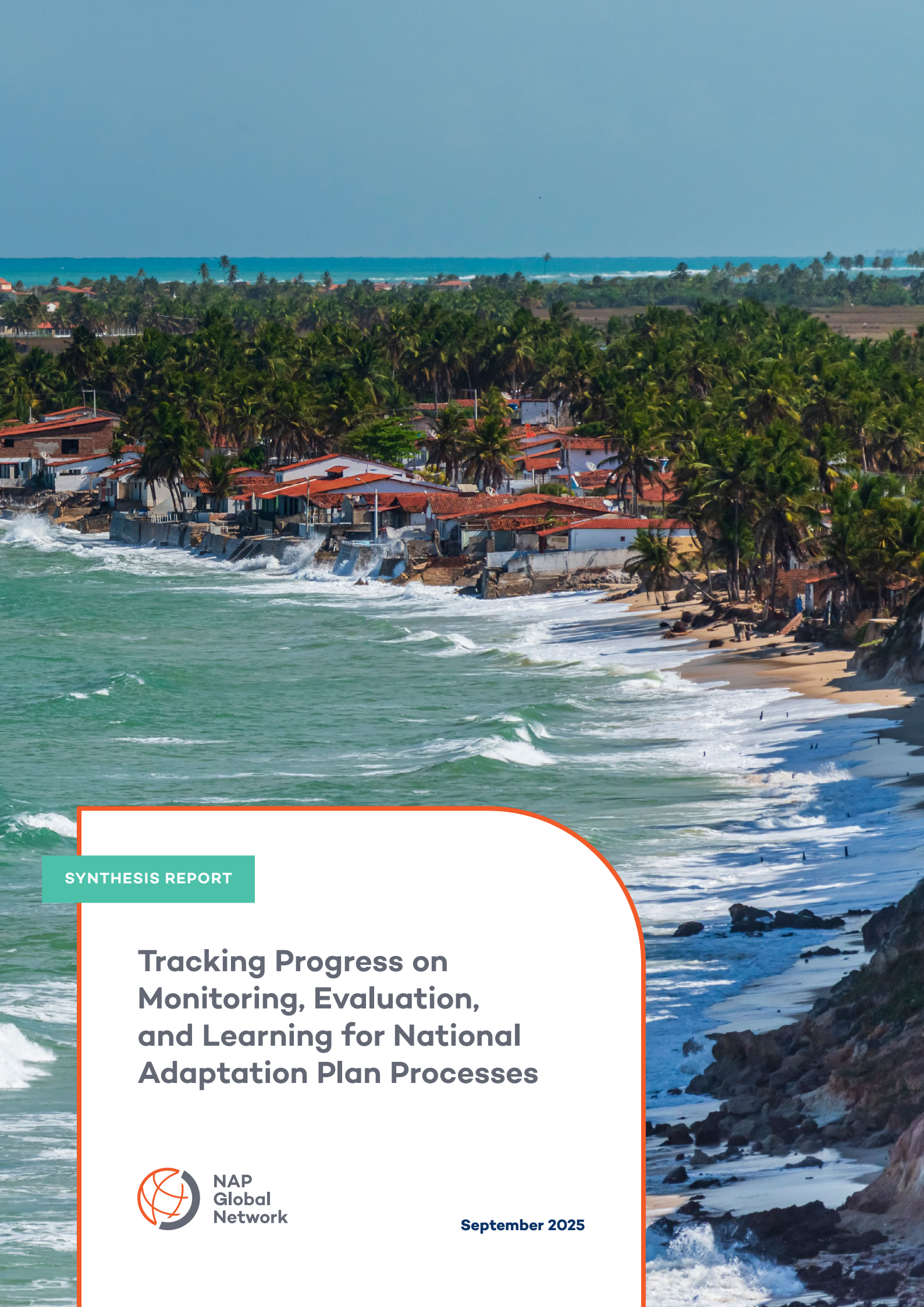

SYNTHESIS REPORT

Tracking Progress on Monitoring, Evaluation, and Learning for National Adaptation Plan Processes

NAP Global Network

September 2025

Authors

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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.

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Tracking Progress on Monitoring, Evaluation, and Learning for National Adaptation Plan Processes

September 2025

Executive Summary

This first synthesis report by the NAP Global Network reviews how 62 countries have integrated monitoring, evaluation, and learning (MEL) into their national adaptation plan (NAP) processes, based on the information provided in their NAP submissions to the United Nations Framework Convention on Climate Change as of June 30, 2025. It provides a snapshot of how countries describe the status and design of their MEL systems across the four phases of the iterative adaptation cycle: impact, vulnerability, and risk assessments (IVRA), planning, implementation, and MEL. The report identifies common trends, gaps, and emerging good practices, with case studies illustrating promising approaches to strengthening MEL design and implementation.

Section 1 defines MEL for NAP processes and underscores its role in improving adaptation effectiveness and supporting international reporting under the Paris Agreement.

Section 2 outlines the methodology used in the report.

Section 3, which examines overall MEL integration in NAP documents, finds that MEL is mentioned in 100% of the 62 documents reviewed, with 89% including a dedicated MEL section and 82% articulating MEL objectives. However, only 29% mention dedicated financing and 18% mention MEL units. Only 31% build on existing MEL systems, and only 29% plan to do so in the future.

Section 4, which explores MEL during the IVRA phase, finds that only 48% of NAP documents reference linkages to IVRAs, such as using IVRA outputs as baselines or to inform risk-based indicators.

Section 5, which focuses on MEL in the planning phase, shows that 52% of NAP documents reference a logic model or results framework.

Section 6, which addresses MEL during the implementation phase, reveals that 87% of NAP documents reference MEL implementation, but only 39% include or commit to clear roadmaps or timelines. Mentions of data collection, management, and analysis are more common, appearing in 95% of NAP documents.

Section 7, which covers MEL during the MEL phase, finds that 73% of NAP documents commit to conducting evaluations, but only 8% mention mid-term evaluations and 7% refer to final or impact evaluations.

The report concludes by finding that all NAP documents recognize the importance of MEL, and many incorporate indicator frameworks. Countries are also adopting outcome-oriented and gender-responsive approaches, laying the groundwork for more inclusive and results-based MEL systems. Building on this momentum, continued support can help countries strengthen institutional capacities, adopt impact-level indicators more widely, and develop clear implementation roadmaps.

Introduction

Developed under the Cancun Adaptation Framework and guided by decisions of the United Nations Framework Convention on Climate Change (UNFCCC), national adaptation plan (NAP) documents are national strategic documents that articulate medium- and long-term adaptation priorities, along with the strategies for addressing, tracking and learning from them (Hammill et al., 2020). During the NAP process, countries assess climate risks, identify and implement adaptation priorities, and track progress on adaptation.

Monitoring, evaluation, and learning (MEL) systems are a critical component of both the NAP process and the NAP document. They are designed to assess whether adaptation strategies are achieving their intended outcomes, understand how and for whom they are effective and inform necessary adjustments based on evidence (Beauchamp et al., 2024). Not only is MEL a dedicated phase of NAP processes, but MEL systems also support accountability and institutional learning across all phases of the iterative adaptation cycle (IAC): impact, vulnerability, and risk assessment (IVRA); planning; implementation; and MEL. MEL contributes to strengthening the overall effectiveness of climate resilience efforts while helping to minimize the risk of unintended consequences. Moreover, MEL systems for NAP processes also generate essential information for international climate reporting under the Paris Agreement. They support the tracking of collective progress toward the Global Goal on Adaptation (GGA), including through the UAE Framework for Global Climate Resilience and the adaptation components of Biennial Transparency Reports (BTRs). Furthermore, the updated technical guidelines for the NAP process (UNFCCC, 2025a) identify MEL as one of the distinct modules of the NAP process, incorporating the four components of the IAC. They further prescribe that, by 2030, countries are expected to design, establish, and operationalize MEL systems and build the institutional capacity required to implement them. MEL is framed as a critical tool for adaptive decision making, learning, and accountability, and is positioned as a foundational mechanism for effective and coherent national adaptation (UNFCCC, 2025b).

This first synthesis report by the NAP Global Network tracks and assesses progress in MEL for NAP processes. It reviews MEL components in the NAP documents submitted to the UNFCCC by 62 countries as of June 30, 2025. As submissions span the period from October 2015 to April 2025, the analysis is based solely on what is explicitly documented at the time of submission. It does not reflect subsequent developments or MEL components not included in the NAPs.

The report identifies prevailing trends, recurrent gaps, and emerging good practices. By highlighting common patterns and showcasing transferable examples, it aims to support countries, technical bodies, and support providers in strengthening MEL system design and implementation. Analyzing MEL content across NAP documents is of growing strategic importance. As countries continue to submit, revise, and implement NAPs, regular trend analyses can foster continuous learning and capacity strengthening. Specifically, these analyses can

- map common practices and emerging innovations in MEL
- support peer learning through replicable good practices
- identify inconsistencies and capacity gaps
- assess progress in mainstreaming MEL into adaptation planning.

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Acronyms and Abbreviations

AdCom	Adaptation Communication
BTR	Biennial Transparency Report
COP	United Nations Climate Change Conference of Parties
CRA	climate risk assessment
GGA	Global Goal on Adaptation
IVRA	impact, vulnerability, and risk assessment
M&E	monitoring and evaluation
MEL	monitoring, evaluation and learning
NAP	national adaptation plan
NDC	nationally determined contribution
SDG	Sustainable Development Goal
ToC	theory of change
UNFCCC	United Nations Framework Convention on Climate Change

1
What Is MEL for NAP Processes and Why Is It Important?

What is the NAP Process?

The NAP process is a continuous, progressive, and iterative strategic process led by national governments that "enables countries to identify and address their medium- and long-term priorities for adapting to climate change" (Hammill et al., 2019). Established in 2010 under the Cancun Adaptation Framework, its objectives are 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). Figure 1 shows a simplified version of the NAP process, aligned with the LEG's 2025 NAP technical guidelines (UNFCCC, 2025a) and the IAC. It is structured around four components: IVRA, planning, implementation, and MEL. For the official definition of the NAP process, please refer to the LEG 2025 technical guidelines.

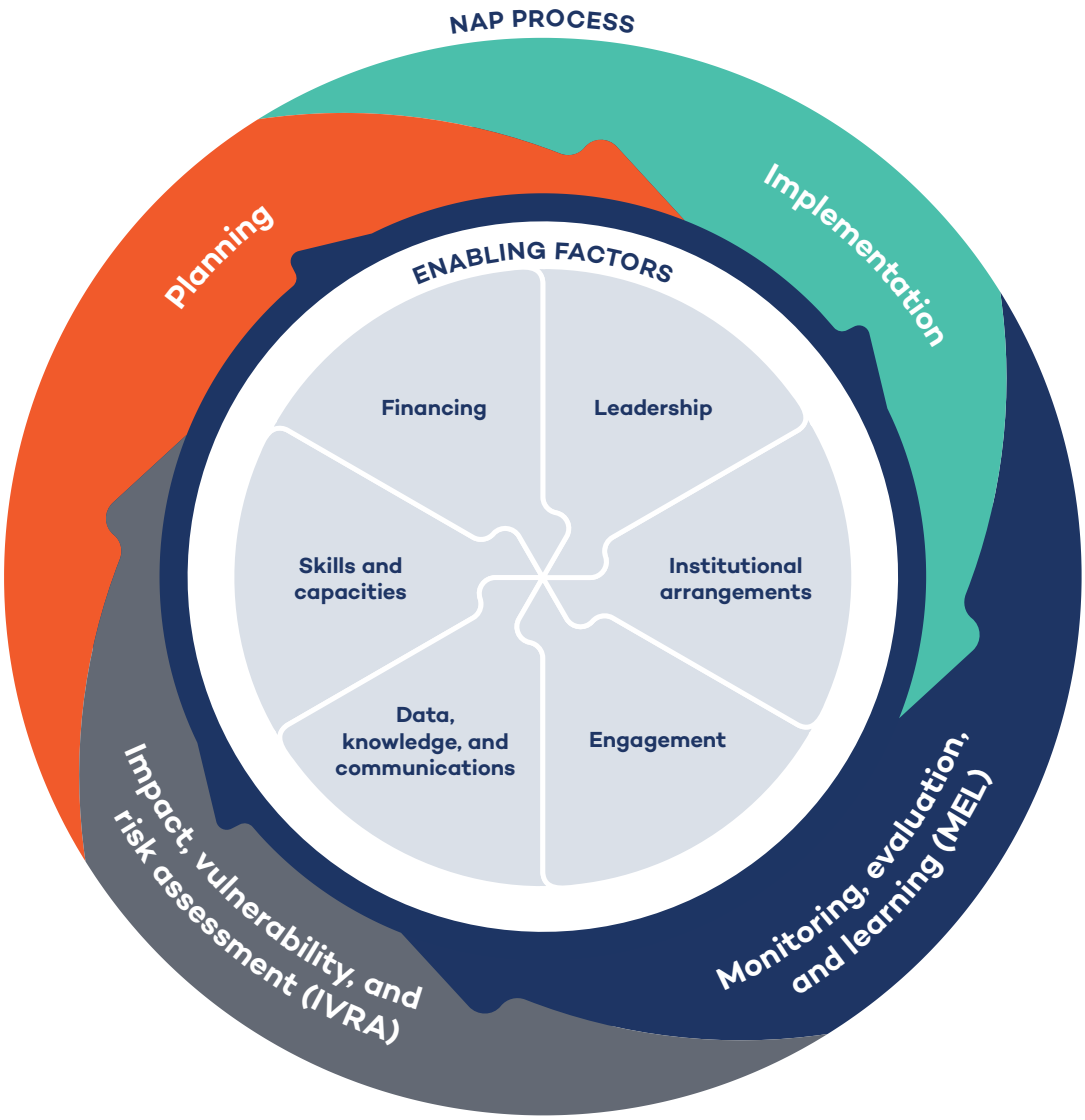
Why is MEL for NAP Processes Important?

MEL is a critical part of the iterative NAP process (Dekens, 2021). The overarching aim of MEL systems is to inform policies and practices based on the data and evidence generated by the iterative process of tracking, assessing, and learning throughout the NAP process. Essentially, information generated from MEL activities produces valuable insights for iterative learning of what works (or does not), for whom, and how throughout the NAP process (Dekens & Harvey, 2024).

MEL outputs also provide a basis for countries to inform reporting processes under the UNFCCC as part of the NAP process. These include national communications, Adaptation Communications (AdComs) and BTRs. They also contribute to reporting under other frameworks such as the Sustainable Development Goals, the Sendai Framework for Disaster Risk Reduction, and the Convention on Biological Diversity. MEL outputs can also be leveraged to inform the global stocktake on the methodologies, objectives, indicators, and approaches of measuring progress and identifying gaps in adaptation (Qi, 2022).

The MEL process fosters transparency and trust between different actors. It promotes mutual accountability, both top-down and bottom-up, by creating spaces for dialogues and exchange on the collection, analysis and interpretation of evidence. Ensuring MEL is well integrated in NAP processes means countries can continuously improve and adapt their climate change adaptation strategies to ensure their effectiveness and equity (Beauchamp et al., 2024).

Figure 1. NAP process wheel



Source: NAP Global Network.

Box 1. Key definitions related to the Paris Agreement

Adaptation Communication (AdCom): An AdCom is a report prepared by countries that synthesizes and shares their priorities, efforts, needs, and lessons around adapting to climate change. The AdCom, as defined in Decision 9/CMA.1, serves four key purposes: to enhance the visibility and profile of adaptation and ensure balance with mitigation; to strengthen adaptation action and support, particularly for developing countries, by highlighting progress and needs; to provide inputs to the global stocktake under the Paris Agreement by informing collective assessment of adaptation efforts and priorities; and to enhance learning and understanding by sharing information on adaptation actions, needs, lessons, and outcomes (Hammill & Ledwell, 2021).

BTRs: A key element of the Paris Agreement's Enhanced Transparency Framework. BTRs include information on national inventory reports, progress toward nationally determined contributions (NDCs), and financial, technical, and capacity-building support provided/received, among others. Parties are required to submit BTRs every 2 years, with the first submission due December 31, 2024, except for Small Island Developing States and least developed countries, who may submit BTRs at their discretion. The submitted BTRs will go through a technical expert review process, and a facilitative, multilateral consideration of progress will also be conducted for each party (Qi & Beauchamp, 2023).

GGA: As established in Article 7, paragraph 1 of the Paris Agreement and elaborated in Decision 2/CMA.5, the GGA aims to enhance adaptive capacity, strengthen resilience, and reduce vulnerability to climate change with a view to contributing to sustainable development and ensuring an adequate adaptation response in the context of the Paris Agreement's temperature goal (UNFCCC, 2025).

Global stocktake: Established under Article 14 of the Paris Agreement and implemented through Decision 19/CMA.1, the global stocktake assesses collective progress toward achieving the purpose and long-term goals of the Agreement (UNFCCC, 2025).

What is MEL for NAP Processes?

MEL is both a dedicated phase and a continuous, cross-cutting set of activities within NAP processes. It provides feedback to assess and improve adaptation interventions based on what works, for whom, and how.

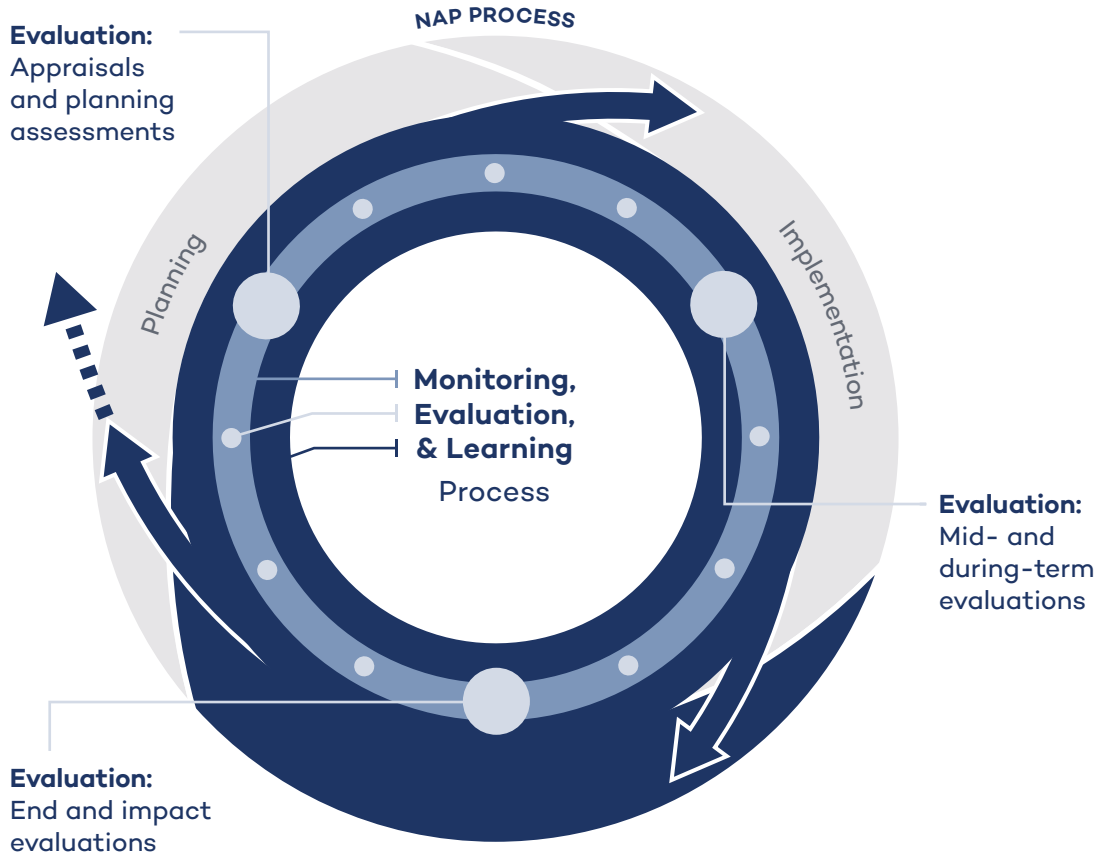
Developing a MEL system offers a structured approach to integrating MEL activities across NAP stages. This includes defining the MEL system's purpose and scope, establishing institutional arrangements, selecting indicators and methods, formulating evaluation questions and learning objectives, and specifying reporting mechanisms. Operationalizing MEL also requires clarifying roles, responsibilities, and resource needs for data collection, analysis, and use.

MEL systems vary by context. Some countries begin with a national MEL framework (e.g., Zambia), while others focus first on priority sectors (e.g., Namibia's focus on agriculture). In all cases, MEL systems should build on existing structures, link with climate risk assessments, and be grounded in inclusive, participatory processes (Beauchamp, 2023).

Defining MEL Components

- Monitoring is the continuous collection and analysis of data to track progress against NAP goals, identify deviations, and support real-time decision making.
- Evaluation occurs at key points to assess performance based on criteria such as relevance, effectiveness, and impact. Evaluations can inform planning (e.g., appraisals), guide course correction (mid-term), or assess overall success (end/impact evaluations).
- Progress reporting synthesizes monitoring and evaluation (M&E) findings to assess and communicate progress throughout the NAP process.
- Learning is ongoing, both within and beyond MEL activities. It involves generating and sharing insights to inform adaptation policies and practices, enabling adjustment over time. (Beauchamp, 2023).

Figure 2. MEL in NAP processes



Source: Reproduced from Beauchamp, 2023.

2
Structure and Methodology of the Report

Structure

This report is structured around the phases of the NAP process, as per the IAC, aligning with the recent decision to establish the UAE Framework for Global Climate Resilience at the 28th UN Climate Conference (COP 28).

Methodology

This analysis is grounded in a review of 62 multisectoral NAP documents submitted to the UNFCCC as of June 30, 2025. Continuously updated information on the integration of MEL in NAPs, as new submissions are made to the UNFCCC, is available on the NAP Trends platform of the NAP GN.

The identification of trends across these submissions was guided by the following methodological principles:

- **structured coding**: MEL-related content was coded using a predefined framework covering elements such as theories of change, indicator types, and learning mechanisms.
- **mixed methods**: Quantitative counts (e.g., frequency of MEL frameworks) were combined with qualitative analysis to explore how learning, evaluation, and effectiveness were addressed.
- **contextual sensitivity**: The analysis explicitly accounted for country-specific capacities and constraints, acknowledging that variation in MEL system design and implementation may stem from differences in institutional resources, technical capacity, or access to support, rather than solely from political prioritization. Normative judgements regarding the presence or absence of specific elements were, therefore, avoided.
- **commitment to transparency and replicability**: Coding criteria and definitions were fully documented to support reproducibility, longitudinal tracking and updating in future reviews.

An important methodological caveat is that this analysis is based solely on the content of **publicly available NAP documents**, which may not fully reflect the entirety of each country's MEL system. In some cases, countries appear to have included only partial elements

or excluded certain components of their MEL systems, either because these elements were still under development, considered internal, or omitted due to space or reporting constraints. As a result, the findings may not capture the full extent of MEL practices in place, which has implications for the **completeness** and **comparability** of the analysis across countries.

A second important caveat relates to the **variation in the timing of NAP document submissions**. The MEL systems reviewed reflect their status at the time of NAP document submission, which ranges from **October 2015** to **April 2025**. This broad time span (10 years) may mean that countries were at different stages in terms of institutional capacity, data systems, and adaptation planning process when their NAP documents were developed. This temporal variation may influence the level of maturity and detail of MEL systems reflected in the NAP documents and should be considered when interpreting cross-country findings or identifying trends.

3
Overview of MEL Systems in NAP documents: Emerging trends

This section analyzes how MEL has been integrated into the NAP documents, including the identification of institutional responsibilities, the articulation of MEL's primary objectives, the extent of stocktaking of existing MEL systems, and the provision of financial resources for MEL activities.

Integration of MEL Into NAP Documents

All 62 NAP documents reviewed (100%) include MEL considerations, with 89% of NAP documents including a dedicated chapter, section, subsection, or annex on MEL in their NAP document. This demonstrates recognition of MEL as a core component of NAP processes. This is illustrated further by 82% of NAP documents clearly articulating the **overarching purpose, objective, or focus** of their MEL system in their NAP document, though they may or may not have included the full or partial MEL framework in the NAP document.

For instance, Mongolia's NAP document (2025) aims to "establish a robust mechanism to track progress, assess outcomes, communicate findings, and incorporate new lessons to guide future adaptation decisions" for its MEL system for NAP process (Ministry of Environment and Climate Change, 2025, p. 51). It is based on six core principles: simplicity; inclusivity; specific, measurable, attainable, relevant, and time-bound indicators; alignment with national priorities; continuous learning; and building on existing frameworks and sources of data. Mongolia's NAP proposes the establishment of an M&E framework with targets and indicators for each activity, description of responsibilities, framework structure, and implementation, and reporting mechanism.

Overall, 73% of the NAP documents reviewed also include a full or partial MEL framework in their NAP document or reference an existing MEL framework separate from the NAP document. A NAP document is considered to contain a MEL framework if the document details the approach or methodology for monitoring, tracking, and evaluating progress, such as a description of institutional roles and responsibilities related to MEL, logic models, specific indicators and targets, and data collection, management, and analysis specifications.

Box 2. Key definitions related to MEL during the getting started phase

Objective of the MEL system: The specific, concrete aims or targets that unpack the purpose(s) of a MEL system for the NAP process. Objectives will relate to how overarching purposes are implemented in the context of the NAP process or the components of the NAP process. These objectives shape subsequent MEL activities, influencing the choice of MEL approaches, indicators, data collection, and how adaptation progress is assessed (Beauchamp et al., 2024).

Institutional Responsibility, Stocktaking, and Financing

A total of 89% of NAP documents identify **institutions or specific teams** that will be responsible for the different MEL activities, reflecting strong institutional anchoring. These include the ministry responsible for environment, the national climate change committee, each sectoral and line ministry, and decentralized subnational government entities. However, only 11 countries' NAP documents (18%) report having **dedicated MEL officers, teams, or units** in place.

Of the reviewed NAP documents, 31% report having conducted a stocktake[1] of existing MEL systems and/or indicated that their MEL system builds upon other MEL systems, whereas 29% of NAP documents report planning to conduct a stocktake of existing MEL systems, and/or build on other MEL systems, whether national and/or international. For instance, Ethiopia's NAP document (Federal Democratic Republic of Ethiopia, 2019) recognizes that the NAP M&E system is operating in the context of other systems with mutual linkages. It conducted a stocktake of other relevant M&E systems, including the Climate Resilient Green Economy systems, 5-year development plan system and other systems of sectoral and cross-sectoral programs. Indicators and data from these systems that are relevant for adaptation will be leveraged for the NAP process.

Overall, 29% mention a source of financing to support the planning, implementation and/or MEL of their MEL system in their NAP document. These can include government budget, bilateral and multilateral climate finance (e.g., World Bank, Green Climate Fund), and national environmental and climate funds. For instance, Nepal's NAP document (Government of Nepal, 2021) specifies that it will allocate at least 5% of each priority program's total budget to monitoring, review, and reporting to ensure a robust system. Rather than creating a stand-alone MEL fund, Nepal aims to mainstream MEL financing across all NAP implementation budgets. Nepal also proposes to establish the Change Data Management Monitoring and Reporting Centre, which will support monitoring, review, and reporting activities across government levels and sectors. In addition, sectoral ministries, provincial and local governments, and other stakeholders will have focal persons or teams responsible for M&E activities.

[1] Stocktaking refers to a process through which a country systematically reviews and assesses existing national MEL systems, such as those related to the NDC, SDGs, national development plans, climate finance tracking frameworks, or sectoral MEL systems, to identify elements that could inform, align with, or be integrated into the emerging MEL system for the NAP process.

4
MEL in the IVRA Phase: Emerging trends

This section examines whether and in what manner NAP documents refer to and incorporate IVRA-type assessments[2] within their MEL systems. This analysis considers whether these impact, vulnerability, and/or risk assessments are used as baselines, contextual information, or as a possible source of indicators.

IVRAs are foundational for effective adaptation planning and implementation. These assessments support countries in identifying current and projected climate risks, understanding vulnerable sectors and populations, and prioritizing adaptation responses (Adaptation Committee, 2025). Integrating IVRA outputs into MEL systems supports the development of risk, vulnerability, and/or impact-informed MEL systems through risk, vulnerability, and/or impact-informed indicators and baselines, improving the relevance and effectiveness of MEL systems for NAP processes.

Box 3. Key definitions related to MEL during the IVRA phase

IVRA: In line with the latest definition in the Intergovernmental Panel on Climate Change (IPCC) Sixth Assessment Report (IPCC, 2022b) and the UNFCCC's UAE Framework for Global Climate Resilience, we use IVRA as an overarching term that refers to the qualitative and/or quantitative estimation of climate change impacts, vulnerability, and risks and/or adaptation (or resilience), recognizing that countries focus on different elements of IVRAs using a variety of approaches, depending on their needs, priorities, and capacity (NAP GN, 2023, 2025).

Risk assessment: The qualitative and/or quantitative estimation of climate-related risks, understood as the potential for adverse consequences for human or ecological systems. In the context of climate change, such risks arise from the interaction of hazard, exposure, and vulnerability. Risk assessments help to identify, characterize, and prioritize these risks to inform adaptation planning and decision making (IPCC, 2021, 2022a).

Vulnerability assessment: the qualitative and/or quantitative estimation of the propensity or predisposition to be adversely affected. Vulnerability encompasses a variety of concepts and elements including sensitivity or susceptibility to harm and lack of capacity to cope and adapt (IPCC, 2014).

[2] The terms "CRA," "VRA," and "IVRA" were reviewed across NAP documents to reflect the diverse terminologies countries use to describe climate risk analysis. While these assessments share core diagnostic functions, such as identifying exposure, sensitivity, adaptive capacity, and impacts, their labelling varies in line with evolving adaptation planning framings and national contexts. Including all three terms allowed for a comprehensive assessment of how countries approach the diagnosis of climate risks, vulnerabilities, and impacts in their NAP processes.

Linkages Between IVRAs and the MEL System

Out of the 62 NAP documents reviewed, 48% identified linkages between climate risk assessments (CRAs), vulnerability risk assessments (VRAs), or IVRAs and their MEL systems, using CRA/VRA/IVRA outputs as baseline data, contextual inputs and/or risk-based indicators to inform MEL process. However, 52% made no reference to a linkage between impact, risk, and/or vulnerability assessment tools and MEL systems.

Main Typologies of Linkages Between IVRA-Type Assessments and MEL Systems

IVRAs as Baseline Data

Bhutan's NAP document (Department of Environment and Climate Change, Royal Government of Bhutan, 2023) recommends building on the 2021 Climate Change Vulnerability Analyses (CCVA) conducted during the NAP formulation. It provides a baseline and uses indices that could serve as proxies for resilience, enabling trend tracking over time through a scoreboard approach. Adaptation priorities and enabling actions were identified through vulnerability assessments, technical workshops, and stakeholder consultations, consolidating findings from the NAP Readiness Project, the first NDC (2015), and Bhutan's Third National Communication, along with other national strategies. Bosnia and Herzegovina's NAP document (Government of Bosnia and Herzegovina, 2022) states that

> the aim of its M&E system is to monitor and quantify progress towards adaptation against the national CCA strategy or plan, based on vulnerability/risk assessment and prioritisation of CCA measures and activities. Similarly, certain parts of the M&E system provide the data and information needed to assess risk/vulnerability. (p.81)

IVRAs as Impact, Vulnerability and/or Risk-Based Indicators

Albania's NAP document (Republic of Albania, 2021) defines indicators related to the reduction of flood-related damages and increased agricultural resilience against droughts, both of which are underpinned by data derived from vulnerability and risk assessments (pp. 20–22). Colombia's NAP document (Departamento Nacional de Planeación, 2018) states it will align its outcome indicators with national analyses on vulnerability and exposure, as well as with the analytical categories of the *Sistema Nacional de Indicadores de Adaptación al Cambio Climático* (SNIACC)'s conceptual framework on climate change adaptation (e.g., hazard and/or exposure). The NAP document stresses that these vulnerability and/or risk-based indicators should be formulated and periodically updated in accordance with the objectives and targets of sectoral and territorial plans (p. 76). Nepal's NAP document (Government of Nepal, 2021) proposes developing indicators informed by available data on climate trends, vulnerabilities, socio-economic conditions, and the status of natural resources and land use, drawing on sources such as vulnerability assessments (p. 133). Mongolia's NAP document (Ministry of Environment and Climate Change, 2025) constructed risk indicators based on the climate

risk assessment of sectors sensitive to climate change and evaluations of current and future vulnerability and resilience indices (p. 19).

IVRAs as Dynamic Inputs for Adaptive MEL Systems

Ethiopia's NAP document (Federal Democratic Republic of Ethiopia, 2019) proposes to adopt a model whereby monitoring processes are adjusted in response to changes in sectoral vulnerability or climate impacts (p. 49). Niger's NAP document (République du Niger, 2022) highlights a result-based management model, linking regular updates of vulnerability data to MEL indicators. Data collection and reporting systems are institutionalized within the national planning cycle, ensuring that new risk information directly informs adaptation monitoring and evaluation (p. 242). It includes a revision process that can be triggered by new vulnerability data, changes in international climate negotiations, or evolving national circumstances (p. 228). Trinidad and Tobago's NAP document (Ministry of Planning and Development, 2024) states that it will apply the Dynamic Adaptive Policy Pathways methodology[3] to this MEL system. This approach enables the identification of adaptation tipping points and the systematic monitoring of conditions that may require adjustments to policies or interventions. Risk and vulnerability assessments are central to this process, ensuring that adaptation strategies remain responsive to emerging climate-related risks (p. 61).

[3] The Dynamic Adaptive Policy Pathways model enables long-term, flexible planning under uncertainty by (a) identifying plausible future scenarios; (b) mapping adaptation pathways that remain effective across multiple futures; (c) defining Adaptation Tipping Points where current strategies fail; (d) setting triggers for timely policy shifts; and (e) integrating a MEL framework to track progress and inform decision points based on new information (Haasnoot et al., 2019).

5
MEL in the Planning Phase: Emerging trends

This section analyzes the extent to which MEL has been integrated during the planning phase of the NAP documents, with a focus on the use of **logic models**, the **types and levels of indicators**, and the inclusion of **gender equality and social inclusion (GESI)** considerations. Early integration of MEL enables countries to define coherent results chains, establish measurable targets, and proactively address inclusion considerations within adaptation planning.

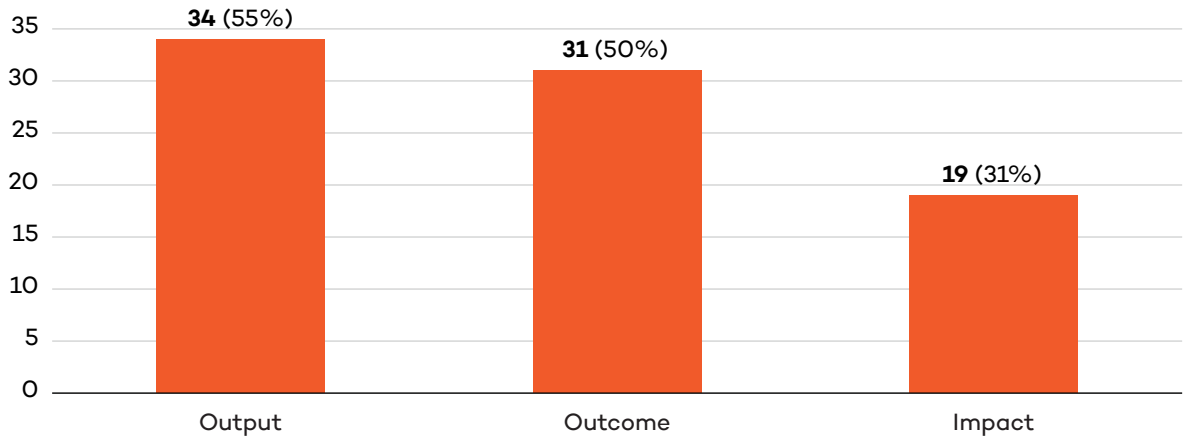
Incorporation of Logic Models in NAP Documents

Overall, 52% of the NAP documents mention a logic model, whether a theory of change (ToC) or a logical framework (logframe), as part of their NAP process and/or MEL system (see Box 3). For example, Niger's NAP document (République du Niger, 2022) includes a logframe for the implementation of its NAP process and an accompanying monitoring plan (pp. 215–224), which together establish a structured foundation for results-based adaptation planning. The framework clearly sets out strategic priorities, identifies corresponding actions, defines indicators to track progress, and assigns institutional responsibilities, thereby enabling systematic implementation and monitoring of the NAP.

Incorporation of Indicators in NAP Documents

A total of 66% of NAP documents list specific indicators used (or intended for use) as part of an existing or planned MEL system (NAP Global Network, 2025). The level of detail and specificity of the indicators described in NAP documents, however, vary per country. Of the NAP documents reviewed, 47% report the use or planned use of **both qualitative and quantitative indicators** in their existing or planned MEL system, indicating efforts to balance numerical measurement with contextual analysis. Overall, 55% define **output indicators** in their MEL systems and list them, 50% define **outcome indicators**, and 31% define for **impact indicators**. These results suggests that the MEL components included in NAP documents focus primarily on tracking implementation through output-level indicators.

Figure 3. Breakdown of indicator levels as reported in the 62 NAP documents (by count and %)



Source: Authors.

Only five NAP documents (8%) report using or intending to include **indicators for climate parameters, adaptation actions, adaptation process, and adaptation results** in their MEL systems, reflecting fully comprehensive indicator frameworks. Those five countries are Benin, Brazil, Madagascar, Thailand, and Trinidad and Tobago. Brazil's NAP document (Ministry of Environment, 2016) features a comprehensive and multidimensional indicator framework encompassing climate parameters, adaptation actions, adaptation processes, and adaptation results-level indicators (pp. 22–36). The framework integrates both quantitative and qualitative measures to enable robust tracking of progress across all dimensions of adaptation planning and implementation. Table 1 presents brief definitions of the four types of adaptation indicators, together with illustrative examples drawn from Brazil's NAP MEL system as outlined in its NAP document (pp. 22–36).

Table 1. Summary of the four indicator types, accompanied by illustrative examples from Brazil's NAP MEL system

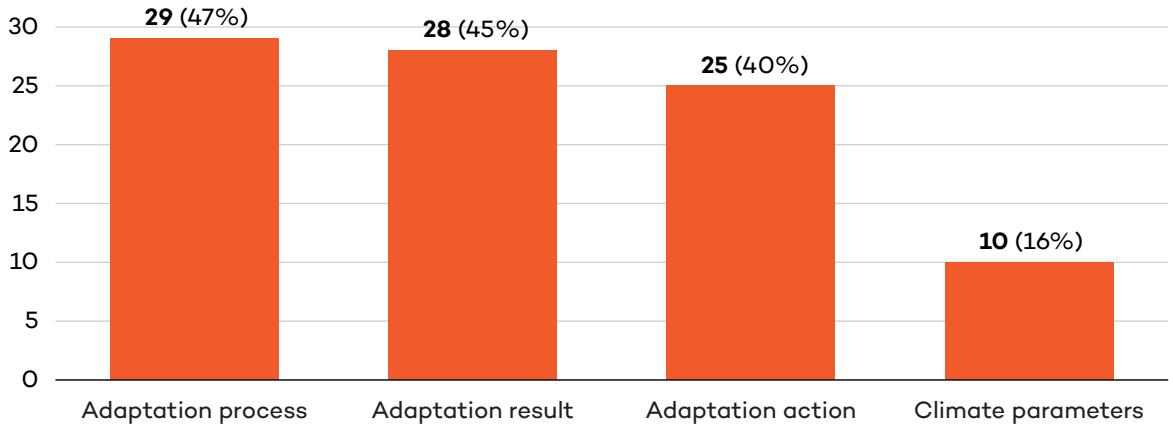
Indicator type	Brief definition	Examples
Climate parameter indicators	Measure observed or projected changes in climatic variables relevant to adaptation	Rainfall, sea level, temperature (p. 6), Prediction and Research Moored Array in the Tropical Atlantic (PIRATA) ocean monitoring data (p. 213)
Adaptation action indicators	Measure the implementation of specific adaptation activities	Number of conservation units with monitoring implemented and maintained per year (p. 30)

Indicator type	Brief definition	Examples
Adaptation process indicators	Measure the enabling conditions and institutional arrangements that support adaptation	Integration of climate change risk management into current public policies (p. 19)
Adaptation results indicators	Measure the outputs, outcomes, or impacts of adaptation actions	Percentage of municipalities with information on registration, control, and surveillance of drinking water quality recorded (p. 181)

Source: Ministry of Environment, 2016.

An additional 15 countries (24%) report using or intending to include indicators for adaptation actions, processes, and results, though without explicitly using climate parameters. For instance, Nepal's NAP document (Government of Nepal, 2021) lists indicators for adaptation actions, processes, and results, and details an approach that will include the development of sector-wise monitoring and reporting frameworks that include outcome- and impact-level progress indicators for the NAP priority programs and data sources to establish baselines and measure progress. Process and outcome-level indicators will be identified for the adaptation programs in the NAP to help measure the results. Indicators will align with existing indicators and targets at the national level (National Development Plan) and major international mechanisms (e.g., Paris Agreement and UN Sustainable Development Goals). Indicators will be based on available data on climate trends, vulnerabilities, economic and social dimensions, and the status of natural resources and land use from various sources (e.g., meteorological data and vulnerability assessments) to avoid creating an unnecessary burden of data collection and reporting (p. 133).

Figure 4. Breakdown of indicator types as reported in the 62 NAP documents (by count and %)



Source: Authors.

Integration of GESI Considerations

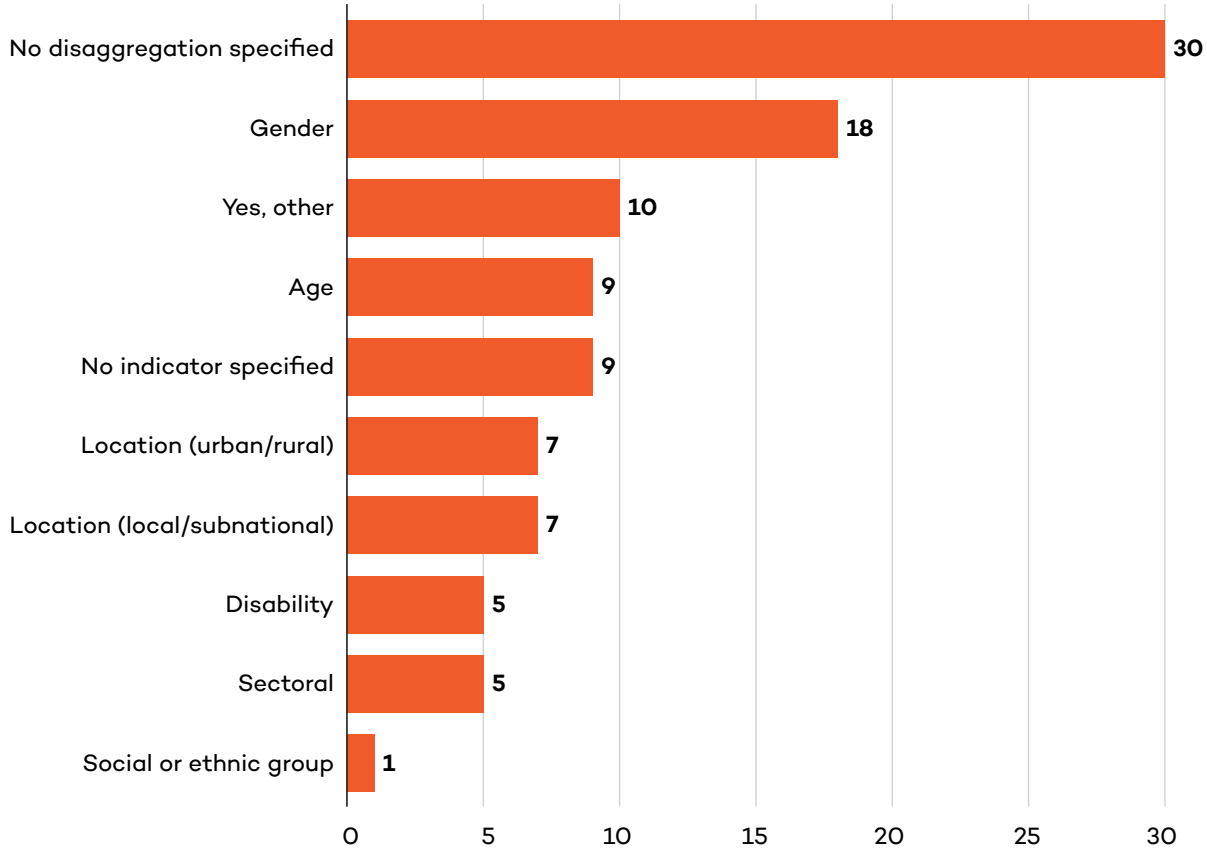
The integration of GESI considerations into MEL systems is essential because MEL offers a particularly strategic opportunity to integrate gender considerations in a meaningful and measurable way. This opportunity has been further reinforced by the United Arab Emirates Framework for Global Climate Resilience, adopted at COP 28, which sets an explicit target for countries to establish gender-responsive and participatory NAP processes that effectively reach vulnerable communities by 2030 (UNFCCC, 2023). As countries include GESI considerations in each step of the NAP process (i.e., assessing climate risks, defining adaptation priorities, implementing actions, and monitoring outcomes), MEL systems can ensure that these efforts can be systematically tracked, evaluated and improved over time, ensuring accountability and transformative impact (NAP Global Network, 2025).

Gender-responsive indicators specifically are essential in MEL systems to ensure that adaptation actions are equitable, effective, and inclusive. They help track how climate policies affect women, men, and marginalized groups differently, allowing for more targeted and just adaptation outcomes. Without such indicators, MEL systems risk overlooking disproportionate vulnerabilities, exclusion from decision making, and unequal access to adaptation benefits (NAP Global Network, 2025).

When looking at NAP documents, we find that 27% of NAP documents have incorporated, are in the process of incorporating, or intend to incorporate GESI considerations into their ToC, logic models, or overarching objectives. Overall, 45% report the development, ongoing development, or planned development of gender-responsive indicators in their NAP documents, suggesting a broader but still incomplete effort to embed gender responsiveness within MEL systems. A total of 29% either include gender-disaggregated indicators or explicitly state an intention to disaggregate indicators by gender in their NAP documents, whereas 15% either include age-disaggregated indicators or explicitly state an intention to disaggregate indicators by age. Of reviewed NAP documents, 11% either include geography typology-disaggregated indicators (urban vs rural) or explicitly state an intention to disaggregate indicators by rural/urban parameters. In addition, 8% either include disability-disaggregated indicators or explicitly state an intention to disaggregate indicators by disability in their NAP documents. Finally, 8% of NAP documents either include sector-disaggregated indicators or explicitly state an intention to disaggregate indicators by sector.

For instance, the Marshall Islands' NAP document (Ministry of the Environment, 2023) integrates GESI considerations through clearly defined outcomes and performance indicators. Outcome statements focus on inclusivity in decision making and sectoral resilience, with corresponding indicators, such as the establishment of a gender-disaggregated database, GESI-aware data collection, and gender-based budgeting mechanisms (p. 210). The MEL system tracks gender-sensitive variables and promotes access to services for women, youth, the elderly, and other vulnerable groups across outer atolls (p. 211). These efforts demonstrate a structured approach to embedding gender considerations through indicators, disaggregation, and outcome-based MEL design.

Figure 5. Disaggregation of indicators in NAP documents by dimensions (by count)



Source: Authors.

Box 4. Key definitions related to MEL during the planning phase

Gender-responsive indicator: An indicator is a reference point against which changes over time can be assessed. A gender indicator measures gender-related changes, including the situation of women and men and the gap between them. A gender-responsive indicator goes further by reflecting an understanding of gender roles and inequalities to promote equal participation and the fair distribution of benefits. It requires that activities be designed with these considerations in mind before such outcomes can be effectively measured (United Nations Development Programme, 2020).

Indicator: A quantitative or qualitative factor or variable related to an intervention and its results or to the context in which it takes place (Organisation for Economic Co operation and Development [OECD], 2023). Four common types of adaptation indicators are climate parameter indicators, adaptation action indicators, adaptation process indicators, and adaptation results indicators. Results indicators can be formulated at the output, outcome, and impact levels, depending on the stage of the results chain being measured (UNFCCC, 2025a; Beauchamp et al., 2024).

Impact (MEL): Impacts are the ultimate effects or longer-term changes resulting from an intervention. Impacts may be intended or unintended and positive or negative (OECD, 2023). The impacts of adaptation actions may not be apparent until long after an intervention has ended. The term "impact" is distinct from the term "climate change impact," which describes the consequences of climate change, such as the occurrence of extreme weather events (Beauchamp et al., 2024).

Logic model: It defines intended results and explains how the activities of an intervention are expected to contribute to short- and long-term change. Theories of change are a common type of logical model. In the context of the NAP process, logic models outline how the NAP process is expected to achieve its objectives. A logic model provides an important reference for a MEL system. For example, a MEL system can examine the assumptions that underpin the logic model (Beauchamp et al., 2024)

Logframe: A logframe is used to improve the design of interventions, most often at the project level. It involves identifying strategic elements (inputs, activities, outputs, outcomes, impacts) and their causal relationships, as well as indicators and the assumptions or risks that may influence success and failure. It facilitates planning, execution, monitoring and evaluation of an intervention (OECD, 2022).

Outcome: Outcomes are short- and medium-term changes resulting from an intervention's outputs, which include changes in institutional and behavioural capacities (OECD, 2023c). Outcomes can include changes in capacities and characteristics that make people and systems able to anticipate, avoid, plan for, cope with, recover from, and adapt to climate change and other hazards (Beauchamp et al., 2024).

Output: Outputs are products, goods, and services resulting from an intervention and may also include short-term changes resulting from an intervention that contribute to its outcomes (OECD, 2023). Outputs of the NAP process might include policy actions, projects, programs, stakeholder engagement and awareness campaigns, and institutional structures and coordination arrangements (Beauchamp et al., 2024).

Results: The outputs, outcomes, or impacts (intended or unintended, positive or negative) of an intervention (OECD, 2023).

Results framework: Explicit articulation (typically, in a graphical or tabular manner) of how a strategy or intervention will achieve the objective(s), including causal relationships and underlying assumptions and risks. Generally, it includes indicators (with baseline, data source, means of verification, etc., for each) for the full results chain: inputs, activities, outputs, outcomes, and impacts (OECD, 2023).

ToC: A ToC is the way the intervention is expected to achieve or achieves change. It represents how people understand change to occur in each context, including explicit (or implicit) assumptions about the causal links between inputs, activities, and results. Often also includes evidence and risks for these elements of the results chain (OECD, 2022).

6
MEL in the Implementation Phase: Emerging trends

This section examines whether and how countries' NAP documents address the implementation of MEL systems. It assesses the extent to which documents describe concrete components of MEL system implementation, such as data collection, management and analysis, and whether they include an implementation roadmap. The analysis of these components provides insight into the degree of institutional readiness for MEL system implementation for NAP processes.

MEL Implementation, Roadmaps, and Data Collection, Management, and Analysis

Most NAP documents examined include references to either past, ongoing, or future implementation of their MEL system, with 87% of NAP documents stating that their MEL system is under implementation, already implemented, or planned for future implementation. For instance, Grenada's NAP document (Government of Grenada, 2017) references the **future** implementation of its MEL system. It specifies that

> it will appoint a dedicated M&E officer in the Environment Division to coordinate M&E for the NAP; establish a reporting framework based on agreed indicators, ensure that financial resources for M&E are integrated in the budget and prepare and disseminate annual M&E reports. (p. 72)

These statements indicate that the MEL system was, at the time of the NAP's publication in 2017, in the planning or setup phase, with specific actions mentioned to implement it. Jordan's NAP document (Ministry of Environment, 2022) references the **future** implementation of its MEL system (p. 50). It states that it will strengthen its national institutional framework, governance, policies, strategies, and legislation through the review and upgrade of the "institutional set up of the MoEnv [Ministry of Environment] and other key related ministries" (p. 15) and the establishment of the "Adaptation technical Group under the provision of the Climate Change regulation and prepare of ToRs for its functions and objectives," (p. 50) in order to implement its MEL system.

Furthermore, 39% include or commit to developing a **timeline, work plan, or roadmap** for MEL system implementation, reflecting that fewer than half of countries have articulated a structured and time-bound approach to implementing their MEL systems. However, the specificity, detail, and operational clarity vary considerably. Some countries provide structured MEL **implementation plans with annual milestones, phases, or evaluation cycles**.

For instance, Haiti's NAP document (République d'Haïti, 2023) references both the **past and future** implementation of its MEL system and provides a year-by-year roadmap for the phased implementation of its NAP from 2023 to 2030 (p. 79), which includes its MEL system rollout (2023–2024). The roadmap also includes regular monitoring, reporting, and information campaigns starting in 2023 and continuing through 2030. An impact evaluation of adaptation actions is planned for 2025, followed by the establishment of a systematic observation system in 2028. A vulnerability assessment of key socio-economic sectors will be conducted in 2029. In 2030, a mid-term implementation report will be produced, alongside the second national adaptation conference and an update of the NAP. Ecuador's NAP document (Ministerio del Ambiente, Agua y Transición Ecológica, 2023) also clearly states that the implementation of its MEL system will take place from 2023 to 2027 (p. 208); details the steps and timeline for the monitoring, evaluation, and updating processes, emphasizing that annual monitoring reports will be submitted to the Ministerio del Ambiente, Agua y Transición Ecológica (MAATE) for consolidation and approval by the CICC (pp. 210–211); and specifies that the evaluation of the NAP will take place quadrennially, based on the monitoring data collected during the implementation phase (pp. 216–217). As for **data collection, management, and analysis considerations for the MEL system**, 95% of NAP documents mention them, indicating a strong emphasis on planning to establish the technical foundations necessary for effective monitoring and evaluation.

7
MEL in the MEL Phase: Emerging trends

This section analyzes how countries are integrating MEL commitments into their NAP documents. It quantifies commitments to reporting on adaptation progress at both national and international levels, including through key UNFCCC instruments. It also assesses the extent to which countries plan to evaluate adaptation actions and the NAP process itself. Finally, it examines how MEL is being used to track adaptation finance, nature-based solutions, and alignment between the NAP's and NDC's MEL systems.

The review of the 62 NAP documents shows that 37% reference reporting for national purposes (e.g., tracking progress toward national development goals), while 38% refer to UNFCCC reporting instruments: 15% mention AdComs, 20% BTRs, and 31% national communications.

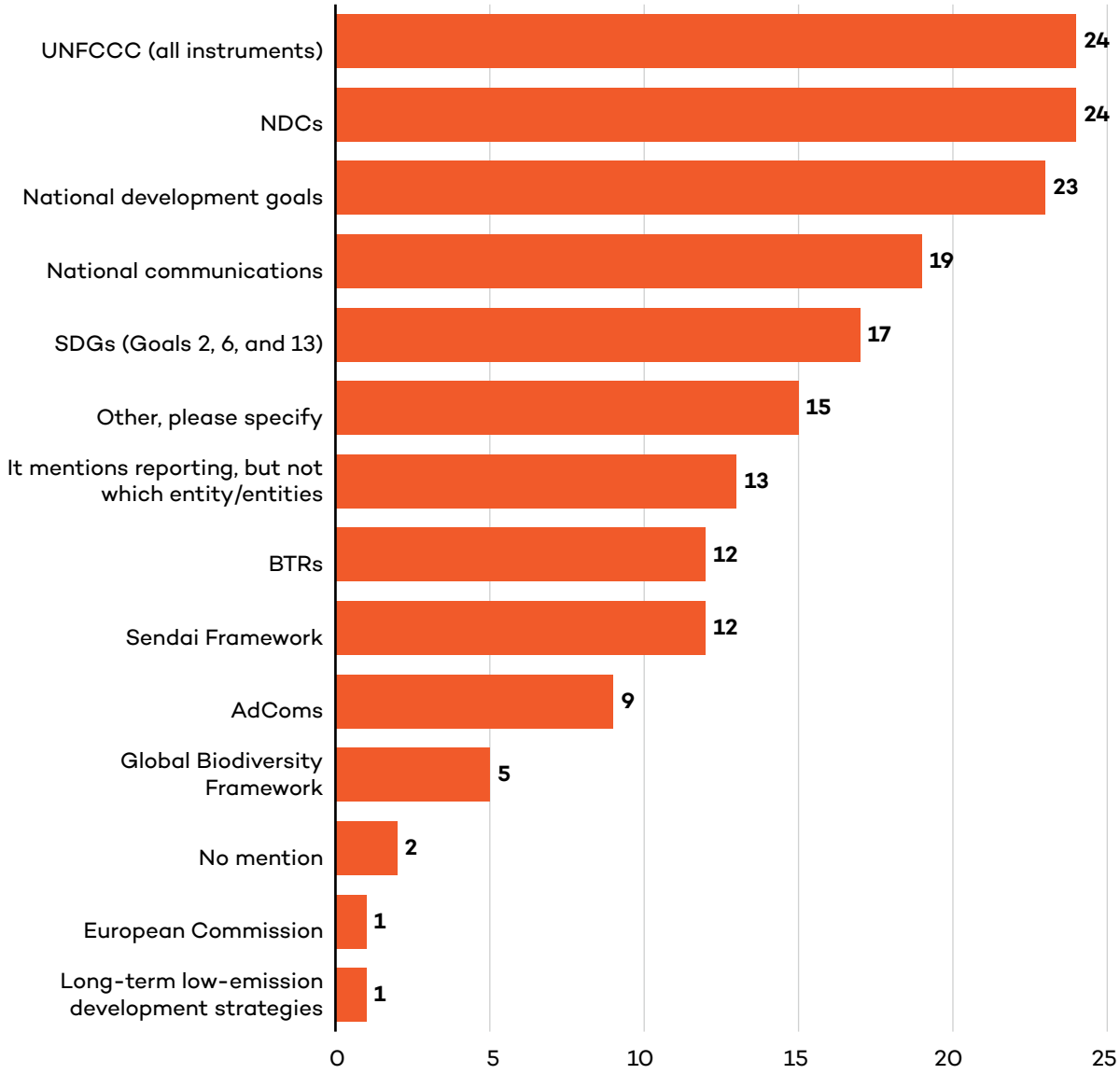
It also reveals that while 73% of NAP documents include a general commitment to evaluating adaptation actions or the NAP process, only 8% (5 countries) specifically mention mid-term evaluations. These five countries are Ethiopia, Fiji, Liberia, Moldova, and Peru. Even fewer countries (four countries, or 7%) make an explicit commitment to final or impact evaluations. Those four countries are Ethiopia, Liberia, Moldova, and Peru.

Box 5. Key definitions related to MEL during the MEL phase

Evaluation: Occurs at strategic points throughout the NAP process to determine the performance or success of implementation of the NAP process as per its stated goals. Whereas monitoring tracks implementation and looks at trends in performance, evaluation involves a more comprehensive and in-depth analysis of specific performance-related criteria such as relevance, effectiveness, efficiency, coherence, equity and sustainability (Beauchamp et al., 2024).

Effectiveness: The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups. Note: Analysis of effectiveness involves taking account of the relative importance of the objectives or results (OECD, 2023).

Figure 6. Number of countries' NAP documents committing to different national and international reporting instruments (per country)



Source: Authors.

Furthermore, out of the 62 NAP documents reviewed, 66% report using or intending to use MEL to track and/or evaluate **financial flows or fund efficiency or adaptation expenditures**. For instance, Bhutan's NAP document (Department of Environment and Climate Change, Royal Government of Bhutan, 2023) intends to "monitor and report flow of financial support from domestic and international sources for climate action through the government budgetary system to ensure transparency of support needed and received" (pp. 105–106). Fiji's NAP document (Government of the Republic of Fiji, 2018) commits to developing an MRV system to track public and private resource mobilization (including leveraged resources) for adaptation by state and non-state actors within 5 years (p. 60). Cambodia's NAP document (National Climate Change Committee, 2013) states that a transitional period will be required to put in place adequate monitoring, evaluation, and

financial tracking systems to effectively assess the impact and efficiency of climate change budget support. A national climate fund may be set up to receive domestic and external financial support and allocate it to high-priority climate change projects (pp. 24–25). Peru's NAP document (Ministerio del Ambiente, 2021) outlines an approach for analyzing economic investment trends to assess the efficiency of adaptation financing and implementation. It proposes a financial efficiency tracking tool that compares planned versus actual expenditures, using percentage calculations and a table format to assess budget execution. The NAP also recommends leveraging the national public financial management system (Sistema Integrado de Administración Financiera) to monitor adaptation budget execution, including disaggregation by thematic area or specific adaptation measure (p. 205). Albania's NAP document (Republic of Albania, 2021) explicitly links MEL to the tracking of climate finance, especially in the context of national budgeting and EU reporting. It refers to using OECD-Development Assistance Committee climate markers to identify and track adaptation finance: "Markers developed by the OECD-[Development Assistance Committee] system to track climate finance can be introduced as a reporting standard" (p. 38).

Finally, the analysis reveals that 26% of NAP documents report using or intending to use MEL to track and/or evaluate **nature-based solutions or ecosystem-based adaptation**, whereas 31% report using or intending to use MEL to track and/or evaluate **NDC-NAP alignment of MEL systems**.

8
Conclusion

This analysis finds that MEL is widely acknowledged across NAP documents (100%), reflecting strong institutional awareness. However, only 29% of NAP documents mention a source of dedicated financing for the planning, implementation, and/or MEL of their MEL system for NAP processes. Furthermore, only 18% of NAP documents report having **dedicated MEL officers, teams, or units** in place, highlighting an opportunity to strengthen the institutional and resource base for MEL implementation.

Regarding indicator frameworks, they are increasingly integrated, with 66% of countries' NAP documents listing specific indicators used or intended for use as part of an existing or planned MEL system. These efforts currently prioritize output- and outcome-level indicators, which are included in 55% and 50% of countries' NAP documents, respectively. In contrast, only 31% of NAP documents include impact-level indicators, which may suggest a gradual, phased approach toward building more comprehensive indicator frameworks. GESI considerations are gaining traction, with 45% of countries' NAP documents reporting the development or planned use of gender-responsive indicators. To fully embed inclusive MEL practices, greater disaggregation by age, disability, and geography could be incorporated, as only 15%, 8%, and 11% of NAP documents currently include indicators disaggregated by these categories, respectively.

While 48% of NAP documents link MEL to IVRAs, expanding this integration offers significant potential to inform baselines and increase the relevance of indicators based on climate risk data. Only 39% of NAP documents include dedicated timelines or roadmaps for MEL system implementation. Developing structured rollout plans could improve predictability, coordination, and the integration of MEL as a continuous function. Only 37% of NAP documents report commitments to reporting for national purposes, such as tracking progress toward national development goals. Meanwhile, 38% commit to reporting through UNFCCC instruments, with 15% specifically referencing AdComs, 20% BTRs, and 31% national communications.

Looking ahead, countries could be increasingly supported to strengthen institutional arrangements for MEL system design and implementation. This might include the establishment of dedicated MEL units or focal points, improved cross-sectoral coordination mechanisms and the allocation of adequate financial and human resources. It would be particularly useful if MEL frameworks were systematically informed by IVRAs, with IVRA outputs helping to establish baselines and guide the formulation of adaptation objectives, targets, and indicators grounded in impacts, vulnerabilities, and risks. To strengthen effectiveness, countries could place greater emphasis on developing and implementing outcome- and impact-level indicators to complement existing output-level metrics and enable more robust tracking across the results chain. It would also be valuable to see greater

integration of GESI into MEL systems, through, for instance, the use of gender-responsive indicators and systematic disaggregation by sex, age, disability, geography, and other relevant dimensions, aligned with inclusive MEL principles. Furthermore, developing time-bound MEL implementation plans and roadmaps could help guide the rollout of MEL systems, including timelines for data collection, analysis, and evaluation cycles. Finally, it would be highly beneficial if MEL systems were designed to support international reporting obligations under the Enhanced Transparency Framework, such as AdComs and BTRs.

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