicators and appear to have a robust system for monitoring adaptation with multiple M&E systems for climate change and adaptation. They provide an overview of their monitoring systems, but do not report on any of the data or details on their indicators beyond how many they use in their monitoring frameworks.
What content do they have on outputs and outcomes from activities?	It is only theoretical, since they do not present any assessment of previous adaptation actions or detailed information about their indicators.
How do they evaluate the effectiveness of adaptation?	They do not include details on the content of their indicators or information on how they evaluate effectiveness. However, they do outline that agricultural productivity and protection against erosion are two examples of areas where their adaptation actions have been particularly effective.
How are the financial aspects of adaptation reported?	No mention.

NIGER

What content do they have on gender-sensitive measures or considerations?	Their gender-related content mostly focuses on women's ability to access education and their economic prosperity. For example, they have worked to reduce inequalities that exist with regard to a woman's or girl's access to education.
How is information on GESI considerations integrated (indicators, disaggregation, mentions)?	GESI is only mentioned in the context of education and poverty alleviation. They outline the percentage of women's participation in a variety of sectors as part of their efforts to demonstrate how they are working to achieve the SDGs, but do not go into any further detail. Additionally, since they do not go into detail about their MEL system, it is not possible to know whether they have included GESI in their MEL.
Is alignment with other national or global frameworks included?	No.

Source: Government of Niger, 2024.

PANAMA

A short description of Panama's A-BTR sections E (26 pages: pp. 186–212) and F (15 pages: pp. 213–228)	This report highlights the importance of other reporting and policy mechanisms, like their NDC and NAP, as being integral to their fight against climate change and to their sustainable and resilient future. Panama's report includes an assessment and climate risk index for each of its districts in certain regions of the country, using these regions as case studies for how adaptation actions are being implemented, as well as the results of these actions. Interestingly, Panama has combined loss and damage indicators and monitoring with their adaptation indicators and monitoring, since it views these issues as intrinsically connected. Their MEL process is outlined in terms of the steps involved, including data collection and evaluation. They conclude Section F with information on where they source their data and other important metadata.
Highlights	<ul style="list-style-type: none"> • A long section on their vulnerabilities as part of Section E • Case studies of projects with the results presented in a concise assessment • Their ME(L) adaptation system is combined with their loss and damage monitoring and evaluation • A detailed outline of how they developed their M&E for adaptation
Submitting entity/lead entity for A-BTR	Ministry of the Environment

PANAMA	
How does this BTR diverge from the outline in the MPGs?	There is a heavy focus on their vulnerability assessments in Section E, and they have skipped over much of the concrete information on their adaptation actions, particularly in local communities. Section F is relatively aligned with the MPGs; however, they have added content on loss and damage, since they view adaptation and loss and damage as being intertwined.
What evidence is there on progress on adaptation activities?	They provide a detailed breakdown of the vulnerabilities and strategies being used to adapt in several different regions of Panama. They report improved agricultural yields and reduced vulnerability to climate-related extreme weather events, among other adaptation progress.
What information is included on their MEL system?	Indicators and an analysis of their SMART (Specific, Measurable, Achievable, Realistic, and Time-bound) characteristics, the evaluation process of their monitoring system, and the plan for indicator re-evaluation. Their combined adaptation and loss and damage MEL system comprises a total of 37 indicators—21 for adaptation and 16 for loss and damage. They outline the steps involved in their MEL system, including monitoring, evaluation, learning, stakeholder informing, and management or further implementation of adaptation measures.
What content do they have on outputs and outcomes from activities?	No mention.
How do they evaluate the effectiveness of adaptation?	Their methods for evaluating the effectiveness of their adaptation actions are unclear.
How are the financial aspects of adaptation reported?	No mention.
What content do they have on gender-sensitive measures or considerations?	No mention.
How is information on GESI considerations integrated (indicators, disaggregation, mentions)?	No mention.
Is alignment with other national or global frameworks included?	NDC NAP National Loss & Damage Framework

Source: Government of Panama, 2024.

RWANDA

A short description of Rwanda's A-BTR sections E (44 pages: pp. 239–283) and F (3 pages: pp. 283–286)	Rwanda is very clear about its adaptation roadmap, outlining the actions they need to take based on vulnerability assessments and even providing a proposed budget necessary to complete these actions by 2030. They outline their completed projects so far; however, there is no evaluation of these actions present, so the effectiveness of their actions cannot be assessed based on the content of these sections. Despite not including monitoring or evaluation content for the implemented projects, they outline a number of high-level indicators, as well as their overall institutional framework for effectively keeping track of climate adaptation actions.
Highlights	<ul style="list-style-type: none"> • Detailed information on the different strategies and policies enabling work on adaptation • Information on stakeholder consultation and how this further enables work on climate action and adaptation • Includes lengthy content on their vulnerability assessment in Section E
Submitting entity/lead entity for A-BTR	Rwanda Environment Management Authority
How does this BTR diverge from the outline in the MPGs?	No reporting on the effectiveness of adaptation actions so far, as it is still too early. They have also included a section on the anticipated changes due to global warming.
What evidence is there on progress on adaptation activities?	Their institutional climate adaptation monitoring framework is designed to assess the progress and impacts of adaptation. Currently, they only report on progress on adaptation measures at a surface level, without providing details.
What information is included on their MEL system?	There is no learning component. The framework involves data collection and management, key performance indicators, reporting mechanisms, and evaluation processes. Currently, their MEL system consists of indicators, and they have identified relevant data sources. They have provided the titles of each indicator in their adaptation MEL system, but no further information is provided.
What content do they have on outputs and outcomes from activities?	No mention.
How do they evaluate the effectiveness of adaptation?	There is an established list of indicators, with sources for data identified.

RWANDA

How are the financial aspects of adaptation reported?	They include information on their financial flows and outline the amounts (in USD) that each adaptation action has cost so far. They list budget amounts for all projects and programs.
What content do they have on gender-sensitive measures or considerations?	They include information on capacity building for women's organizations to better mainstream gender-sensitive considerations and advocate for gender-responsive actions. They also outline the integration of gender considerations into climate adaptation projects and address the disproportionate effects of climate change on women, recognizing women as vital stakeholders and leaders in climate-resilient planning.
How is information on GESI considerations integrated (indicators, disaggregation, mentions)?	Women are mentioned as important agents in climate action. No indicators are included in this section, so it is not possible to know whether their framework contains GESI indicators from the review of Sections E and F.
Is alignment with other national or global frameworks included?	NDC

Source: Government of Rwanda, 2024.

VANUATU

A short description of Vanuatu's A-BTR sections E (16 pages: pp. 170–186) and F (1 page: pp. 186–187)	This report outlines the policies that enable adaptation and climate actions in Vanuatu, including synergies with other domains, such as development. They outline the challenges facing their sectors and list concrete actions being taken to counteract both climate and non-climate-related vulnerabilities. They feature a substantial section on gender and Traditional Knowledge, as well as the involvement and responsibilities of stakeholders in climate action and disaster risk reduction.
Highlights	<ul style="list-style-type: none"> • Concise information about how they are being affected by climate change, by sector, and their relevant adaptation plan(s) • Emphasizes Traditional and Indigenous Knowledge • Qualitative retelling of their adaptation plans with regard to major sectors (cocoa, coffee, tourism) in a table
Submitting entity/lead entity for A-BTR	Ministry of Climate Change

VANUATU	
How does this BTR diverge from the outline in the MPGs?	Follows rather closely, including being clear on where the numerous data gaps remain.
What evidence is there on progress on adaptation activities?	The development of a climate M&E framework, as one has not been developed for the country yet.
What information is included on their MEL system?	There is no information on their MEL system as it has yet to be established.
What content do they have on outputs and outcomes from activities?	This report also outlines projects completed and in progress but provides only a brief description of each project.
How do they evaluate the effectiveness of adaptation?	No mention.
How are the financial aspects of adaptation reported?	They identify funders, but do not outline monetary amounts.
What content do they have on gender-sensitive measures or considerations?	With qualitative data, they demonstrate their approach to ensuring gender mainstreaming in climate actions. They include a paragraph on gender and climate in Vanuatu, discussing the Sendai Framework and the need to avoid the “feminization of victimization.”
How is information on GESI considerations integrated (indicators, disaggregation, mentions)?	They mention stakeholder engagement in individual projects and have a general section on stakeholder involvement and responsibilities. They list stakeholder engagement when it is part of the project and have a section on stakeholder involvement and responsibilities
Is alignment with other national or global frameworks included?	National Climate Change Adaptation Strategy National Adaptation Programme of Action National Sustainable Development Plan 2016–2030 Climate Change and Disaster Risk Reduction Policy 2016–2030 NDC

Source: Government of Vanuatu, 2025.

4

Findings and Recommendations

Although this is the first iteration of BTRs, early signs indicate strong commitments to adaptation actions, with 81 out of 99 BTRs submitted containing adaptation sections. This demonstrates a significant interest in advancing evidence and increasing visibility on adaptation. However, despite strong future commitments included in most sections E and F of the 10 reviewed A-BTRs, most countries still have a lot of work ahead to ensure they are making progress on adaptation and MEL.

From the A-BTRs, we learn about the breadth of adaptation actions taking place. However, due to the lack of reporting on monitoring and especially evaluation exercises, the currently submitted BTRs do not provide concrete evidence of the effectiveness of the adaptation actions. We can therefore not gauge the progress of adaptation from the current content of BTRs.

Most of the 10 chosen A-BTRs did not include information on their country's adaptation MEL system and did not state that the development of the tool was in progress. This missing content in country A-BTR sections E and F results in a gap in achieving the UAE FGCR's target for "all Parties [to] 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 by 2030" (UNFCCC, 2024b, p. 3).

The BTRs represent a strategic opportunity to improve the implementation of NAP processes and strengthen countries' MEL systems in support of the GGA. Robust MEL systems are essential to both reporting and the continuous improvement of adaptation actions, to drive more effective and equitable adaptation actions.

At its core, the purpose of the BTR is not simply to report, but to learn and adapt. The next iteration of BTRs will be key to informing the second GST, and countries should prepare now for their BTR due at the end of 2026. Ahead of this, we share six key findings and recommendations for countries to strengthen their reporting on adaptation.

Finding 1. Countries still lack comprehensive MEL systems to use for reporting.

Four BTRs, including Cambodia, Costa Rica, Indonesia, and Niger, listed or referred to indicators, but nearly half of the A-BTRs reviewed did not provide any information on the outcomes or impacts of their actions. This was largely attributed to the absence of a dedicated or comprehensive MEL system in place, with few reports describing the institutional arrangements for MEL. Yet several countries, including Costa Rica, mentioned wanting to include information about outcomes and impacts by the next biennial report in 2026.

Indonesia listed a handful of examples in the health sector to outline progress made on adaptation actions.

- **Recommendation 1.1:** Although monitoring systems are now in place in many countries (Njuguna et al., 2024), there remains a substantial gap in evaluation. Evaluation exercises should build on long-term monitoring data to assess trends over time, impacts, and effectiveness. Countries are encouraged to leverage the A-BTR process to both resource and operationalize the synthesis and review or evaluate their adaptation effort every 2 years. Yet to do so, countries should consider the design and implementation of MEL systems a continuous process requiring sustained institutional capacity and long-term investment.
- **Recommendation 1.2:** Countries should prepare to align their adaptation indicators with the forthcoming UAE–Belém indicator framework, expected at the 30th UN Climate Change Conference (COP 30) in November 2025. The framework will include global results-oriented and process-oriented indicators at the output and outcome levels that can help countries complement their nationally and locally contextualized adaptation indicators. Altogether, this can provide a structured evidence base to determine the effectiveness of their adaptation efforts.

Finding 2. Countries use BTRs to compile rather than analyze data.

Two parties, Australia and the EU, include hyperlinks or references to external reports that contain information required under the MPGs. While referencing external reports can reduce the reporting burden, the information is most useful when synthesized within the BTR itself. Countries can summarize and synthesize key findings and explain their relevance to the BTR content, using this opportunity to report coherently on progress (Guerdat et al., 2023). Eighty-four percent of countries currently mention a commitment to progress reporting in their NAP documents (NAP Global Network, 2025).

- **Recommendation 2.1:** We encourage BTRs to be more than a collection of hyperlinks. Australia provides an example of how to link to other reports, as completed by state and territorial governments, while still synthesizing key points within the BTR. Parties can use BTRs to drive a coherent synthesis of national and sub-national progress. As illustrated by Ecuador’s approach, BTRs can be framed as national progress reports—contextualized to country circumstances while still aligned with the MPGs and the UAE FGCR.

Finding 3. Few BTRs include GESI considerations.

Only six countries included information on stakeholder engagement, ownership, or gender-sensitive and gender-responsive climate actions: Cambodia, Ecuador, Indonesia, Niger, Rwanda, and Vanuatu. Despite the recognition that gender and other factors affect how people are impacted by climate change, there is still a long way to go to ensure adaptation actions are grounded in equity and justice (Dazé & Church, 2019). Cambodia included an exemplary section listing adaptation options and measures with regard to gender and climate change. With regard to MEL, consistent gender disaggregation, as well as other group disaggregation, will be key to ensuring that actions are gender responsive. Additionally, when quantitative data

can be more challenging to acquire, qualitative data in the form of a simple three-point scale assessment of the extent of gender considerations can go a long way (Dazé et al., 2025). While 98% of NAP documents mention gender considerations, these mentions have not translated into integration into national MEL systems as part of the evidence reported on adaptation (Njuguna et al., 2024).

- **Recommendation 3.1:** All BTRs should include information on stakeholder engagement, ownership, and efforts to integrate GESI as it relates to M&E, per paragraph 114 of the MPGs. These dimensions are critical to effective, equitable adaptation and are central to demonstrating meaningful progress. While the MPGs include integrating gender perspectives, along with Indigenous, Traditional, and local knowledge, into adaptation specifically under Section F, we suggest mainstreaming GESI components across each section of the A-BTR (Dazé & Church, 2019; Hammill et al., 2019), and/or as separate sections on their own.
- **Recommendation 3.2:** Countries should invest in the development of gender-responsive MEL systems as a foundation for transparency, accountability, and stakeholder engagement (Dazé et al., 2025). Effective MEL helps to identify what works, for whom, and under what conditions, enabling both individual and institutional learning and providing space for critical reflection on adaptation successes and challenges.

Finding 4. Parties deviate from the MPGs.

Although not required under sections E and F of the MPGs, Cambodia, Panama, Rwanda, and Vanuatu included information on their climate vulnerabilities to provide context for their adaptation actions. As they are, the MPGs are not particularly narrative-driven, which means that A-BTRs can be challenging to read. Countries often deviate from the MPGs, including by adding additional contextual information to their reporting, because the actual order of the MPGs is not always conducive to the way countries want to be able to present and report on what is being asked of them.

- **Recommendation 4.1:** Countries should aim to strike a balance between following the format that best suits their national narratives and broadly following the MPGs to maintain coherence and synthesis at the global level. When deviating from the MPGs, countries should be transparent about any deviations, including where they have added content or omitted information. Providing a brief rationale for gaps or additions enhances the credibility of the report. As part of the ETF, countries may request that the secretariat organize a voluntary review of their A-BTRs (Conference of the Parties serving as the meeting of the Parties to the Paris Agreement, 2022) to facilitate the sharing of experiences and best practices, as well as gradual improvements in adaptation reporting. Countries may choose to subject the entirety of the A-BTR to the voluntary review or specify specific sections of the A-BTR for review. The review will be conducted by experts nominated by countries to assess whether the A-BTR is prepared in accordance with the MPGs and identify areas of improvement and capacity-building needs related to A-BTR reporting, in consultation with the country requesting the voluntary review.

Finding 5. None of the BTRs reviewed explicitly linked MEL systems to the UAE FGCR.

Few made clear, robust alignments with other global frameworks, although many referenced connections to NDCs, biodiversity goals, loss and damage, or the GGA. Ecuador's A-BTR provides a good example of how to connect its adaptation actions to global frameworks, in particular, the GGA.

- **Recommendation 5.1:** Countries should articulate how their adaptation actions and MEL systems contribute to broader development goals, including the SDGs and biodiversity frameworks. This can strengthen policy coherence and facilitate resource mobilization.

Finding 6. None of the BTRs details financial flow.

Only Rwanda's A-BTR outlines financial flows, while the other nine do not include details on financial flows beyond reporting total allocations to adaptation projects. The EU outlined programs providing financing for adaptation actions, and Ecuador and Niger outlined the money spent on each adaptation action in recent years, but information on finances is generally skipped over in sections E and F of the BTRs.

- **Recommendation 6.1:** Greater transparency is needed regarding the planning and implementation of adaptation finance. Countries should provide more granular information on financial flows, allocation processes, and how funds are linked to adaptation priorities. This can be done in the adaptation chapter of the BTRs, and countries can also use the tabular format of chapters D and F to report on finance and other means of implementation provided, needed, and received.

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