



REPORT

From Knowledge to Action

Exploratory examples of integrating learning into national adaptation plans



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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 170 countries involved in NAP processes. 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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Executive Summary

Learning is essential for advancing national adaptation plan (NAP) processes, especially when it is collective and deliberate. However, there is limited documented evidence of governments embedding such learning in their NAP processes or the resulting impacts.

This research examines how collective and deliberate learning was integrated into and supported within the NAP processes of Côte d'Ivoire, Peru, and Rwanda, drawing on document reviews and interviews. The goal is to inspire decision-makers by providing practical examples of how learning can drive impactful climate change adaptation outcomes.

For each country, we documented three types of evidence for collective and deliberate learning within the NAP process:

- activities designed to acquire and disseminate new knowledge on adaptation,
- resulting changes in attitudes or behaviours, and
- factors that enabled the acquisition, dissemination, and application of new knowledge on adaptation.

In Côte d'Ivoire and Peru, the ministries of environment established national platforms in 2020 to foster knowledge sharing among key actors. These platforms focus on integrating the gender–climate nexus into Côte d'Ivoire's development planning and addressing Indigenous adaptation needs within Peru's NAP process. In Rwanda, the Ministry of Environment launched activities in 2022 to monitor, evaluate, and learn from progress on implementing national climate change adaptation priorities.

Across all case studies, three core resulting changes were observed:

- improved knowledge and understanding—particularly of the gender–climate nexus in Côte d'Ivoire;
- strengthened engagement among key actors, including greater collaboration and trust among government, Indigenous Peoples, and local actors; and
- more effective climate change adaptation planning, with better integration of gender; monitoring, evaluation, and learning; and Indigenous perspectives.

Key enabling factors included inclusive leadership, strong institutional frameworks, transparent communication, and regular, diverse engagement. Despite these successes, sustaining collective and deliberate learning is challenging, especially for securing ongoing financial support and maintaining momentum through political and institutional changes. Formalizing platforms, as seen in Peru, is not enough to sustain learning. Ongoing investment in leadership and resources is essential to addressing challenges such as staff turnover and shifting priorities.

Countries are encouraged to adopt and document the three types of evidence discussed in this report—activities designed to acquire and disseminate new knowledge on adaptation, resulting changes in attitudes and behaviours, and enabling factors—to advance the integration of collective and deliberate learning into their NAP processes.

These three types of evidence provide broad ways for governments to demonstrate their commitment to—and actively address—collective and deliberate learning in their NAP processes. By systematically focusing on these elements, countries can make learning more visible and explicit and can properly institutionalize it, thereby strengthening the effectiveness of climate change adaptation planning.

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1

Introduction

The Vital Role of Learning in Advancing Climate Change Adaptation

Adapting to the impacts of climate change demands significant shifts in understanding, attitudes, policy positions, and behaviours—both among those directly affected and among policy-makers and decision-makers. For instance, farmers may need to transition away from cultivating crops that are highly sensitive to climate hazards. At the same time, policy-makers must systematically integrate climate change adaptation (hereafter referred to as simply *adaptation*) considerations into all investment decisions and enhance collaboration across sectors and governance levels to develop comprehensive solutions.

Learning plays a crucial role in driving these changes by enabling the acquisition and dissemination of new knowledge that informs and improves practices. For example, through activities such as monitoring and evaluation (M&E), decision-makers can gain valuable insights into why certain adaptation interventions have—or have not—achieved intended outcomes. Similarly, countries can identify more effective strategies for securing financial resources for the implementation of their adaptation priorities through targeted research and training.

In this paper, we define learning as the acquisition and dissemination of new knowledge that leads to shifts in attitudes, policy positions, and behaviours related to adaptation. This perspective emphasizes that learning is not merely about acquiring new knowledge; it is about seeing and doing things differently based on new understanding. As Tomorrowsmith Foundation (2023) notes, “learning bridges the gap between knowledge and behavior”—learning is knowledge put into action; it is applied knowledge.

Recognizing the central role of learning in advancing adaptation, in 2024, the NAP Global Network conducted an initial analysis to assess how governments have embedded learning into their national adaptation plan (NAP) processes (Dekens & Harvey, 2024). The analysis revealed that references to learning in NAP documents are limited to broad, high-level statements. Concrete evidence detailing who learned, from whom, where, how, and with what results remains sporadic and inadequately documented.

Given the urgency of addressing the impacts of climate change in a context of limited financial resources for adaptation, understanding how to promote learning more effectively is essential.

Purpose of the Report

This report showcases examples of governments that undertook activities aimed at acquiring, assessing, and disseminating new knowledge as part of their NAP process, as well as the resulting changes in attitudes, policy positions, and behaviours related to adaptation. It aims to **showcase practical examples of how learning can drive impactful adaptation outcomes** to inspire policy-makers and decision-makers.

The Importance of Collective and Deliberate Learning in the NAP Process

Maximizing the benefits of learning within complex NAP processes must be both collective and deliberate.

Collective learning refers to learning by multiple actors and institutions involved in the NAP process. Learning must urgently extend beyond isolated individuals' experiences to create shared knowledge that informs broader, more systemic adaptation efforts. Given that one of the goals of the NAP process is to systematically integrate adaptation into development decision making, collective learning—among individuals, organizations, sectors, and governance scales—is vital.

Deliberate learning refers to carefully designed and purposeful activities that are embedded within systems and structures to actively promote reflection and achieve observable changes in attitudes, policy positions, or behaviours related to adaptation. While individuals may learn passively or experientially through “learning by doing,” deliberate learning requires intentional planning, coordination, and follow-through. Governments cannot assume that activities such as M&E, dialogues, research, or training will automatically generate meaningful learning. Deliberate efforts are needed to ensure that such activities lead to learning within the NAP process.

By embedding collective and deliberate learning into NAP processes, governments can strengthen their ability to navigate complex challenges associated with adaptation.

Conditions for Collective and Deliberate Learning

Collective and deliberate learning within the NAP process requires an enabling environment—one that offers policy support, practical opportunities, and encouragement to generate, share, and apply new knowledge continuously. For example, simply bringing diverse actors together is not enough. As Wagner and Ylä-Anttila (2020) demonstrate, large policy forums can fall short of fostering genuine information exchanges and learning, as participants tend to interact primarily with those who already share their views.

The factors supporting learning within the direct sphere of influence of NAP actors include the following:

- **“Learning leaders”:** High-level policy leaders and champions play a crucial role in promoting learning. They encourage individuals and organizations to challenge their existing knowledge, attitudes, and behaviours; facilitate key connections; manage diverse interests; and navigate power dynamics within the NAP process.
- **Supportive institutional arrangements:** Activities supporting the acquisition and dissemination of new knowledge, like dialogues, are often temporary, informal, and lack clarity on how contributions will be integrated into policy planning. Formal structures that provide regular opportunities for dialogue across sectors and scales are essential. These should ensure systematic sharing of new knowledge and include review mechanisms that enable actors to adapt their actions based on emerging evidence.
- **Engagement of diverse actors:** Engaging a broad mix of actors with varied interests and values—especially through regular, face-to-face dialogues—builds trust and promotes shared learning. Innovative approaches to convening and facilitating exchanges, as well as dedicated roles for knowledge translation and dissemination, can further enhance learning.
- **Access to reliable data and tailored knowledge:** Impartial, transparent, and audience-specific data and key messages are critical for informed decision making and effective learning throughout the NAP process.
- **Learning-oriented skills and capacities:** Highly unequal levels of technical knowledge among actors are a key barrier to learning on adaptation (Ensor & Harvey, 2015). A range of skills is needed to foster learning, including facilitation, knowledge brokering, analytical thinking, conflict management, and a tolerance for experimentation and failure. These capacities—whether developed internally or accessed through external partners—help build trust, mutual respect, and open communication among actors involved in the NAP process—all crucial factors for supporting learning.
- **Sustained financial commitment:** A formal, ongoing allocation of financial resources is essential to develop and sustain activities aimed at acquiring and disseminating new knowledge on adaptation, supporting resulting changes in attitudes and behaviours, and enabling other key factors identified above.

These factors are within the control of actors involved in the NAP process, such as ministries of finance; however, external influences, such as political crises, disasters, media attention, and individual cognitive biases, can also shape the efficacy of collective and deliberate learning (Heikkilä & Gerlak, 2023).

Approach and Key Results

We selected three case studies in Côte d'Ivoire, Peru, and Rwanda as examples of good practice. In each case, we documented three core types of evidence for collective and deliberate learning within NAP processes:

- A specific activity or set of activities (or learning-oriented activity/ies) undertaken by the government and other key actors as part of the country's NAP process, designed to acquire and disseminate new knowledge on adaptation among diverse actors and institutions.
- The observed changes in attitudes, policy positions, or behaviours among multiple actors and institutions involved in the NAP process because of this knowledge acquisition and sharing activity.
- The key factors that have enabled the acquisition, dissemination, and application of new knowledge on adaptation. Importantly, the enabling factors identified in each case study are not exhaustive and provide only initial insights, which likely require further research.

While an explicitly defined learning goal or objective—describing what individuals or groups are expected to know, understand, or achieve through learning-oriented activities—can help guide learning efforts within the NAP process, it does not guarantee that deliberate steps will be taken to integrate learning into the process. Therefore, we did not consider statements of commitment to learning as key evidence of deliberate learning in our analysis.

Table 1 gives an overview of the results across the three case studies.

The insights presented are preliminary and based on a review of key documents and a small sample of semi-structured interviews with government and non-governmental actors involved in each country's NAP process. We acknowledge the potential biases arising from the small interview sample, which includes government staff who were directly involved in leading or supporting the activities documented in the case studies. More research is needed to further develop and validate the findings.

Although the same approach was applied across all case studies, their formats differ according to the availability of documented evidence. For Côte d'Ivoire, the findings are based almost exclusively on interview data, as there was limited documented information available regarding the platform's impact. In contrast, the Peru and Rwanda case studies draw more extensively on a review of secondary data.

Table 1. Case study results overview

	Knowledge acquisition and sharing activity	Changes in attitudes, policy positions, and behaviours from knowledge application	Factors supporting the acquisition, sharing, and application of new knowledge on adaptation (<i>non-exhaustive</i>)
Côte d'Ivoire	Information sharing and capacity strengthening on the gender–climate nexus, promoted through a national platform established in 2020 by the Ministry of Environment to connect gender and climate actors	<ul style="list-style-type: none"> • Improved knowledge and understanding of the gender–climate nexus among members of the platform • Emergence of a dynamic community of practice • Better integration of gender issues in adaptation planning 	<ul style="list-style-type: none"> • Inclusive and collegial leadership • Transparent and consistent information sharing from the leadership • Humble and supportive attitudes among members • Regular and diverse interactions
Peru	Intercultural dialogue and knowledge sharing on climate change, promoted through a national platform established in 2020 by the Ministry of Environment to connect government and Indigenous organizations	<ul style="list-style-type: none"> • Greater recognition of Indigenous Peoples' world views and existing adaptation strategies in adaptation planning • Strengthened trust and engagement of Indigenous networks in NAP formulation • Expanded networks between Indigenous leaders and non-government adaptation actors 	<ul style="list-style-type: none"> • Legal status of the platform • Early removal of financial and technical barriers to engagement • Clear mechanisms for Indigenous Peoples' input and validation throughout NAP formulation
Rwanda	Capacity strengthening, reflection workshops, and systematic documentation and reporting to measure progress on national adaptation priorities, as part of a monitoring, evaluation, and learning (MEL) system launched by the Ministry of Environment in 2022	<ul style="list-style-type: none"> • Better confidence in conducting MEL for adaptation • Increased engagement of district officials in MEL for adaptation • Enhanced integration of MEL in adaptation planning 	<ul style="list-style-type: none"> • Strong culture of public accountability with commitment to improvement and knowledge sharing • Learning from M&E prioritized in national development strategies

Source: Compiled by the authors.

2

Case Study: Community of practice on gender and climate change in Côte d'Ivoire

This case study highlights how the Government of Côte d'Ivoire is advancing its NAP process by fostering learning on the gender–climate nexus through a national platform that connects gender and climate actors.

Knowledge Acquisition and Sharing Through Côte d'Ivoire's National Gender and Climate Change Platform

Since 2018, Côte d'Ivoire has been implementing a series of national actions to integrate gender equality into adaptation planning (NAP Global Network, 2021). This commitment is reflected in its updated Nationally Determined Contributions (NDCs) in 2022, as well as in its National Gender and Climate Change Strategy (2020–2024) and accompanying action plan.

The vision of this strategy is stated as such: “By 2030, all actions to combat climate change in Côte d'Ivoire will systematically integrate issues related to gender and social inclusion” (Republic of Côte d'Ivoire, 2019; authors' translation). To support this vision, the Ministry of Environment's National Climate Change Program established the National Gender and Climate Change Platform (PNGCC) in 2020.

This platform is defined as a “national framework for discussion, coordination, and strategic oversight of the process of integrating gender and climate change issues into national and sectoral planning, as well as into policy documents, projects, and development programs in Côte d'Ivoire” (Ministry of Environment, Sustainable Development and Ecological Transition et al., 2025b; authors' translation).

In 2025, 5 years after its creation, the platform brings together about 50 active members representing all development actors: sectoral ministries, the private sector, associations, academia, media, and resource persons. The platform is coordinated by the Gender and Social Inclusion Unit of the National Climate Change Program. One of its main roles is to connect climate actors with those working on gender, promoting skills transfer, and improving understanding of the link between climate change and gender equality.

The platform's activities centre on sharing information and experiences, as well as strengthening capacity around the gender–climate nexus. These efforts are part of an ongoing

process to engage national actors and foster synergies across initiatives. Members exchange information and knowledge through regular meetings—held in person or online—as well as via email and a dedicated WhatsApp group. These meetings also serve to discuss the platform’s organization and operations.

Between 2020 and 2024, the Gender and Social Inclusion Unit of the Ministry of Environment organized 16 capacity-building sessions for platform members (Government of Côte d’Ivoire, 2025). These sessions covered a range of topics, including gender, gender-sensitive approaches, climate change, the gender–climate nexus, communication on these issues, social inclusion, and intersectional approaches.

Platform members are also regularly called upon to ensure the integration of the gender–climate nexus into national planning documents and climate initiatives. For example, they validated the results of the mid-term evaluation of the gender and climate change strategy and were involved in revising and validating Côte d’Ivoire’s first NAP document.

Resulting Changes in Attitudes, Policy Positions, or Behaviours

Three main outcomes have emerged from the information sharing, experience exchange, and capacity-strengthening activities on the gender–climate nexus carried out through the platform: improved knowledge and understanding of the gender–climate nexus among members; the emergence of a dynamic community of practice on this topic; and better integration of gender issues into climate adaptation planning.

✔ Improved knowledge and understanding of the gender–climate nexus among members

Platform members have significantly deepened their knowledge and understanding of the gender–climate nexus, as highlighted by several testimonials collected during the study:

“The gender–climate nexus is still debated in Côte d’Ivoire. There’s a major lack of experts on the topic, and it takes years to master all its subtleties. Today, you can sense much more confidence among platform members on these issues; they are more comfortable and assured. One member even created her own NGO; her involvement in the platform helped her develop expertise” (Platform member representing academia, personal communication, July 2025).

“Before [the capacity-building sessions], we didn’t realize that the effects of climate change were experienced differently by men and women. Through the platform, the topics discussed have given us new insight. It’s opened our minds to a new way of thinking. I also see that the analyses of other members are improving over time. We’re taking ownership of this topic much more than at the start. At first, there was ignorance—we didn’t understand. But today, in everyone’s contributions, you can see a change. The closer I get to the platform, the more open-minded I become” (Platform member representing the private sector, personal communication, July 2025).

“All sectors are represented on the platform. The regular capacity-building sessions organized by the platform allow each actor to understand the perspectives of other sectors and the constraints they face. This helps to understand the issues much more broadly” (Platform member representing associations, personal communication, July 2025).

✓ **Emergence of a dynamic community of practice**

The platform has gradually evolved into an active community of practice, moving beyond simple information sharing. The activities generate interest and motivation among members and foster collaboration:

“The platform meets a need and responds to growing pressure on actors to integrate these themes, even though we have limited coaching or support to do so” (Platform member representing the private sector, personal communication, July 2025).

“The National Investment Bank wants to become a green bank and has developed its gender policy. So, we want to join the platform to share best practices and learn from other actors at the national level” (Platform member representing the private sector, personal communication, July 2025).

“There’s a conviction among platform members to establish partnerships and collaborate. At the core, there’s an awareness of the need to coordinate actions to avoid duplication and increase efficiency. We need to work together to pool resources and exchange practices and knowledge. Members are very interested in the topic, especially as it relates to climate change, which we experience daily. I’ve noticed that even when a member changes jobs, they remain on the platform as a resource person” (Platform member representing associations, personal communication, July 2025).

Regular interactions have fostered new social ties and a strong sense of belonging, facilitating long-term exchange and mutual support:

“We’ve built a sense of fraternity among members. I really like this platform; it’s developed deep and collegial personal relationships. Everyone can contribute, everyone is included, everyone has their place, and that puts everyone at ease. Seeing each other regularly at activities strengthens the bonds between members” (Platform member representing academia, personal communication, July 2025).

“Today, you get the impression that the platform’s members work in the same organization, that they’ve always known each other. There’s a certain familiarity and conviviality. Sometimes it feels like there’s a kind of lightness—and it’s a very positive lightness. No one feels stuck. So you’re in an atmosphere where you can speak up immediately, without restriction” (Platform member representing associations, personal communication, July 2025).

“It’s like a pocket of openness; the platform offers opportunities to share needs and see if other members can meet them. It’s enriching in terms of knowledge and quick access to documents that would have taken longer to obtain. And there’s also a relational benefit” (Platform member representing the private sector, personal communication, July 2025).

This recognition extends beyond the members themselves, as shown by these comments:

“I see that platform members are contacted more often to be involved in activities on these issues at the national level. The platform has opened doors for them, for example, by allowing them to participate in studies. It lets them put their knowledge into practice” (Platform member representing academia, personal communication, July 2025).

“We’ve exchanged with representatives from Senegal and Central Africa. They wanted to know how, through the platform, we manage to influence issues around the gender–climate nexus” (Platform member representing the private sector, personal communication, July 2025).

Such a dynamic community of practice has the potential to significantly strengthen individual and collective agency among its members—by enhancing consciousness, self-esteem, aspirations, knowledge, skills, and capabilities (CARE, 2019). If sustained and effectively mobilized in a timely manner, this community of practice can play an essential role in ensuring a gender-responsive NAP process in Côte d’Ivoire and may also inspire similar efforts in other countries.

Better integration of gender issues in adaptation planning

The platform’s activities have also enabled better consideration of gender issues in climate change adaptation planning. The government mobilized members of the platform several times to ensure the integration of gender in Côte d’Ivoire’s first NAP document and in the revision of the NDC (third version in progress). For example, the NAP’s objective illustrates this ambition:

“The objective of the NAP is to promote adaptation to climate change in Côte d’Ivoire and to strengthen climate resilience in the agriculture, water resources, land use, coastal resources, and health sectors, through the efficient implementation of adaptation measures that integrate gender” (Government of Côte d’Ivoire, 2025; authors’ translation).

The provisional final version of the NAP document (Government of Côte d’Ivoire, 2025) includes 174 references to “gender,” 158 references to “women,” and 116 references to “sex” (e.g., sex-disaggregated data, number of participants disaggregated by sex). Among the 85 adaptation measures prioritized across five areas, more than 20% explicitly reference gender aspects.

The document clarifies how each adaptation priority aligns with those identified in national policies and strategies, including the National Gender and Climate Change Strategy and Sustainable Development Goal 5, which focuses on achieving gender equality and empowering all women and girls. Additionally, more than 340 indicators have been identified to measure progress in implementing the adaptation priorities, with 23% of these indicators referencing sex-disaggregated data, “women and men,” or “gender.”

Factors Supporting New Knowledge on Adaptation Put Into Practice

The interviews highlight several key factors that have facilitated learning on the gender–climate nexus within the platform.

✓ Inclusive and collegial leadership

The commitment of the platform’s coordinators is unanimously recognized as a source of trust and dynamism:

“It’s the way the platform is managed that creates trust” (Platform member representing academia, personal communication, July 2025).

“The founders [of the platform—the National Climate Change Program] ensure member engagement, show flexibility, and remain attentive to everyone’s needs and concerns” (Platform member representing the private sector, personal communication, July 2025).

The platform stands out for its inclusive and collegial approach, where every voice counts and free expression is encouraged:

“The platform brings together all state and non-state actors engaged in the fight against climate change. Everyone can speak, which helps build consensus while considering everyone’s realities” (Platform member representing associations, personal communication, July 2025).

“Unlike other forums, here everyone’s voice is valued and heard, which establishes real trust. Differences are discussed openly, and consensus is built gradually” (Platform member representing associations, personal communication, July 2025).

“Coordinators show humility and respect, fostering an environment where everyone finds their place and feels comfortable expressing themselves” (Platform member representing academia, personal communication, July 2025).

“The simplicity of exchanges encourages freedom of speech. If something isn’t right, you can say so without fear” (Platform member representing the private sector, personal communication, July 2025).

“For moderating discussions and reporting, roles often rotate among members. Roles are created informally, allowing everyone’s strengths and personalities to be leveraged” (Platform member representing associations, personal communication, July 2025).

✓ Transparent and consistent information sharing

Systematic information sharing reinforces transparency and inclusion:

“Through the platform, information circulates. The platform is very dynamic in sharing information among members via a WhatsApp group. That’s our main tool for exchange. We also hold meetings on WhatsApp when necessary” (Platform member representing the private sector, personal communication, July 2025).

“All information related to training, workshops, or calls for applications is posted in the WhatsApp group” (Platform member representing academia, personal communication, July 2025).

“When the National Climate Change Program organizes activities, it systematically informs platform members. Anyone available can participate” (Platform member representing associations, personal communication, July 2025).

✓ **Humble and supportive attitude among members**

The community experience of many members fosters humility, friendliness, and open expression:

“Many members, especially those working on gender, have field experience. This humility is reflected in workshop facilitation and allows everyone to speak up, even those initially hesitant. The atmosphere is very cordial and non-judgmental” (Platform member representing associations, personal communication, July 2025).

✓ **Regularity and diversity of interactions**

The frequency and variety of activities create strong bonds and a dynamic of openness:

“The platform stands out for the continuity of its activities and the regular organization of capacity-building sessions, in addition to formal meetings” (Platform member representing associations, personal communication, July 2025).

“Unlike other national platforms, here involvement is continuous, allowing regular follow-up on the evolution of topics discussed” (Platform member representing the private sector, personal communication, July 2025).

Finally, the Ministry of Environment, in collaboration with the Ministry of Women, the Ministry of Economy, and the Ministry of Finance, is working to institutionalize the platform through the signing of an interministerial decree that defines its creation, mandates, organization, and functioning. A procedures manual has also been developed to ensure sustained and inclusive governance. These steps could further facilitate learning by ensuring the platform’s long-term existence.

Once established by this interministerial decree, the National Gender and Climate Change Platform is expected to systematically support the National Commission for the Fight Against Climate Change, as well as mechanisms and all processes related to gender and climate issues at the national, sectoral, and local levels.

Going forward and recognizing the iterative cycle of the NAP process, it will be important for the Government of Côte d'Ivoire and other actors involved in the NAP process to continue to engage with and support the platform to ensure that investments in implementing national adaptation priorities identified in Côte d'Ivoire's first NAP document support gender equality and social inclusion.

3

Case Study: Learning from and with Indigenous Peoples on climate adaptation to inform Peru's NAP process

This case study highlights how the Government of Peru advanced the formulation of its NAP document by establishing a national platform that placed learning from and with Indigenous Peoples at the centre of climate adaptation efforts.

Knowledge Acquisition and Sharing Through Peru's Indigenous Peoples' Platform for Addressing Climate Change

Peru approved its first NAP document in 2021, outlining its strategy to achieve climate resilience by 2050. The document marks a major commitment to prioritizing climate change adaptation to support economic development and empower its population (Ministry of Environment, 2021).

Central to this effort was strengthening engagement with all population groups, especially Indigenous Peoples, through inclusive dialogue spaces. Peru's approach to climate action centres on gender, intercultural, and intergenerational inclusion, with special emphasis on recognizing, valuing, and recovering "the knowledge, wisdom, and traditional and ancestral practices of Indigenous and Afro-Peruvian peoples" (Ministry of Environment, 2018a). This commitment was formalized through three key initiatives leading to the NAP's approval.

In 2016, the government launched *Dialoguemos*, a multisectoral, multilevel, and multi-actor process to foster climate action among national stakeholders. Insights from this process informed the 2018 Framework Law on Climate Change and its regulation, which established a participatory, transparent, and inclusive approach with special emphasis on Indigenous Peoples. The law adopts an intercultural framework that "dialogues with, values, and incorporates different cultural visions and ancestral knowledge, conceptions of well-being, and development of Indigenous and Afro-Peruvian peoples" (Ministry of Environment, 2018a, p. 25).

Article 22 of the law guarantees Indigenous Peoples' right to participate in the formulation, implementation, monitoring, and evaluation of climate-related public policies and projects,

respecting their social, cultural, and collective identity (Ministry of Environment, 2018a, p. 84). Article 16 of the regulation further ensures that participation spaces involving Indigenous Peoples are conducted with cultural relevance (Ministry of Environment, 2018b, p. 15).

In 2020, responding to Indigenous demands during consultations on the 2018 regulation, Peru established the Indigenous Peoples' Platform for Addressing Climate Change (PPICC).¹ This platform serves as a forum for intercultural dialogue and knowledge exchange between Indigenous Peoples and government officials at the national level. It includes representatives from the Ministries of Culture and Environment and seven national Indigenous organizations representing Peru's 55 Indigenous Peoples—including two national women's organizations (Ministry of Culture, 2020; Ministry of Environment, 2020).

Teresa Aguilar described the PPICC as “a milestone on the Latin American continent because it brings together Indigenous peoples of different casuistry, ethnicities, and origins” (Fundación Internacional y para Iberoamérica de Administración y Políticas Públicas, 2022). Promoted as a “world's first” by the Ministry of Environment, the PPICC aims to foster equitable collaboration on climate action and ensure that traditional and ancestral knowledge informs comprehensive climate management (Republic of Peru, 2019).

Peru's Director General of Climate Change and Desertification at the Ministry of Environment highlighted the platform's alignment with the Paris Agreement in 2024 at the 29th UN Climate Change Conference (COP 29):

The Paris Agreement was adopted in 2015. Paragraph 135 refers to a [Local Communities and Indigenous Peoples Platform] to address climate change internationally. Its objective is to ensure Indigenous peoples' knowledge, wisdom, and experiences are included in global climate action. Considering this, Peru decided to create its own Indigenous Peoples Platform to Address Climate Change. (General Directorate of Climate Change and Desertification, 2024)

During the NAP's formulation, the Ministry of Environment engaged the PPICC through a series of meetings to incorporate Indigenous adaptation priorities and worldviews, ensuring their perspectives shaped the final document. Since then, the ministry has involved the platform in outreach activities, such as the organization of a side event at COP 29 (Ministry of Environment, 2024), and in the review of key national strategic documents, such as the National Strategy for Climate Change to 2050.

Resulting Changes in Attitudes, Policy Positions, or Behaviours

The dialogues and knowledge exchanges facilitated by the PPICC have supported new approaches to understanding and advancing adaptation in Peru. Three core outcomes

¹ Plataforma de los Pueblos Indígenas para enfrentar el Cambio Climático - Nuestro Desafío Climático (in Spanish): <https://nuestrodesafioclimatico.minam.gob.pe/plataforma-de-los-pueblos-indigenas-para-enfrentar-el-cambio-climatico/>

emerged: greater recognition of Indigenous Peoples' worldviews and existing adaptation strategies, strengthened trust and engagement of Indigenous networks in national adaptation planning, and the establishment of direct connections between Indigenous leaders and other non-governmental actors working on adaptation.

✔ **Greater recognition of Indigenous Peoples' worldviews and existing adaptation strategies in national adaptation planning**

The PPICC demonstrates how a carefully designed engagement strategy can support the inclusion of more diverse worldviews, particularly those of Indigenous Peoples. It has served as an important space for documenting and sharing adaptation actions already being implemented by Indigenous communities. Through this process, the government gained valuable insights into Indigenous experiences of climate change, such as the impact of glacier melt on crops and the effects of reduced Amazon River flows on community mobility, given that rivers serve as vital transport routes.

One example of the knowledge exchange and collaboration fostered by the platform is the development of a list of more than 40 actions led by Indigenous Peoples that contribute to adaptation and mitigation, prepared in coordination with Peru's Ministry of Culture (General Directorate of Climate Change and Desertification, 2024; Ministry of Environment, 2024). These actions include sowing and harvesting water, managing agricultural terraces, reforestation with native plants, and community cleaning initiatives. Collectively, they help document and disseminate Indigenous adaptation practices more widely.

The dialogues between Indigenous organizations and the state, institutionalized through the platform, have broadened the government's perspective on adaptation, as highlighted by two interviewees:

"A distinct feature of the process is that it was designed to facilitate Indigenous Peoples' learning from their own practices, while simultaneously generating significant insights for the government" (Ministry of the Environment former representative, personal communication, November 2024).

"It is highly noteworthy that the Ministry of Environment of Peru learned from Indigenous Peoples, subsequently developing a nuanced adaptation perspective uniquely informed by the ancestral knowledge of our native communities" (Ministry of the Environment former representative, personal communication, November 2024).

The platform's activities have also influenced the content of the NAP itself, as noted by the former director of Climate Change Adaptation and Desertification:

"If we review the content of the NAP [document], which includes contexts, approaches, principles, a risk analysis, objectives, expected outcomes, strategic actions, financing and communication elements, as well as monitoring and evaluation, we realize that Indigenous Peoples are visible in each of these areas. This makes it an international reference in climate policies with an intercultural approach" (Ministry of Environment former representative, personal communication, October 2024).

Paredes et al. (2025) state that the platform has been influencing various strategies beyond the NAP document, such as the national Climate Finance Strategy, Guidelines for REDD+ safeguards, and the National Biodiversity Strategy.

✔ **Strengthened engagement of national Indigenous organizations in climate adaptation**

The dialogues facilitated by the PPICC have strengthened the engagement of Indigenous people in Peru's climate adaptation planning and have had effects beyond the platform itself—for example, through joint presentations by Indigenous and government representatives at international forums on climate and biodiversity, collaborations that were rare in the past.

Apu Jorge Pérez, president of the Interethnic Association for the Development of the Peruvian Amazon, commented at COP 29 that this collaboration is seen not only as an opportunity to highlight the adaptation needs and actions of Indigenous Peoples, but also to draw attention to broader issues related to Indigenous rights and well-being:

We want to bring to COP30 activities where we not only recount the story of the creation of PPICC but also share the activities we are already carrying out on the ground to directly combat climate change, defend the murdered leaders, provide legal security to the territory, and, above all, adapt. (General Directorate of Climate Change and Desertification, 2024)

In 2023, regional PPICCs were established for the first time in two of the country's 24 regions—Ayacucho and Junín—in collaboration with local authorities.² This demonstrates the engagement of Indigenous Peoples in climate adaptation, although challenges remain:

“It is time to move towards implementation from the territory, and Indigenous Peoples have anticipated this and understood it very well by creating regional platforms, which allow for addressing the real needs of each specific area of our country. Now the task is to provide them with funding opportunities for their initiatives, always in harmony with the NAP and the NDC” (Ministry of Environment former representative, personal communication, October 2024).

“We see that there is a need for regional governments to get involved. They cannot work behind the backs of the indigenous peoples existing in those regions. In the end, they [regional governments] speak in a general way, but without taking into account the Indigenous peoples” (Tabea Casique, leader of the Interethnic Association for the Development of the Peruvian Jungle and member of the PPICC, cited in *Actualidad Ambiental*, 2023).

Paredes et al. (2025) report on the regional PPICCs states that further efforts are required to advance decentralization efforts and influence the regions without fragmenting the Indigenous movement.

² See the following links for more information (in Spanish): <https://www.onamiap.org/post/se-instal%C3%B3-la-primera-plataforma-clim%C3%A1tica-regional-ind%C3%ADgena> and https://www.onamiap.org/post/organizaciones-ind%C3%ADgenas-y-gobierno-regional-de-jun%C3%ADn-construyen-juntos-su-institucionalidad-clim%C3%A1tica?fbclid=IwY2xjawLY4YRleHRuA2FlbQIxMABicmlkETfYR0dlbnJiZ2tkWXXjMGZ5AR7uEBHEnjGGO_0RMfRXxR-qIU9obLHLrOqZuYrjRg

✓ **Expanded networks between Indigenous leaders and non-government adaptation actors**

Interviewees also reported that Indigenous organizations participating in the platform strengthened their links with non-government adaptation actors in Peru and internationally.

The Peruvian government's outreach efforts have played a crucial role in increasing the platform's visibility and legitimacy. For example, the Ministry of Environment organized a side event on the platform at COP 29 (Ministry of Environment, 2024) and created a dedicated page on its website (Ministry of Environment, n.d.-a).

This has allowed Indigenous people to participate independently in knowledge exchange spaces organized by international cooperation and academia, further strengthening their contributions to adaptation knowledge. For example, the Pontifical Catholic University of Peru involved the PPICC in research and events focused on themes such as amplifying Indigenous Peoples' voices on climate change in the lead-up to COP 30 and their inclusion in conservation management (Lynch, 2025; Zunino, 2024).

Factors Supporting New Knowledge on Adaptation Put Into Action

The Government of Peru took several steps to enable collective and deliberate learning through the platform.

✓ **Legal status of the platform**

Activities focused on generating and sharing new knowledge, like dialogues, are often temporary, informal, and lacking in clarity on how contributions will be integrated into policy planning.

In contrast, the platform's functions and operational procedures are formally institutionalized through a Ministerial Resolution (Ministry of Environment, 2020), signalling the government's formal commitment to the platform. This approach has helped build trust in the initiative's legitimacy and durability, which continues to this day.

The Ministerial Resolution explicitly states that “due to the nature of its functions, [the platform] has a permanent character” (Ministry of Environment, 2020, p. 4).

According to the Ministerial Resolution, the Ministry of Environment provides administrative support and finances the core functions of the PPICC. However, budgeting for the platform's program activities does not have the same level of certainty and stability.

✓ **Early removal of financial and technical barriers to engagement**

The Government of Peru established the PPICC based on a desire to promote more equitable collaboration on national climate action. To achieve this, it was necessary to build a process that guaranteed access to consultation and participation, even in a virtual setting.

The PPICC was launched in 2020 during the COVID-19 pandemic, when in-person gatherings were not possible, marking Peru's first virtual participatory consultation process with Indigenous Peoples—a model that was subsequently adopted in other sectors, including health and education.

To enable Peru's first virtual participatory consultation process with Indigenous Peoples, the government provided internet data to participants for mobile access and offered training on virtual meeting tools like Zoom, ensuring participants could join the dialogues without difficulty.

Language barriers were addressed using translators for the main Indigenous languages: Quechua, Aymara, and Shipibo-Konibo. Considering the challenges posed by the intermittent availability of translators for the virtual sessions, the permanent presence of political leaders from each of the Indigenous organizations who were fluent in Spanish was requested to guarantee the legitimate representation of all voices.

During the initial stage of the NAP formulation process, the Ministry of Environment also organized dedicated sessions for building a shared understanding of the issues among participants and to make it easier for them to engage meaningfully in NAP discussions. Topics covered included the concept of climate change and Indigenous Peoples' experience of climate change impacts.

Since the end of COVID-19 and the formulation of the NAP document, the Ministry of Environment has only provided ad hoc financial and technical support for in-person meetings, depending on available funds—for example, for COP participation or gathering input from platform members. The platform has consistently called for an annual budget from the state through the Ministry of Environment.

Clear mechanisms for Indigenous Peoples' input throughout NAP formulation

As learning for adaptation should generate new knowledge that helps shape attitudes, policy positions, and behaviours, it was important that PPICC participants have clearly defined opportunities to provide input and feedback on the engagement process and the NAP document itself. Indigenous representatives were consulted for their input and validation as part of the PPICC at three key moments of the NAP formulation.

For the preparation of consultation workshops, the Ministry of Environment convened meetings with Indigenous leaders to jointly define the objectives of the engagement process and gather feedback from Indigenous Peoples on the proposed methodology. This approach helped to ensure Indigenous groups saw the process as legitimate and helped them feel comfortable and willing to reflect on adaptation and participate in a workshop that was developed by, for, and with them.

During the drafting of the NAP document, the government organized a dedicated section to address Indigenous Peoples' priority needs related to adaptation.

During the validation workshop, the government presented a final version of the NAP document and discussed how well Indigenous communities' contributions had been integrated.

Clearly defined opportunities to provide input and feedback on the NAP document were critical for participants to see how their knowledge would be integrated. This approach helped ensure that Indigenous participants felt their wisdom and foresight were valued and respected.

Going forward, the government must allocate sustained financial resources to the platform to ensure the consistent and meaningful engagement of Indigenous Peoples throughout the different phases of the NAP process, beyond just the formulation of the NAP document. Without this commitment, there is a risk of tokenism. As demonstrated during the formulation phase, the platform plays a key role in ensuring that the adaptation needs and priorities of Indigenous Peoples are addressed in Peru's NAP process. It will also be crucial to mobilize the platform to measure progress on implementing the first NAP document in 2025 and in preparing its revision in 2026.

4

Case Study: Integrating learning in M&E efforts to advance climate change adaptation in Rwanda

This case study highlights how the Government of Rwanda is integrating collective and deliberate learning into its M&E efforts to advance its NAP process. Learning focuses on acquiring new knowledge in two key areas: understanding adaptation through M&E and improving M&E practices specifically for adaptation. Through its M&E practices, the government aims to gain new insights on adaptation itself, such as which adaptation priorities are being implemented and how they contribute to reducing vulnerability to climate change. Simultaneously, the process provides an opportunity to develop knowledge on how to better monitor and evaluate progress on adaptation, thereby strengthening the M&E system.

Compared to the previous case studies, collective learning in this example is more confined to the government—particularly the Ministry of Environment, which coordinates M&E for national adaptation, and the sectoral ministries responsible for implementing national adaptation priorities.

Knowledge Acquisition and Sharing Through Rwanda's National MEL System for Adaptation

Rwanda's NDC, aligned with its Green Growth and Climate Resilience Strategy, guides the country's NAP process. The 2020 updated NDC identifies 24 adaptation priorities across eight sectors, with high-level indicators, data sources, and targets (Republic of Rwanda, 2020). It further calls for the development of a dedicated M&E system for adaptation:

Investing in M&E systems is crucial to manage progress in implementing climate adaptation. M&E and lesson learning are critical to effective and efficient delivery of project results and sustainable impacts to secure investor confidence that is essential to meet resources mobilization ambitions and consequently the national goal of a climate resilient economy by 2050. (Republic of Rwanda, 2020, p. 74)

Building on the NDC, the Ministry of Environment, which is responsible for coordinating the NAP process, has been piloting a learning-oriented approach to M&E for adaptation since 2022 —referred to as the MEL system for climate adaptation. The MEL system aims to report progress on NDC adaptation targets, track implementation, and measure the impact of adaptation actions (Ministry of Environment, 2023a).

Following a pilot in agriculture, a seven-step process using mixed methods (Table 2) was developed for measuring progress and learning on adaptation in each priority sector.

Table 2. Steps for MEL from progress on national adaptation in Rwanda's priority sectors

Steps	Purpose	Methods
1. Preparation	Understand policy context and key actors, develop a shared understanding of adaptation priorities and MEL	Document review, capacity-strengthening workshop
2. Progress monitoring	Track implementation status of adaptation measures by reviewing and refining indicators and collecting and verifying data	Expert review, workshops, data template
3. Institutional arrangements	Clarify MEL roles and responsibilities	Document review, expert inputs
4. Data analysis	Identify progress and challenges	Expert review
5. Outcome evaluation	Assess progress in reducing climate vulnerability	Case studies, including interviews and direct observations at the local level
6. Validation	Present and validate results	National cross-sectoral workshops
7. Dissemination	Report and share results to inform planning and decision making—in particular, sector strategic plans and district development strategies—and to replicate in other sectors	Knowledge products

Source: Adapted from Ministry of Environment, 2023a.

The approach involved a series of deliberately planned activities aimed at generating and sharing new knowledge on adaptation, informed by M&E efforts within each priority sector:

- **Raising awareness and strengthening capacity on MEL for adaptation in the focus sector:** The Ministry of Environment organized capacity-building workshops on MEL for adaptation, primarily targeting government officials, non-governmental organizations (NGOs), and private sector actors (Step 1). These sessions aimed to establish a shared understanding of sector-specific adaptation priorities outlined in

the NDC, introduce the purpose and methodology of MEL specific to the sector, and provide guidance on data tracking and documentation practices.

- **Facilitating collective sense-making among diverse actors through reflection workshops and field visits:** To assess progress toward national adaptation priorities, the ministry conducted a series of sense-making consultations, including expert reviews, workshops with relevant sector actors, and field visits (Step 2). These activities focused on reviewing and refining NDC indicators and targets, identifying relevant data sources, and collecting baseline data using standardized data templates. The chosen indicators were then used to monitor the implementation status of adaptation measures. To complement the quantitative data, the ministry developed case studies that assess the impacts of these measures (Step 5). These case studies were based on direct observations and consultations with local actors. Findings were subsequently presented, discussed, and validated during national, cross-sectoral workshops (Step 6).
- **Systematic documentation and reporting on processes, results, and lessons learned:** To support consistent data collection, the Ministry of Environment developed targeted templates—one for government officials and another for NGOs and private sector actors—to track progress in implementing adaptation actions. These templates capture information on progress, impact, and costs, along with a dedicated section on learning and lessons, prompting users to reflect on “what is working or not working? why? where and for whom?”

Beyond collecting data, the ministry systematically documented and disseminated the overall process, results, and key insights to support decision making at both national and sub-national levels (Step 7). This included a dedicated “lessons learned” report that synthesized participant reflections and recommendations for applying MEL for adaptation in the sector of focus.

As noted by a representative from the Ministry of Environment: “Our MEL work has focused on two main types of learning: technical learning, looking at how to collect and use climate data, and institutional learning to improve how decisions are made and how we can plan” (Ministry of Environment representative, personal communication, May 2025).

Resulting Changes in Attitudes, Policy Positions, or Behaviours

Three main outcomes have emerged from activities aimed at generating and sharing new knowledge through M&E efforts: better confidence in conducting MEL for adaptation, increased engagement of district officials in MEL for adaptation, and enhanced integration of MEL in adaptation planning.

✓ Better confidence in conducting MEL for adaptation

The ministries of environment and agriculture established proof of concept through the pilot, which generated concrete new insights. For example, through the pilot, the Ministry of Environment, together with the Rwanda Environment Management Authority and the

Ministry of Agriculture, tracked 10 NDC adaptation indicators, assessing progress from 2019 to 2022. One intervention—developing climate-resilient crops and livestock—is tracked by indicators such as the number of new climate-resilient crop varieties, with targets of 100 by 2025 and 200 by 2030. By 2021/2022, 70 varieties had been developed, up from 47 in 2019/2020 (Ministry of Environment, 2023b).

A qualitative case study further examined how these seed varieties contribute to climate resilience, especially for women farmers. Findings from consultations showed that drought-tolerant seed varieties improved productivity but require complementary measures like irrigation and access to services. However, understanding who benefits most from adaptation investments remains limited due to gaps in socio-economic and gender-disaggregated data (Ministry of Environment, 2023b). The Ministry of Environment also documented key lessons for improving MEL for adaptation, including the need for qualitative data, clear data management roles, and strong collaboration with sector ministries and other actors (Ministry of Environment, 2023a).

The process and results further strengthened a sense of confidence, particularly within the Ministry of Environment. As noted by one interviewee:

“The MEL, especially the learning component, is now taken seriously. ... For me, to be honest, it is not enough to say that knowledge has increased. What matters is seeing real evidence of improvement, for example, better work quality, new skills, or improved teamwork. It is not easy to get these tangible results, but what I do see is that ministries are more confident about how they are doing their work. ... It’s always difficult to claim we already have visible learning results, these require a long-term study to confirm. But what I know is that this has contributed a lot in terms of improving how things are done” (Ministry of Environment representative, personal communication, April 2025).

Since the initial pilot in the agriculture sector, the Ministry has expanded the MEL system to other sectors, such as human settlements, transport, and climate, environment, and natural resources, with the goal of eventually covering all eight NDC priority sectors.

✓ Increased engagement of district officials in MEL for adaptation

From interviews, representatives from the ministries of environment and agriculture recognized the crucial role of district government officials in MEL for adaptation. While district government officials participated through field visits and case studies, they were not included in the capacity-strengthening activities—a gap identified during the pilot. This process underscored the need for ongoing efforts to ensure the sustained and effective engagement of sub-national actors in MEL activities.

As the Ministry of Environment (2023a) noted:

Increasing awareness is critical to implementing and tracking NDC actions, particularly at the local level. While stakeholders at the central level have a good command of NDC actions and understand the need to monitor adaptation actions, the level of awareness of the NDC is relatively low among district officials. This impacts both the implementation of adaptation actions and the collection and submission of data as part of the adaptation MEL framework.

Increasing awareness of priority adaptation measures and building capacity for data collection and reporting at the district level are expected to improve data sharing and enable more accurate measurement of adaptation progress (Ministry of Environment, 2023a).

As a result, both ministries continue to prioritize capacity building for MEL at the sub-national level. For instance, in 2025, district officials participated in the review of the second NDC and the development of the third NDC. Additional trainings are planned to further enhance district officials' ability to collect, manage, and analyze data, supporting more effective implementation and reporting of adaptation measures.

“We are downscaling the [MEL] system to the district level to make sure our local governments understand the concept of MEL and can help generate data from different districts to continue tracking progress” (Ministry of Environment representative, personal communication, May 2025).

✓ **Enhanced integration of MEL in adaptation planning**

The ministries of environment and agriculture also improved the integration of MEL for adaptation into national and sectoral planning. Notably, and as reported by an interviewee:

“The forthcoming third NDC will include a dedicated MEL section that combines quantitative adaptation indicators with district-level case studies, acknowledging the need for both quantitative and qualitative data to measure impact. In the 2023 mid-term review of Rwanda's fourth Strategic Plan for Agriculture Transformation, MINAGRI [the Ministry of Agriculture and Animal Resources] recommended new performance indicators based on MEL pilot results, such as the ‘percentage of smallholders adopting integrated irrigation-seed packages’ and the ‘number of extension visits explicitly linked to climate-resilient practices’” (Ministry of Environment representative, personal communication, July 2025).

Factors Supporting New Knowledge on Adaptation Put Into Action

The interviewees and the review of key documents pointed to two important factors that may have influenced the generation and use of new knowledge on adaptation from M&E activities:

✓ **A strong culture of public accountability with commitment to improvement and knowledge sharing**

The literature indicates that public accountability can foster learning when oriented toward improvement and knowledge sharing but may prevent learning if it focuses solely on blame and punishment (Schillemans & Smulders, 2015).

Rwanda has cultivated a strong tradition of public accountability, with a commitment to designing accountability mechanisms that encourage understanding, reflection, and the implementation of lessons learned. As one key informant notes:

“Rwanda has reoriented its public accountability system to emphasise learning and improvement rather than assigning blame. Results-based management frameworks prioritise not only outcomes but also the lessons learned, which are subsequently integrated into national and sectoral planning and review cycles” (Ministry of Environment representative, personal communication, July 2025).

Performance contracts (called “Imihigo”) have been used annually since 2006 to assess progress in achieving development objectives across all levels of governance, from ministries to villages (National Institute of Statistics of Rwanda, 2022). For example, district Imihigo are signed between the president and each district mayor and include a set of targets. Mid- and end-year reviews rank districts: top performers receive praise and budget bonuses, while underperformers face scrutiny or dismissal. However, Imihigo are also intended to drive learning and improvement: “The evaluation process aims not only to assess performance but also to provide an opportunity for stakeholders to reflect on achievements, identify causes of underperformance, and propose strategies for improvement in the next planning cycle” (Ministry of Local Government, 2011, p. 4)

The National Institute of Statistics of Rwanda (2022) explains further: “Generally, the main objective of Imihigo evaluation is to examine whether Imihigo targets have been achieved. In addition, areas of strengths and weaknesses are identified as best practices and lessons to learn from for future improvement.”

Rwanda’s public accountability system further aims to promote reviews and knowledge sharing through peer learning and dialogues. The National Institute of Statistics (2022) recommends undertaking peer learning meetings “to facilitate sharing of experience and good practices in planning and implementation of Imihigo.”

In addition, multi-actor forums, such as the Climate, Environment and Natural Resources Sector Working Group, meet twice a year to monitor, evaluate, and report on sector priorities, including the NDC. For example, results from piloting the MEL for adaptation in the agriculture sector were discussed in this working group.

The Rwanda Governance Board (2024) also monitors service delivery across public and private sector institutions across eight pillars, including a pillar on investing in human and social development that integrates climate change, and publishes the annual Rwanda Governance Scorecard. The aim is to use the feedback from the scorecard to inform improvement and policy direction: “The Rwanda Governance Scorecard offers recommendations for improvement to relevant institutions and every year these policy recommendations are monitored to assess the extent to which they were addressed” (Rwanda Governance Board, 2024, p. 78).

Learning from M&E prioritized in national development policies under the Ministry of Finance leadership

A review of Rwanda’s national development policies shows that M&E activities are intentionally structured to foster continuous learning and improvement. This commitment is clearly articulated in key strategic documents and is championed by the Ministry of Finance

and Economic Planning, which oversees the coordination of MEL activities across all levels of government.

“Evidence-based learning” is a core principle of Rwanda’s 2015 results-based management policy and is defined as follows:

The use of performance information shall form the basis in planning, policy formulation and decision making. Managers at all levels will set meaningful performance expectations for their programs, measure and analyse results, learn from this evidence to adjust delivery and modify or confirm programme design, and report on the performance achieved against expectations. (Ministry of Public Service and Labour & Ministry of Finance and Economic Planning, 2015, p. 9)

The 2021 national MEL guidelines (Ministry of Finance and Economic Planning, 2021) apply to development policy, programs, and projects and include a dedicated section on learning from M&E:

The purpose of learning in M&E is to apply knowledge gained from evidence and analysis to improve development outcomes and ensure accountability for the resources used to achieve them. ... Learning is a process through which information generated from M&E is reflected upon and is used to continuously improve projects, programs, and policies’ ability to achieve results.” (p. 66)

This quote reflects a national commitment to view learning as an intentional function of M&E that informs policy and planning, rather than as an incidental outcome.

The guidelines emphasize documenting lessons learned to retain organizational knowledge, underscore the importance of reflective and collaborative learning sessions, and recommend diverse activities—such as seminars, workshops, presentations, and sharing case studies—to capture and disseminate both explicit and tacit knowledge.

Rwanda’s second National Strategy for Transformation (Republic of Rwanda, 2024b) assigns clear roles for “lesson learning”: sector working groups facilitate lesson learning on strategic plans and projects, the Ministry of Finance coordinates evaluations and research to support learning, and the Ministry of Local Government strengthens district M&E systems to track performance and lessons learned during implementation.

An interviewee also noted that the Fifth Strategic Plan for Agriculture Transformation for 2024/2025 to 2028/2029 now also includes a MEL section, which was absent from the previous plan.

For example, the plan refers to a

robust knowledge management system [that] will include a repository of lessons learned, case studies, and communities of practice, with a focus on understanding and documenting system dynamics. Regular meetings and workshops will facilitate the discussion of findings with program managers and high-level decision-makers, encouraging adaptive management based on a holistic understanding of the agricultural system. (Republic of Rwanda, 2024a, p. 21)

As such, there seems to be a general level of awareness among government officials on the importance of learning from M&E efforts. For example, government officials from different sectors involved in capacity strengthening on MEL for adaptation identified learning as a gap in M&E efforts. The Ministry of Environment’s reports on capacity building on MEL of adaptation in the agriculture, human settlement and transport sectors both indicate so:

- “Participants agreed that learning needs further attention” (Ministry of Environment, 2022, p. 6);
- “Although Monitoring and Evaluation are addressed, there is a significant gap in the incorporation of learning processes” (Ministry of Environment, 2024, p. 8).

Going forward, one key step for advancing Rwanda’s NAP process is to further engage other actors responsible for implementing national adaptation priorities—including civil society organizations, NGOs, and the private sector—in MEL for adaptation. This will help foster collective learning on adaptation beyond the government to all relevant actors.

5

Conclusion and Ways Forward

This research documented three country examples where collective and deliberate learning was embedded in the NAP process. In Côte d'Ivoire and Peru, the ministries of environment each established national platforms in 2020 to facilitate knowledge sharing among key actors. These platforms advanced the integration of the gender–climate nexus in Côte d'Ivoire's adaptation planning and addressed Indigenous Peoples' adaptation needs and priorities in Peru's NAP formulation. In Rwanda, the Ministry of Environment launched activities in 2022 to monitor, evaluate, and learn from progress on national adaptation priorities.

Interviews with platform members and government officials revealed three main outcomes. First, there was improved knowledge and understanding, particularly an enhanced awareness of the gender–climate nexus among platform members in Côte d'Ivoire. Second, the engagement of key actors in NAP processes was strengthened: Côte d'Ivoire saw the emergence of a dynamic community of practice on gender and climate, Peru built stronger trust and participation of Indigenous networks in NAP formulation, forging direct connections between Indigenous leaders and adaptation actors, and Rwanda increased the engagement of district officials in MEL for adaptation. Third, adaptation planning improved, with better integration of gender considerations in Côte d'Ivoire, MEL in Rwanda, and greater recognition of Indigenous worldviews and adaptation strategies in Peru.

These changes are far from trivial—they can significantly improve the effectiveness of climate adaptation efforts. Inclusive and meaningful engagement of diverse actors in NAP processes is essential to ensure that the needs and priorities of different social groups are addressed, and ultimately that these groups benefit from adaptation investments. When key considerations such as gender equality, Indigenous worldviews, and M&E are integrated into adaptation planning, their visibility increases, making them more likely to be recognized, funded, and addressed in subsequent implementation phases. These examples underscore the value of investing in collective and deliberate learning within NAP processes.

The research also identified several enabling factors that supported the generation, sharing, and application of new knowledge. Inclusive and collegial leadership, as seen in Côte d'Ivoire, and a culture of accountability and commitment to learning, as in Rwanda, were essential. Institutional arrangements, such as legal frameworks for government, Indigenous dialogue in Peru, and the prioritization of learning from MEL in Rwanda's national development strategies, played a critical role. Transparent and consistent information sharing from leadership, supportive attitudes among platform members, and the early removal of financial and technical barriers were also important, as was the regularity and diversity of interactions and the presence of clear mechanisms for Indigenous input and validation throughout NAP formulation.

These cases demonstrate that fostering collective and deliberate learning is a gradual process that requires sustained effort. A common challenge across all countries is securing ongoing financial support and capacity strengthening to maintain momentum and embed learning at a systemic level. Sustaining these learning processes across political cycles and through the iterative development, implementation, review, and updating of NAPs is particularly difficult.

The case of Peru's PPICC illustrates how formalizing knowledge platforms within legal and policy frameworks can help sustain efforts across political cycles. However, even with strong institutional anchoring, continued investment in leadership and resources is essential to overcome challenges such as staff turnover, shifting budgets, and changing political priorities. Collective and deliberate learning takes time and requires adequate and sustained financial support.

Countries are encouraged to adopt and document the three types of evidence discussed in this report—activities designed to acquire and disseminate new knowledge on adaptation, resulting changes in attitudes and behaviours, and enabling factors—to advance the integration of collective and deliberate learning into their NAP processes. These three types of evidence provide broad ways for governments to demonstrate commitment to—and actively address—collective and deliberate learning in their NAP processes. By systematically focusing on these three elements, countries can make learning more visible and explicit, properly institutionalize it, and thereby strengthen the effectiveness of climate change adaptation planning.

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