



SYNTHESIS REPORT

Education in National Adaptation Plan Processes



NAP
Global
Network



Save the Children

November 2025

Jennifer Merryweather
Chi Pham

Authors

Jennifer Merryweather and Chi Pham

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About the NAP Global Network

The NAP Global Network was created in 2014 to support developing countries in advancing their national adaptation plan (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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Contact Information

NAP Global Network Secretariat

c/o International Institute for Sustainable Development (IISD)

111 Lombard Avenue, Suite 325

Winnipeg, Manitoba, Canada R3B 0T4

Phone: +1 (204) 958-7700

Email: info@napglobalnetwork.org

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Education in National Adaptation Plan Processes

November 2025

Executive Summary

The inclusion of the education sector in the national adaptation plan (NAP) process is critical: the education sector itself is profoundly impacted by climate change, which places the education of millions of children at risk every year. It is also a key foundation for building the adaptive capacity of individuals and communities.

In 2024, over 242 million students experienced school disruptions due to climate impacts. Climate change also indirectly impacts children's education, with increasing risk of malnutrition, disruption of livelihoods within families, and increased risk of child marriage and child labour all keeping children out of school. Climate-related disruptions to the education system are not equal, and they exacerbate pre-existing inequality for girls, children with disabilities, and other marginalized groups of children.

The adaptive capacity of current and future generations is critical. Access to quality and equitable education is a key mechanism to build such capacity. Schools are also at the heart of communities and vital for accessing other critical services, such as child and maternal health, nutrition, and violence prevention; they also provide physical protection for the community in times of disasters. Adaptation to climate change in the education sector protects both children's education and the broader benefits of schools.

The NAP process presents a strategic opportunity to embed the education sector within broader adaptation and development planning and budgeting with multiple benefits. First, it articulates a national commitment to education sector adaptation and increases opportunities for climate finance. Second, it strengthens policy coherence at a national level, ensuring that adaptation in the education sector is integrated and aligned with broader national adaptation priorities. Lastly, it helps ensure that adaptation activities reach children and youth, who are a significant proportion of the population¹ but are often overlooked in NAP processes.

There has been limited examination of how the education sector is included in NAP processes, and this report seeks to fill this gap. It focuses on the education sector as it relates to children and youth, including pre-primary, primary, and secondary education, as well as non-formal education for children and youth.

This report assesses the inclusion of the education sector in NAP processes based on an analysis of 62 multisectoral NAP documents submitted by developing country parties to the UN Framework Convention on Climate Change's NAP Central as of June 30, 2025. The report assesses the inclusion of the education sector in NAP documents based on a review of existing frameworks to focus on three components of a climate-resilient education system—resilient and safe school infrastructure; school safety and educational continuity; and curricula, pedagogy, and teacher training—as well as enabling factors such as data, knowledge and communication, institutional arrangements, and finance. The report also analyzes the inclusion of children and youth in NAP documents as complementary to the inclusion of the education sector.

¹ For example, 49% of the Central African Republic's population is under the age of 14.

As the Green Climate Fund (GCF) Readiness Programme is the most significant source of funding for adaptation planning, this report includes an analysis of 108 approved Readiness Programme proposals from 97 countries available on the GCF website as of June 30, 2025. GCF Readiness proposals were reviewed only in relation to the inclusion of the education ministries and financing of education sector adaptation plans. Finally, the report includes case studies drawn from a variety of supplementary materials.

Key Findings

References to Education or Educational Institutions

- 98% of NAPs reference education or educational institutions, with “school”² and “higher education” being the most referenced levels of education.

Inclusion of the Education Sector in Impact, Risk, and Vulnerability Assessments

- Less than half (40%) of NAPs consider the education sector in their impact, risk, and vulnerability assessment (IVRA) section, highlighting an evidence gap when it comes to understanding the impacts of climate change on the sector.

Approaches to Education-Related Adaptation Priorities and Actions in NAPs

- 84% of NAPs include an education-related priority or action; however, fewer NAPs (73%) include one that is specific to pre-primary to secondary school levels or that explicitly identifies children and youth as the beneficiaries.
- There is a gap when it comes to considering the adaptation needs of the education sector holistically, with very few NAPs (16%) including priorities or actions that cover the three identified components of a climate-resilient education system.
- Curriculum change is the most common type of education adaptation priority or action in 71% of NAPs, although fewer NAPs (63%) specifically target this curriculum change to pre-primary to secondary levels.³
- NAPs are less likely to prioritize school infrastructure and educational continuity: approximately a third of NAPs (34%) include a school infrastructure priority or action, and only 26% include a priority or action on educational continuity and school safety.

Inclusion of Children and Youth

- 94% of NAPs mention children and youth, and 55% acknowledge their capacity as agents of change; however, less than a quarter of NAPs (23%) reference their rights.

Enabling Factors for the Inclusion of Education

- Although 58% of NAPs include the education ministry in an implementing role, there is a significant gap when it comes to engaging the education ministry throughout the NAP

² This includes “school,” “primary school,” or “secondary school.”

³ This includes 6% of NAPs that do not specify a level, but instead refer to “education curricula” in general.

process: very few NAPs included a role for them as part of the coordination mechanism for the NAP or as a monitoring, evaluating, and learning (MEL) actor.

- The education ministry was consulted in the development of very few NAPs (11%), suggesting that while education is widely acknowledged as a priority area, the institutions most directly responsible for shaping and implementing education policy are not systematically engaged in the design process of NAPs.
- Even though many NAPs include an education-related priority or action, only 27% include cost estimates for them. This indicates a significant gap in this key aspect for moving from planning to implementing education adaptation.

Recommendations

For NAP Teams

1. Involve and coordinate with the education ministry in NAP processes.
2. Include the education sector in the IVRA to inform education adaptation priorities and actions.
3. Strengthen the integration of the education sector in adaptation priorities and actions, considering all components of a climate-resilient education system.
4. Integrate relevant education indicators in MEL systems for adaptation, such as gender- and age-responsive indicators that assess education sector adaptation processes and results.
5. Ensure education sector adaptation priorities and actions⁴ in NAP processes are costed to address adaptation finance gaps in education.
6. Facilitate the inclusion of children and youth in all their diversity in the NAP process, recognizing both their unique vulnerability and their capacity as agents of change.

For Education Ministries

1. Strengthen coordination and collaboration with NAP teams on the development and implementation of education sector adaptation priorities in NAP processes.
2. Be a strong voice for the education sector on adaptation through engagement and strengthened coordination with a range of actors, including the Local Education Group, the education cluster, teacher unions or representative organizations, education-focused civil society organizations, and children and youth themselves.
3. Ensure alignment between the NAP process and education policies, plans, and budgets.

For Funders

1. Prioritize investments in education sector adaptation and leverage co-financing opportunities across climate change, education, humanitarian, and development funds.
2. Continue to provide funding for capacity building to enable the inclusion of the education sector in NAPs.

⁴ See the Glossary for a definition of “adaptation priorities and actions.”

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Acronyms and Abbreviations

ACE	Action for Climate Empowerment
CAAS	Climate Adaptation Art Seminar
CAR	Central African Republic
DRR	disaster risk reduction
GCF	Green Climate Fund
GESI	gender equality and social inclusion
GPE	Global Partnership for Education
IVRA	impact, vulnerability and risk assessment
LEG	Least Developed Countries Expert Group
MEL	monitoring, evaluation and learning
MoBSE	Ministry of Basic and Secondary Education
NAP	nationally determined contribution
RMI	Republic of the Marshall Islands
SASAP	Sector Adaptation Strategy and Action Plan
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNICEF	United Nations Children's Fund

Glossary of Key Terms and Principles

Adaptation priorities and actions	Though each NAP document is organized according to its own unique structure, “priorities” refers to a strategic area of focus nested under the NAP’s higher-level objectives, while “actions” refers to specific measures that the NAP sets out to be implemented, often defined with timelines, responsible actors, and associated costs.
Children	This report uses the UN Convention on the Rights of the Child definition of child as anyone below the age of 18 (1989).
Youth	The UN defines youth as anyone between the ages of 15 and 24 years. However, the definition is not universally used, with different countries and regions defining youth in different ways.
Children and youth as agents of change	When referring to children and youth as “agents of change,” this report acknowledges that their participation, knowledge, and experiences are key to more equitable adaptation actions and that children and youth hold immense potential to advance adaptation within their families, schools, and communities (adapted from Dazé & Hunter, 2024).
Education cluster	An inter-agency coordination mechanism for organizations responsible for humanitarian responses in the education sector.
Education ministry	As governments have distinct names and structures for the unit(s) responsible for educational planning activities, the report refers to these as the “education ministry,” noting that some might specialize on certain levels of education (“Ministry of Higher Education”), combine several sectors or areas (“Education and Information Technology”; “Science and Culture”), focus on both education and specific demographic groups (“Ministry of Youth”), or are referred to as departments rather than ministries.
Local Education Group	A term used by the Global Partnership for Education (2021) to refer to a country-led coordination group for education sector planning and dialogue.
NAP team	NAP teams are responsible for a country’s NAP process. They may sit in a country’s ministry of climate change, environment, or potentially finance. The report uses the term “NAP teams,” as the ministries in which these teams sit vary from country to country.

1

Background: The National Adaptation Plan (NAP) Process

What Is the NAP Process?

The NAP process

enables countries to identify and address their medium- and long-term priorities for adapting to climate change. Led by national governments, the NAP process involves analyzing current and future climate change and assessing vulnerability to its impacts. This provides a basis for identifying and prioritizing adaptation options, implementing these options, and tracking progress and results. (Hammill et al., 2020, pp. 1–2)

The NAP process is an iterative process with four major phases: impact, vulnerability, and risk assessment (IVRA); planning; implementation; and monitoring, evaluation, and learning (MEL). NAP teams are responsible for a country's NAP process. They may sit in the ministry of climate change, ministry of environment, or potentially the ministry of finance.

What Are the Objectives of the NAP Process?

According to Hammill et al. (2020),

the NAP process aims to enable people, places, ecosystems, and economies to be more resilient to the impacts of climate change. The NAP process also strives to make adaptation part of standard development practice, where adaptation needs are embedded in how countries plan their futures, invest their resources and track their progress. (p. 2)

What Is the NAP Document?

Publishing a NAP document that summarizes a country's adaptation approach and priorities is often a key milestone in the NAP process (Hammill et al., 2020). Countries take different approaches to these documents, and NAPs are all structured differently. The period of the NAP document also differs from country to country. Nationally endorsed NAP documents are submitted to the UN Framework Convention on Climate Change (UNFCCC) (Least Developed Countries Expert Group [LEG], 2025). Although a key milestone, it is important to note that the NAP document is only one step of the NAP process (Hammill et al., 2020).

How Does Adaptation in NAPs and Nationally Determined Contributions Align?

Though they serve distinct purposes, NAPs and nationally determined contributions (NDCs) can be mutually complementary. Though it is voluntary to include adaptation information in NDCs, almost all developing countries have chosen to do so. Many technical agencies have published on the benefits of aligning adaptation information in NAPs and NDCs to promote the coherent implementation of adaptation and to communicate consistent priorities to the international community, among other benefits (NDC Partnership, 2025; Terton et al., 2024). Though each country has a unique approach to adaptation planning, the NDC can often serve as a high-level document with political support that sets out the “what”—defining a country’s overall goals, targets, etc.—while the NAP process is an operational vehicle for adaptation in a country, setting out the “how.”

2

Introduction

The Case for Including the Education Sector in the NAP Process

The NAP process enables countries to identify and address priorities for adapting to climate change, thereby reducing vulnerability to its impacts (Hammill et al., 2020; LEG, 2025). It aims to build adaptive capacity and “make people, places, ecosystems and economies more resilient” (Hammill et al., 2020, p. 2). The education sector is highly relevant to the NAP process, as it is profoundly impacted by climate change, placing the education of millions of children at risk every year (Theirworld, 2018). It is also a key foundation for building the adaptive capacity of individuals and communities.

Education is “one of the most frequently disrupted services due to climate-related events” (United Nations Children’s Fund [UNICEF], 2025, p. 2), and children are disproportionately impacted by this disruption due to their reliance on the sector. In 2024, over 242 million students experienced school disruptions due to climate impacts, with children in low- and lower-middle-income countries the most affected (UNICEF, 2025). Climate change also indirectly impacts children’s education, with increasing risk of malnutrition, disruption of livelihoods, increased risk of child marriage and child labour, and disruption of safe access routes all being factors that keep children out of school (Bogado Duffner et al., 2025). These disruptions to the education system exacerbate pre-existing inequality, with girls, children with disabilities, and other marginalized groups of children being the most impacted.

Due to the exposure of children across their lifetimes to the impacts of climate change (Bogado Duffner et al., 2025), the adaptive capacity of current and future generations is critical. Access to quality and equitable education is a key mechanism to build such capacity. Education provides children and youth with the skills, knowledge, and understanding to urgently adapt to climate change and build resilience to its impacts. For example, higher levels of education are associated with increased capacity to prepare, respond, and recover from disasters (Sabarwal et al., 2024). Education can empower individuals to challenge inequity, challenge social and gendered norms, build climate literacy and agency, and empower communities and marginalized groups with the tools to drive adaptation.

Schools are at the heart of communities. They are not just a space for children to learn and play; they are vital for access to other critical services, such as child and maternal health, nutrition, and violence prevention. Schools provide physical protection for the whole community in times of disasters. Adaptation to climate change in the education sector protects both children’s education and the broader benefits of schools.

The NAP Process

The NAP process presents a strategic opportunity to embed the education sector within broader adaptation and development planning and budgeting. As a country-driven, cyclical, and iterative approach, the NAP process helps “put in place systems and capacities” (Hamill et al., 2020, p. 2) that align adaptation planning with each country’s development, decision making, and resource mobilization processes. Thus, the NAP process can facilitate a proactive and sustained approach to climate change adaptation and resilience across sectors.

As a key output of the NAP process, the NAP document defines countries’ adaptation priorities and measures in alignment with both national development planning and international climate commitments. NAPs and NDCs can be mutually complementary to promote coherent adaptation implementation (NDC Partnership, 2025; Terton et al., 2024). The NAP process is also an opportunity for countries to develop a coordinated approach to access adaptation finance (Hernández et al., 2025). Integrating the education sector into the NAP process therefore serves a dual benefit: it articulates a national commitment to the adaptation of the sector and increases opportunities for climate finance for education adaptation priorities. It also strengthens policy coherence at a national level, ensuring that the adaptation of the education sector is integrated and aligned with national adaptation priorities and the priorities of other sectors.

Education Under the UNFCCC

Article 6 of the UNFCCC and Article 12 of the Paris Agreement encourage governments to actively incorporate education, training, and public awareness in climate change policies, under the umbrella term Action for Climate Empowerment (ACE). Through ACE initiatives, governments demonstrate commitments that recognize education as both a fundamental right and a key mechanism for building adaptive capacity and fostering climate-resilient societies.

At the 20th Conference of the Parties of the UNFCCC, countries adopted the Lima Ministerial Declaration on Education and Awareness-Raising, calling for the stronger integration of climate education into national educational curricula and stronger efforts to increase public awareness and participation in climate action (Collado, 2017). The UNFCCC further concluded that young people have “immense potential to be agents of change for advancing adaptation in their communities and around the world” (UNFCCC, 2021, p. 8). The first global stocktake under the Paris Agreement encouraged countries to “broaden climate education and to empower people, in particular children and youth, with the knowledge, skills, values and attitudes necessary for active action to combat climate change” (UNFCCC, 2023, p.26).

Background and Scope of This Report

To date, there has been limited examination of how the education sector is included in NAP processes. Previous reviews analyzed the integration of education into NDCs and developed associated guidance,⁵ and UNICEF conducted reviews of select NAPs for child sensitivity (Pegrem & Colon, 2020; UNICEF West and Central African Office, 2024).

This report seeks to fill this gap. It focuses on the education sector as it relates to children and youth, including pre-primary, primary and secondary education, and non-formal education. It does not consider broader elements of education, such as general awareness raising, community engagement, and adult formal or non-formal education. Examining how the education sector supports learning within the NAP process, particularly for policy-makers and decision-makers, is also beyond the scope of this report.

The objectives of this report are to

- identify how education is referenced, framed, and prioritized within NAP processes;
- examine the inclusion of children and youth in NAP processes;
- highlight case studies of how education has been integrated into NAP processes; and
- provide recommendations for improving the integration of education into NAP processes.

This report analyzes 62 multisectoral NAP documents submitted by developing country parties to the UNFCCC's NAP Central as of June 30, 2025. The report assesses the inclusion of the education sector in NAP documents based on a select literature review (Appendix B), focusing on the following key components of a climate-resilient education system:

- **Resilient and safe school infrastructure:** how school infrastructure, including existing and new/planned school buildings, school grounds, school water, sanitation and hygiene facilities, school rooms, classrooms, other learning facilities and school operations, are impacted by climate change and/or their adaptation needs.
- **School safety and educational continuity:** continuous access to education for children and youth in the face of climate shocks and ensuring the safety of learners, teachers, and other education-related staff. This includes educational continuity plans or actions that promote knowledge and skills among children and youth that contribute to climate change adaptation, disaster risk reduction, and resilience-building actions in and around schools.
- **Curricula, pedagogy, and teacher training:** integrating climate change into the curriculum, resources or training to support teachers to deliver an updated curriculum, and consideration of the role of Indigenous teaching and/or learning and non-formal education.
- **Selected enabling factors:** data, knowledge, and communication; institutional arrangements and finance.

⁵ See Cooke, 2025; Kwauk, 2022; United Nations Educational, Scientific and Cultural Organization (UNESCO), 2021.

This report focuses on how the education sector has been included in the four phases of the NAP process and the associated enabling factors (outlined in Section 3), using the NAP document as evidence of this inclusion. For example, if the education sector has not been included in a chapter on climate risks in the NAP document, it is assumed that it has not been included in the IVRA phase.

As the Green Climate Fund (GCF) Readiness Programme is the most significant source of funding for adaptation planning, this report also presents an analysis of 108 approved Readiness Programme proposals from 97 countries available on the GCF website as of June 30, 2025. GCF Readiness proposals were reviewed only in relation to select enabling factors: the inclusion of the education ministries (institutional arrangements) and financing of education sector adaptation plans (finance).

Inclusion of Children and Youth

The report also analyzes the inclusion of children and youth to assess the broader child sensitivity of NAPs.⁶ Children and youth are an important population group as they are among the most vulnerable to climate impacts, yet they also hold immense potential to advance adaptation within their families, schools, and communities. Consideration of their unique vulnerabilities, needs, and potential in the NAP process can be a driver of more effective and inclusive adaptation efforts.

The review takes a gender equality and social inclusion (GESI) perspective. Due to the scope of the review, it specifically considers the roles and representation of marginalized groups of children and youth. For adaptation strategies to be effective, they need to be inclusive of the experiences, knowledge systems, and priorities of those most affected by climate change. This includes ensuring that girls and women, children with disabilities, children from rural populations, and other marginalized groups of children are considered in adaptation processes. This report acknowledges the importance of also including other marginalized groups in adaptation processes as well—women, people with disabilities, rural populations, the elderly, Traditional Knowledge holders, and Indigenous Peoples, among other groups—and that it is critical that they too actively inform and shape adaptation measures.

⁶ This report uses UNICEF's definition of a child-sensitive climate policy, for which there are four criteria: holistic and multisectoral, explicit and meaningful references, rights-based, and inclusive (UNICEF, 2022).

3

Entry Points in the NAP Process for Education

National adaptation planning is an iterative process with four major phases: IVRA, planning, implementation, and MEL. These phases align with the main modules of the NAP process, as described in the recently launched updated NAP technical guidelines (LEG, 2025) and the iterative adaptation cycle under the UNFCCC. Enabling factors for the process include leadership; institutional arrangements; engagement; data, knowledge, and communications; skills and capacities; and financing for actors at all levels.

Key Entry Points for Education in the NAP Phases

- **IVRA:** Working with the education ministry, NAP teams can assess the exposure and vulnerability of schools, learners, and teachers; the indirect climate change impacts on children's education (for example, safe access routes for girls); and impacts on education outcomes. The IVRA should consider gendered impacts for girls and the intersection of poverty, rurality, and disability. Disaggregated education-related vulnerability data, including educational access (formal and non-formal) and literacy levels, can inform the design of broader NAP priorities and actions.
- **Planning:** Ensure coordinated planning and budgeting between education, NAP lead ministries, finance, and planning ministries. Education adaptation actions should be prioritized based on the IVRA. Priorities addressing the indirect impacts of climate change on children's education can be considered in alignment with other priority sectors, such as critical infrastructure or disaster risk resilience.
- **Implementation:** NAP teams can promote integrated approaches to adaptation in the education sector through collaboration between education and other climate-sensitive sectors. Involving children and youth in implementation, recognizing their capacity as agents of change, is another key entry point.
- **MEL:** The inclusion of gender- and age-responsive indicators that assess both processes and results, the systematic disaggregation of all data by gender and age, and the inclusion of sector-specific indicators for education are some ways that the education sector can be integrated in this phase. It is critical to collaborate with the education ministry, which can share data and information, and report on the impacts of climate change on the education sector, as well as lessons on adaptation in education.

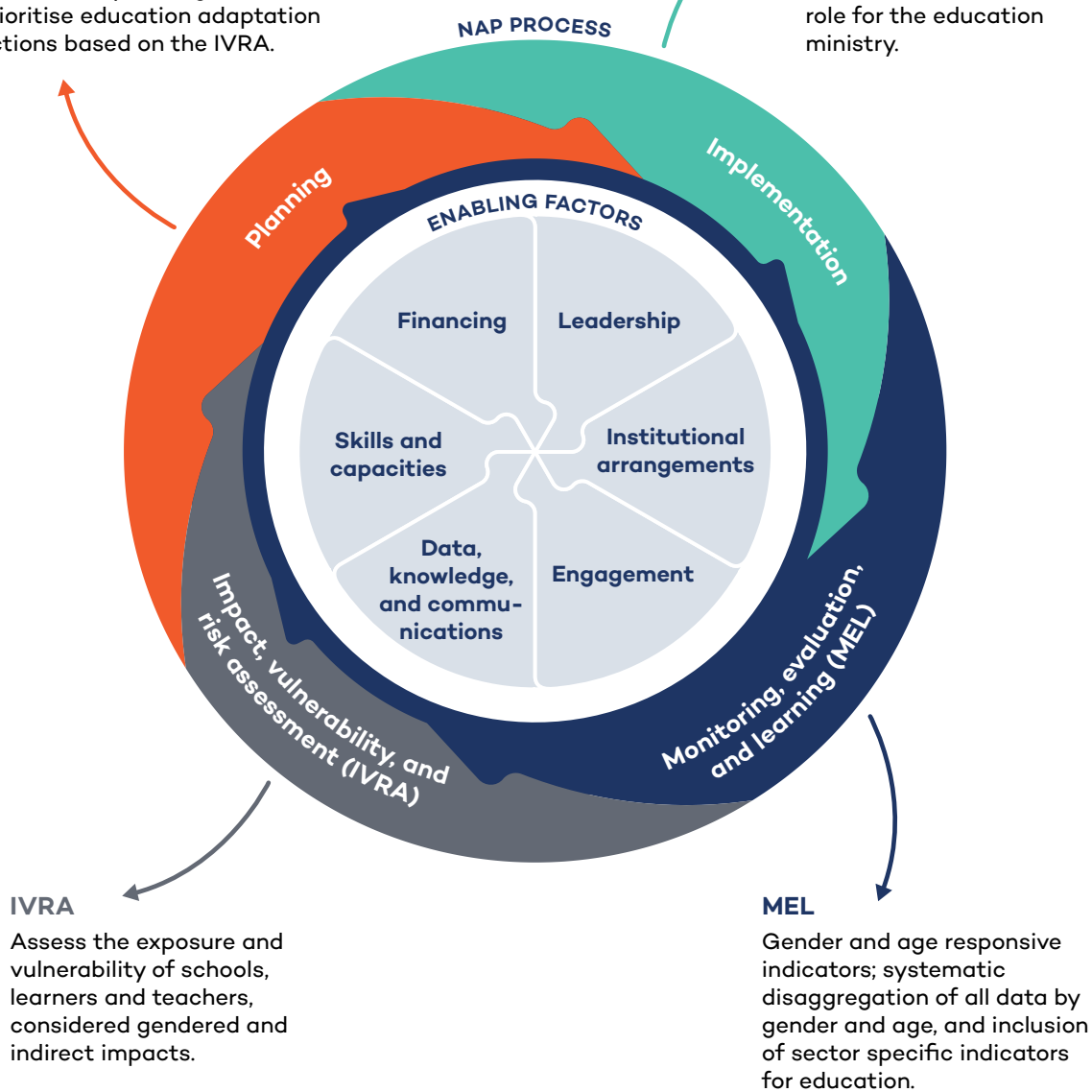
Figure 1. Key entry points for education in the NAP Phases

PLANNING

Coordinated planning and budgeting between education, NAP lead, finance and planning ministries. Prioritise education adaptation actions based on the IVRA.

IMPLEMENTATION

Collaboration between education and climate sectors, with a clear role for the education ministry.



Source: Authors, adapted from NAP Global Network, 2023.

Key Entry Points for Education Through Enabling Factors

Table 1. Key entry points for education through enabling factors

Enabling factor	Definition	Education entry points
Leadership	“The active involvement of high-level political leaders and recognized “champions” who are committed to addressing adaptation” (NAP Global Network, 2023).	Identify a high-level “champion” for adaptation from the education ministry and identify a champion for education from the NAP lead ministry.
Institutional arrangements	“The rules, regulations, and associated organizational structures that enable coordination on adaptation across actors at all levels, as well as the systematic integration of adaptation into development processes” (NAP Global Network, 2023).	- Involve the education ministry in coordination mechanisms across all phases of the NAP process. - Align the NAP with existing education policies and strategies at the national and subnational levels. - Align education commitments in the NAP with relevant global frameworks, such as Sustainable Development Goal 4, particularly target 4.7 on education for sustainable development (UN, 2015) and the Sendai Framework for Disaster Risk Reduction 2015–2030 (UN Office for Disaster Risk Reduction, 2015).
Engagement	“Efforts that enable a range of diverse actors at all levels, including civil society organizations, the private sector, communities, the media, and academia, to participate in and influence decision making in the NAP process” (NAP Global Network, 2023).	- Engage with diverse education actors, such as teacher unions, civil society organizations, the media, and academia. - Engage with child and youth organizations to help facilitate child and youth participation in the NAP process.

Enabling factor	Definition	Education entry points
Data, knowledge, and communication	“The generation and use of (i) data and information—especially climate data; (ii) knowledge, including local knowledge and research; and (iii) key messages tailored to specific audiences to advance the NAP process” (NAP Global Network, 2023).	• Clarify the roles of the NAP team and the education ministry in identifying, collecting, analyzing, and sharing climate and education data in accessible ways to inform the NAP process. • Develop and emphasize child- and youth-sensitive communications for the NAP process to promote engagement and ensure youth feedback mechanisms on NAP implementation.
Skills and capacity	“Investments in individuals and organizations at all levels to ensure they have the skills and capacities to enable effective and efficient NAP processes.” (NAP Global Network, 2023).	• Invest in capacity strengthening for the education ministry and for other education actors, such as civil society, teacher unions, and child and youth representative groups, to support their effective participation in NAP processes. • Invest in strategies to ensure that children and youth have the skills and capacity to participate in adaptation processes.
Financing	“The availability and accessibility of public and private financing for climate adaptation from domestic and international sources.” (NAP Global Network, 2023).	• Engage the education sector in the NAP process as a partner to address finance opportunities across the nexus of climate, humanitarian, and development funds (Global Partnership for Education [GPE], 2023). • Adaptation work conducted by education ministries within their own planned budget can be recognized and tracked as part of domestic NAP planning and implementation.

Source: Adapted from NAP Global Network, 2023.

Spectrum of Approaches for Initiating Education Sector Integration Into the NAP Process

There is no single approach to sectoral integration into the NAP process, and it depends on what adaptation planning has already occurred (Price-Kelly & Hammill, 2015). Figure 2 depicts the spectrum of approaches for initiating education sector integration in the NAP process and when such approaches may be utilized.

Figure 2. Spectrum of approaches to initiating education sector integration into the NAP process



Sector Driven	Hybrid	Nationally Driven
Sectors have already taken steps to address adaptation considerations in sectoral planning, budgeting, and policy-making. Initiating integration involves coordination of sectoral initiatives to help define national adaptation priorities. This approach may be used when significant work has already been undertaken by the education ministry and education sector, with climate change adaptation priorities already identified and integrated into education sector plans, policies, and budgets. These can then be cascaded up to the NAP process. Current budgeting in the education ministry can be identified and further financing can be included in the NAP. Any pre-existing education adaptation indicators can be used in the NAP.	Adaptation is simultaneously considered at the national level in the multisectoral planning process, as well as in sector-specific planning. Initiating integration requires coordination of national and sectoral initiatives to ensure coherence and cohesion in the policy community. This approach may be used if some work has been undertaken by the education ministry in identifying climate change adaptation priorities for the education sector; however, this has not been systematically integrated into education policies, plans, and budgets. NAP teams can work with education ministry to include education in the IVRA, identify current education adaptation priorities and gaps, and required resources, ensuring alignment with national priorities and MEL systems.	A climate change focal agency identifies national adaptation priorities. Initiating integration requires uptake within sector-specific strategies and action plans with coordination by the national climate change focal point. This approach may be used if the impacts of climate change on the education sector are not well understood and climate change adaptation priorities have not already been identified by the education sector. NAP teams can work with the education ministry to include education in the IVRA, identify priorities, cost activities, and ensure education related indicators as part of the NAP MEL.

Source: Adapted from Price-Kelly & Hammill, 2015.

4

Methodology

The authors of this report used two primary approaches to data collection and analysis. The first step included a review of 62 multisectoral NAP documents submitted by developing country parties to the UNFCCC's NAP Central as of June 30, 2025. Appendix A includes the full list of NAP documents reviewed and analyzed in this report. Keyword searches and text analyses were conducted using the MAXQDA software. A questionnaire was developed to standardize the data collection process,⁷ and reviewers completed this questionnaire in Survey Monkey to capture results of the keyword searches and text analysis. This questionnaire was based on a standardized questionnaire used by the NAP Global Network. Results were exported into Excel for quantitative and qualitative analysis.

NAP documents published in languages other than English were translated with the DeepL translation tool. The keyword searches and text analyses were conducted on the main body texts of the NAPs, annexes, appendices, footnotes, and endnotes.

Content analysis was also conducted on the 108 approved GCF Readiness proposals from 97 countries that were available on the GCF website as of June 30, 2025.⁸ The review of GCF proposals only included analysis of the inclusion of education ministries in institutional arrangements and the inclusion of funding for the development of education sector adaptation plans.

In the second step, case studies of country experiences were developed to complement the findings from the NAP document review. These case studies involved document reviews and analysis. This second approach captured information and insights not publicly available in NAP documents or national-level initiatives that are underway but not yet published in forthcoming updated versions of NAPs.

⁷ The keywords used in the questionnaire were informed by the methodological approach used in two UNICEF publications: UNICEF West & Central African Office, 2024, and Pegrem & Colon, 2020.

⁸ GCF Readiness proposals were accessed in the GCF Open Data Library: <https://data.greenclimate.fund/public/data/readiness>

5

Key Findings

Based on our review, we present findings on education in NAP processes in the following areas:

- references to education or educational institutions;
- inclusion of education in IVRAs;
- approaches to integrating education adaptation priorities and actions in NAPs;
- how NAPs address components of a climate-resilient education system in their priorities and actions;
- inclusion of children and youth;
- inclusion of the education sector, as well as children and youth, in the enabling factors of the NAP process; and
- MEL and education.

References to Education or Educational Institutions

All but one of the NAPs (98%)⁹ reference education or educational institutions, with “schools”¹⁰ (89%) and “higher education” (85%) being the most referenced levels of education. Vocational education and training are more often overlooked, only referenced in 35% of NAPs. Early education is the least referenced level of education, present in only 10% of NAPs.

Inclusion of Education in IVRAs

Less than half of the NAPs (40%) consider the education sector in their IVRA, highlighting an evidence gap when it comes to understanding the impact of climate change on the sector. Of these, about a third (36%) considers education levels as a factor that impacts an individual’s vulnerability to climate change, and another third considers education as a factor that contributes to adaptive capacity. For example, the Democratic Republic of the Congo’s NAP refers to education levels as a type of vulnerability (Ministry of Environment and Sustainable Development, 2022), and Liberia recognizes that education can “empower, inform and [motivate]” the community for climate change adaptation (Environmental Protection Agency, 2021, p. 46).

⁹ Unless otherwise specified, percentages presented in the findings are of the total number of NAPs reviewed.

¹⁰ Includes “school,” “primary school,” or “secondary school.”

Only a few NAPs (11%) consider the vulnerability of school infrastructure to climate change, and 16% reference disruption of education more generally due to climate impacts. Antigua and Barbuda, Saint Lucia, and Kiribati all noted the vulnerability of school infrastructure in their IVRA section. Saint Lucia and Kiribati also consider the safety risks to students and teachers during disasters (Government of Kiribati, 2019; Government of Saint Lucia, 2018). Chad includes an analysis of the indirect gendered impacts of climate change on girls' education, noting that girls' attendance at school is negatively impacted by a lack of appropriate water, sanitation, and hygiene facilities to meet their menstrual hygiene needs (Republic of Chad, 2022).

The majority of NAPs (80%) that include education in their IVRA section also include an education-related adaptation priority or action.

Approaches to Integrating Education Adaptation Priorities and Actions in NAPs

Eighty-four percent of NAPs include an education-related priority or action; however, fewer NAPs (73%) include one that is specific to pre-primary to secondary school levels, or that explicitly identifies children and youth as the beneficiaries. Though each NAP document is organized according to its own unique structure, "priorities" here refer to a strategic area of focus (often policy sectors and/or cross-cutting themes) nested under the NAP's higher-level objectives. In addition, "actions" refer to specific measures that the NAP sets out to be implemented, often defined with timelines, responsible actors, and associated costs.

NAPs vary in how they integrate the education sector into their adaptation priorities and actions, as described in Figure 3.

Figure 3. Continuum for integrating education adaptation priorities and actions into NAP processes



No integration	Partial integration	Strong integration
Education may be mentioned; however, there are no education-related adaptation priorities.	Some aspects of education included in discrete actions or activities, but not systematically considered.	Education is either a priority sector, with potential to develop an education sector adaptation plan, or education adaptation is integrated across other priority sectors, such as critical infrastructure with education-specific actions.

Source: Authors.

Nineteen percent of NAPs identify education as a priority sector (NAP Global Network, 2025b). Saint Lucia's NAP identifies education as a priority sector and commits to developing

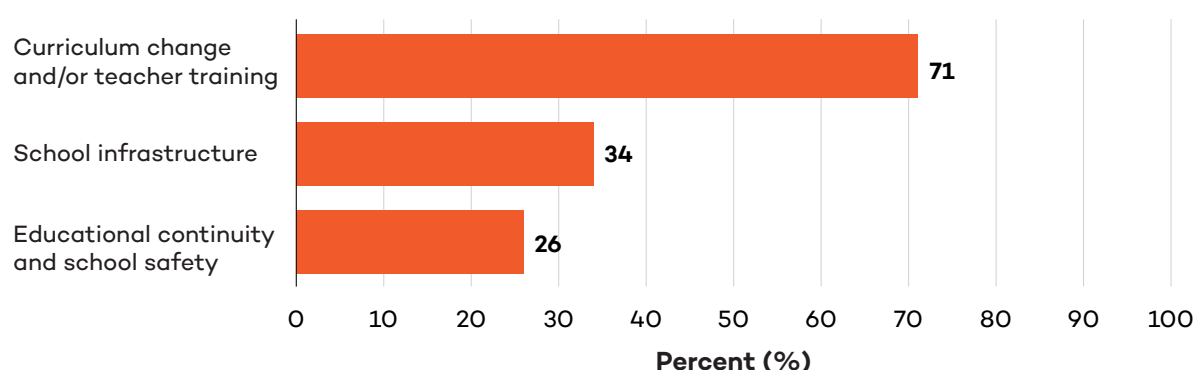
an Education Sectoral Adaptation Strategy and Action Plan (SASAP) (Government of Saint Lucia, 2018), explored in Section 6, Promising Examples. In contrast, Bangladesh mainstreams education-related adaptation priorities into the priority sector of Disaster, Social Safety, and Security (Ministry of Environment, Forest and Climate Change, 2022).

How NAPs Address Components of a Climate-Resilient Education System in Their Priorities and Actions

There is a gap when it comes to considering the adaptation needs of the education sector holistically, with only 37% of NAPs including two or more components of a climate-resilient education system and only 16% of NAPs including all three (curriculum change and teacher training, resilient school infrastructure, and educational continuity and school safety).

Curriculum change is the most common type of education-related priority or action (71%). NAPs are less likely to prioritize school infrastructure and educational continuity: approximately a third of NAPs (34%) included a school infrastructure priority or action, and only 26% included a priority or action on educational continuity and school safety.

Figure 4. Components of a climate-resilient education system included in NAP priorities or actions



Source: Authors.

Curriculum Change and Teacher Training

Almost three quarters of NAPs (71%) included a priority or action relating to integrating climate change into the curriculum. Of these, 80% consider this at a primary and/or secondary school level, 11% consider it only at a tertiary level, and 9% do not specify a level.

These references vary in detail, with many NAPs only including a high-level action to incorporate climate change into the curriculum. Fiji's NAP is notable, as it commits to updating and improving the delivery of climate curricula across all education levels, formal

and non-formal, and vocational training (Government of the Republic of Fiji, 2018). Bangladesh's NAP focuses on how climate change exacerbates gender inequality, including an action to update the curriculum on the risk of child abuse, early marriage, and domestic violence “triggered by climate change” (Ministry of Environment, Forestry and Climate Change, 2022, p. 171).

Very few NAPs include teacher training as part of a priority or action (6%). Some notable exceptions are Grenada, the Republic of the Marshall Islands (RMI), and Tonga, which commit to teacher training and/or the provision of resources to support teachers in delivering a revised curriculum (Department of Climate Change, 2018; Government of Grenada, 2017; Ministry of the Environment, 2023).

Resilient School Infrastructure

Although 58% of NAPs mention issues relating to the resilience of school infrastructure, only 34% identify it as an adaptation priority or action. Of these, approximately half group education-related infrastructure with the adaptation of other critical infrastructure. This is the case in the NAPs of Mozambique, Nepal, Costa Rica, and Guatemala, among others. The other half includes it as a standalone priority or action, such as Suriname, Antigua and Barbuda, Cameroon, and Kiribati. Suriname includes an action to “plan and build new school and allied infrastructure with climate impacts such as flooding, drought, extreme weather events and other factors in mind” (Government of Suriname, 2019, p. 111). Antigua and Barbuda lists actions to “climate-proof” educational institutions, such as by installing flood barriers and stormwater drains (Government of Antigua and Barbuda, 2024, p. 114).

Only 3% of NAPs refer to gender and disability inclusion in terms of construction, upgrades, or retrofits of schools. For example, Kiribati commits to ensuring that “all school retrofit plans apply gender-responsive and universal accessibility design responses” (Government of Kiribati, 2019, p. 137).

Educational Continuity and School Safety

Educational continuity and school safety are included as a priority or action in only 26% of NAPs. Some of these NAPs include actions to integrate disaster risk education into the curriculum. Alternatively, some NAPs commit to developing disaster risk reduction (DRR) plans for schools and/or integrating disaster drills. Mozambique's NAP includes an action to develop DRR plans for schools as well as youth and children's clubs (Ministry of Land and Environment, 2023, p. 178).

Nepal and Bangladesh both reference the participation of children and youth in DRR in their NAPs. Bangladesh includes an adaptation measure on “gender-, age- and disability-responsive, youth-led disaster preparedness and emergency rescue and evaluation services” (Ministry of Environment, Forest and Climate Change, 2022, p.116). Nepal commits to promoting the meaningful participation of children and youth in the planning and implementation of DRR (Government of Nepal, 2021).

Pakistan's NAP acknowledges that girls face higher barriers to education access after climate shocks (Ministry of Climate Change and Environmental Coordination, 2023); however, **no NAPs include a priority or action that addresses the gendered impacts of school disruptions caused by climate shocks**, such as increased care burden for girls following disasters or gendered dropout rates.

Indigenous Learning and Non-Formal Education

Only 8% of NAPs explicitly mention Indigenous education, teaching, and/or learning.¹¹ Argentina's NAP includes a commitment to "strengthening the training of Indigenous teachers, recognising the different ancestral practices of Indigenous peoples and their communities" (Ministry for the Environment and Sustainable Development of the Argentine Republic, 2022, p. 217). Paraguay includes an action to develop educational programs in Indigenous languages (Ministerio del Ambiente y Desarrollo Sostenible, 2022).

Non-formal education for children and youth is also not commonly referenced, present in only 19% of NAPs. For example, Thailand includes a commitment to integrating climate change into non-formal educational systems (Ministry of Natural Resources and Environment, 2023, p. 61).

Inclusion of Children and Youth

References to Children and Youth

Ninety-four percent of NAPs reference children and/or youth. The majority (82%) reference both children and youth, with 6% referencing only children and 5% referencing only youth.

Of these, 58% recognize that children and youth are not a homogeneous group and include reference to intersectional factors. Gender is the most commonly considered, present in 42% of NAPs. For example, Madagascar notes the need for gender sensitivity in climate-resilient infrastructure, to ensure girls can continue to access education (Ministère de l'Environnement et du Développement Durable, 2021). Bangladesh and Pakistan's NAPs both note that climate change can exacerbate negative coping mechanisms, such as child marriage.

Only 8% of NAPs explicitly consider the intersection of age and disability. For example, Fiji notes that curriculum updates should acknowledge the ways in which climate change exacerbates inequality due to gender and/or disability (Government of the Republic of Fiji, 2018). Some NAPs (21%) consider other intersectional factors for children and youth, such as poverty, urban/rural divide, migration, internationally displaced populations and/or movement restrictions due to conflict, refugee status, and orphans and/or child-headed families. For example, Saint Lucia acknowledges higher rates of poverty among children and

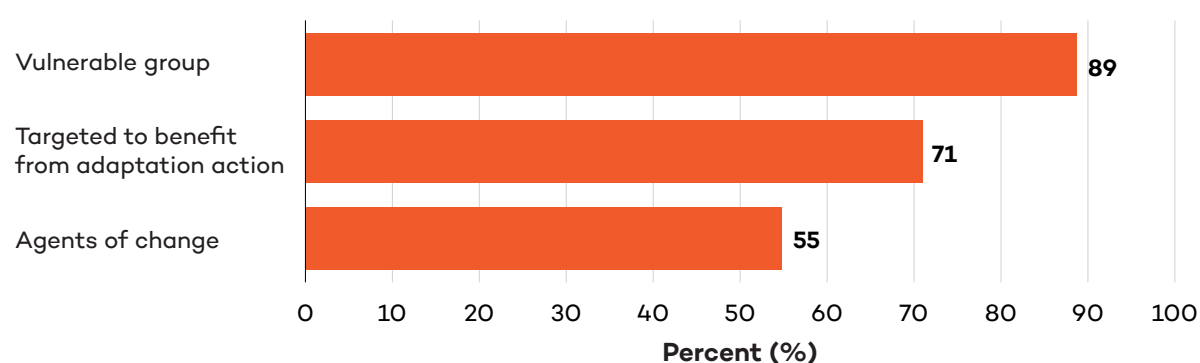
¹¹ The review did not analyze general references to Indigenous, Traditional, or local knowledge, only references specific to Indigenous education, teaching, or learning.

youth compared to adults (Government of Saint Lucia, 2018). No NAPs reference children and/or youth of diverse sexual orientation, gender identity, or expression.

Positioning of Children and Youth

Of the NAPs that reference children and youth, **89% recognized them as a group that is vulnerable to the impacts of climate change**. Most of these NAPs did this by grouping children and youth with other groups—for example, women, the elderly, and/or people with a disability. Differentiated impacts on children’s health, mortality, or nutrition were the most commonly cited factors contributing to children’s heightened vulnerability to climate change. For example, the State of Palestine notes that water-borne diseases are the primary cause of child mortality and that this will be exacerbated by climate change (Environment Quality Authority, 2016). A few NAPs recognize the drivers of vulnerability for children, such as developmental and physiological stages and dependence on caregivers for safety and security (UNICEF, 2024). For example, Chad notes that children are more physically vulnerable and therefore less able to survive climate shocks (Republic of Chad, 2022).

Figure 5. How children and youth are positioned in NAPs



Source: Authors.

Seventy-one percent of NAPs also positioned children and youth as a group targeted to benefit from adaptation action. These NAPs either target children and youth as the primary beneficiaries of specific adaptation actions or reference their different needs compared to adults or other population groups. For example, Nepal considers the specific needs of children under priority areas such as rural and urban settlements, industry, transportation and physical infrastructure, healthy drinking water and sanitation, and DRR.

Over half (55%) acknowledge that children and youth are agents of change. Both Jordan’s and the Central African Republic’s (CAR’s) NAPs recognize youth as future decision-makers and key actors in NAP processes (Ministère de l’Environnement et du Développement Durable, 2022; Ministry of Environment, 2022).

However, less than a quarter of NAPs (23%) refer to child and/or youth rights, and only a quarter refer to the principle of intergenerational equity. Peru’s NAP notes that the design, implementation, and monitoring/evaluation of climate change adaptation initiatives will consider the impact on the rights of several groups, including children (Government of

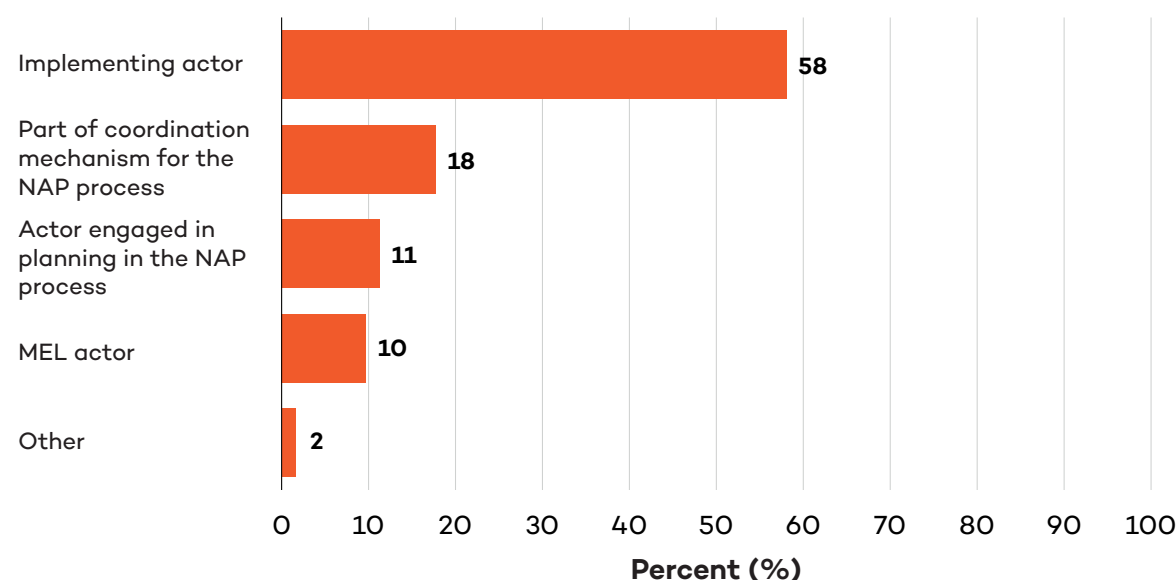
Peru, 2021). It also notes that intergenerational equity is a key principle that underpins the development and implementation of its NAP.

Inclusion of the Education Sector, as Well as Children and Youth, in the Enabling Factors of the NAP Process

Institutional Arrangements

Approximately two thirds of NAPs (66%) mention the role of the education ministry in one or more areas: as part of the coordination mechanism for the NAP process, as an actor engaged in planning, as an implementing actor, as an actor involved in MEL, or other.

Figure 6. Percentage of NAPs that identify different roles for the education ministry



Source: Authors.

Fifty-eight percent of NAPs include the education ministry in an implementing role; however, very few NAPs include a role for the education ministry in the other areas. As an implementing actor, the education ministry is listed either as the responsible ministry for a broad adaptation priority area (e.g., Guatemala and Madagascar) or for specific actions (e.g., Timor-Leste, Albania, and Cabo Verde). In many cases, the education ministry shares responsibility for implementing the priorities or actions with other governmental units or actors. For example, in Moldova, the Ministry of Education and Research and the General Inspectorate for Emergency Situations collaborate to oversee actions that aim to integrate DRR information into university programs (Republic of Moldova, 2024).

The education ministry plays a role in coordination mechanisms in only 18% of NAPs. For example, in Papua New Guinea, Saint Lucia, and Serbia, the education

ministry plays a role in a national coordination mechanism in overseeing the planning and implementation of adaptation priorities and measures. The inclusion of the education ministry within these coordination bodies helps ensure that education adaptation priorities are not treated in isolation but are connected to broader priorities across sectors. This finding demonstrates a significant gap in institutional arrangements that enable the education sector's role in coordinating with other units within the NAP process.

Very few NAPs (11%) included evidence that the education ministry was consulted to inform the development of the NAP. Grenada, Saint Lucia, and Saint Vincent and the Grenadines, for example, list the education ministry as an attendee at national consultations in their annexes. Other countries, such as CAR, Costa Rica, and Thailand, refer to the education ministry as a key player or contributor involved in the development of the NAP, without specifying how they have been engaged.

This finding indicates another gap in how the NAP process involves the education ministry. Given that a high percentage of NAPs include an education-related priority or action, the extent to which the education ministry is consulted in developing the NAP document appears disproportionately low. This suggests that while education is widely acknowledged as a priority area, the institutions most directly responsible for shaping and implementing education policy are not systematically engaged in the design process. Strengthening this link is essential if education is to move from being mentioned in principle to a fully integrated sector in the NAP process.

This gap is also reflected in GCF Readiness proposals: only 32% mention the education ministry as having a role in adaptation planning. Very few (6%) explicitly mention that the education ministry was either consulted to inform the proposal or will be consulted to inform the development of the NAP. Notably, a few proposals (5%) mention the education ministry as a future recipient of capacity building to support their engagement in the NAP process. Saint Lucia's proposal(s) are notable as they define specific roles for the education ministry, such as providing both support for the development of the Education SASAP and knowledge and human resources to contribute to project concepts, as well as a recipient of capacity building and training (Department of Economic Development, 2023).

Only 10% of NAPs specify the education ministry's role in MEL for the NAP process, and those that do often attribute specific indicators to the ministry. For example, Mongolia's NAP lists specific targets under the purview of the education ministry (Ministry of Environment and Climate Change, 2025, p. 85). MEL of education-related adaptation priorities and actions are explored in this section under MEL for Education in NAP Processes.

Finance

Even though many NAPs include an education-related priority or action, only 27% include cost estimates for them. This indicates a significant gap in this key aspect for moving from planning to the implementation of education adaptation. Bhutan, Kenya, and Mozambique specified their estimated budgets for education-related activities, and some NAPs combine their budget allocation for formal education activities (i.e., for schools, curriculum development, and/or teacher training) with their budget for public awareness programs.

Saint Lucia is the only country to include a reference to the use of funding to support the development of an education sector adaptation plan in its GCF Readiness proposals, even though 12 countries identify education as a priority sector within their NAPs. Although identifying education as a priority sector does not necessitate the development of an education sector adaptation plan, this finding highlights a potential gap in the identification of education as a priority sector and the required resourcing to develop an education sector adaptation plan.

Communication and Engagement With Children and Youth

In many NAPs, references to children and youth did not translate into the inclusion of children and youth in the development of the NAP. A limited number of NAPs (11%) include evidence that children and youth were consulted directly, and a further 16% of NAPs include evidence of consultation with child- and youth-focused organizations. The RMI is an example of effective child and youth engagement, explored further in Section 6.

Some NAPs (27%) include measures about developing child-sensitive communication strategies to engage children and youth in NAP processes. Cabo Verde's NAP includes contests and creative avenues to engage with children and youth of different age groups (Ministry of Agriculture and Environment, 2022). Mozambique refers to supporting child- and adolescent-led climate communication through blogs, social media, and community radio (Ministry of Land and Environment, 2023).

MEL for Education in NAP Processes

About one third of NAPs (34%) include education-specific indicators.¹² However, there is a significant gap in MEL for education, as 60% of NAPs that include an education priority or action do not include an associated indicator.¹³

NAPs that include indicators list adaptation action indicators that measure the implementation of adaptation activities, process indicators that measure enabling conditions, and result indicators that assess outcomes or long-term impacts (Montpetit et al., 2025). Tonga includes a process indicator relating to the publishing and dissemination of the Education Sector Plan (Department of Climate Change, 2018). Grenada's NAP provides a good example of a result indicator: "Compared to the 2016 OECS survey, results of a repeated KAP (Knowledge, Attitudes and Practices) survey on Climate Change demonstrate improved results for Grenada by 2021" (Government of Grenada, 2017, p. 62). Kiribati includes a results indicator for school infrastructure improvements: "% of school buildings either relocated or retrofitted after being assessed as at high risk" (Government of Kiribati, 2019, p. 137). Cabo Verde's NAP includes a gender-disaggregated result indicator: number of

¹² This analysis focuses on indicators for evidence of integration of education in a country's broader MEL system for NAP processes. However, we note that an effective MEL system can include multiple components—e.g., a clear objective and scope, a logic model, data collection, analysis and management provisions, strong institutional anchoring, effective reporting and learning mechanisms, and sustained capacity and resources, among others (Montpetit et al., 2025).

¹³ This review only considered present inclusion of education-specific indicators; it did not consider future commitments to including education-specific indicators.

students by sex per year and with access to subjects that include climate change (Ministry of Agriculture and Environment, 2022, p. 147).

Sector-Specific Indicators for Education

Indicators related to the education sector span different areas, including

- **integration of climate change in specific levels of education (higher, secondary, or vocational):** Bangladesh includes an indicator on the “inclusion of CCA in vocational education” (Ministry of Environment, Forest and Climate Change, 2022, p. 222).
- **curriculum planning:** Suriname includes an indicator on the number of “school curricula revised and approved for delivery” (Government of Suriname, 2019, p. 57).
- **teacher education or training:** Cameroon’s NAP includes indicators relating to the number of university teachers benefiting from climate change refresher courses (Ministry of Environment, Protection of Nature and Sustainable Development, 2015).

6

Promising Examples

Approaches to Sector Integration of Adaptation in Education in Saint Lucia

Saint Lucia is developing its Education SASAP,¹⁴ expected to launch in December 2025. Saint Lucia has developed five SASAPs for other priority sectors (e.g., agriculture, water, fisheries), with three more, including education, in development. They complement the cross-sectoral 2018 NAP document by elaborating on each sector's approach, needs, and next steps for implementing its adaptation priorities. Saint Lucia included the development of the Education SASAP as part of their 2021 and 2023 GCF Readiness proposals, which ensured sufficient resourcing to support its development. They also included capacity building for the Department of Education as part of their 2023 proposal to support their engagement in the NAP process.

Through their Education SASAP, Saint Lucia was able to expand on education adaptation measures across the areas of resilient school infrastructure, educational continuity and school safety, and curriculum change and teacher training (for both formal and non-formal education, for a range of target groups). It includes detailed costing of education adaptation measures and clarification of institutional responsibilities between the departments of education, sustainable development and others.

Approach to Integrating Education into Climate Risk and Vulnerability Assessments in Malawi

Malawi's Ministry of Basic and Secondary Education (MoBSE)¹⁵ conducted a standalone education climate risk assessment, which provided evidence for the country's NAP. The assessment combined qualitative and quantitative data, including geospatial analysis, and was informed by participatory workshops with actors at both the national and subnational levels. A composite exposure index was developed to capture overlapping hazards and provide a clearer picture of the exposure of schools, teachers, and learners in each region of Malawi over the past 3 years. The results were aligned with the national Multi-Hazard Risk Atlas produced in 2024 by the Department of Disaster Management Affairs, while also complementing it by offering a sector-specific perspective for education.

¹⁴ With support from the NAP Global Network.

¹⁵ Malawi's MoBSE undertook this standalone climate risk analysis for the education sector with technical assistance and methodology provided by UNESCO's International Institute for Educational Planning and GPE as part of the Climate Smart Education Systems Initiative.

The analysis consisted of three stages:

- identification and analysis of the key climate change stressors in Malawi;
- analysis of the effects of these climate change stressors on education, including 1) the vulnerability and exposure of schools, learners, and teachers to climate hazards, and 2) how these stressors impact children's education across the domains of access, quality, and management, with equity mainstreamed; and
- an analysis of the existing capacities of the education sector to mitigate the effects of climate change stressors.

The analysis informed the development of the Malawi Consolidated Climate Change Strategy for the Education Sector, 2025-2030. Subsequent to the development of the consolidated strategy, the MoBSE prioritized a series of key actions that will enable the education sector to contribute to the country's adaptation efforts through the NAP. The MoBSE's approach demonstrates how the education sector can be considered in an IVRA assessment.

Republic of Marshall Islands' Engagement With Children and Youth in the NAP Process

The RMI's 2023 NAP—also known as its “national survival plan” or in Marshallese as *Papjelmae*—was informed by extensive consultations with communities: 1,362 people were consulted across 15 communities (International Organisation for Migration [IOM] et al., 2023, p. 15). In recognition of RMI's substantial youth population—over a third of RMI's population is under 15 and over half is under 24 (Ministry of Environment, 2023)—youth were engaged in the consultation process through interviews and focus group discussions both as members of the community and separately through youth-specific creative art workshops, conducted by members of the consultation team from Jo-Jikum, a youth-led non-profit (IOM et al., 2023, p. 16). In these workshops, youth were asked to “create artworks to reflect their knowledge of the present and their visions for the future” (IOM et al., 2023, p. 16).

The implementation of RMI's NAP has also included engagement of children and youth through Jo-Jikum's Climate Adaptation Art Seminar (CAAS), held from July 28 to August 8, 2025.¹⁶ The CAAS brought together 53 children and youth to deepen their understanding of the NAP, interpret the NAP's “adaptation pathway to survival” from a youth perspective, and identify gaps. The RMI Climate Change Directorate, through its NAP Awareness team, presented on the NAP and led participants in an adaptation strategy role-play game. Participants also heard from other organizations working on adaptation pathways and developed artwork, photography, and songs that demonstrated their engagement with the NAP. The CAAS uniquely combined artistic and cultural expression, Traditional Knowledge, and hands-on practical learning to increase children and youth's knowledge and understanding of climate change, community-driven adaptation efforts, and community resilience (NAP Global Network, 2025a).

¹⁶ The CAAS in 2025 was supported by the NAP Global Network through financial assistance from the Government of Ireland.

To further support youth engagement, the RMI Climate Change Directorate also presented the NAP at a national church youth rally that brought over 1,000 Marshallese youth from all over RMI, Hawaii, and other parts of the United States (where a large proportion of RMI citizens live).

RMI's approach demonstrates how child- and youth-friendly mechanisms can engage children and youth effectively and meaningfully in NAP processes.

Curriculum Changes to Build Adaptive Capacity and Resilience in the Central African Republic

CAR's NAP notes that “the country is both in a post-conflict situation and in political transition, leaving it with a considerable degree of socio-economic vulnerability” (Ministère de l'Environnement et du Développement Durable, 2022, p. 27). With a predominantly young population,¹⁷ CAR recognizes that youth are both particularly vulnerable to climate change and “full players in the fight against climate change, and the decision-makers of tomorrow” (Ministère de l'Environnement et du Développement Durable, 2022, p. 30).

CAR's education system faces immense challenges: 43% of children do not complete basic education, the majority of whom are girls (Rakotoarivony & Rabenstein, 2023); there is a severe lack of qualified teachers (United Nations Educational, Scientific and Cultural Organization [UNESCO], 2024a); and classrooms are overcrowded (Ministère de l'Environnement et du Développement Durable, 2022). CAR's NAP notes the flow-on effect for youth in terms of high unemployment and underemployment rates (Ministère de l'Environnement et du Développement Durable, 2022).

In response, CAR's NAP takes a sector-driven approach and bases its education adaptation priorities on its Education Sector Plan: 2020-2029. It makes three relevant education adaptation commitments.

The first is a commitment to the development and implementation of a “methodology for vulnerability assessments” for vulnerable groups (Ministère de l'Environnement et du Développement Durable, 2022, p. 79). The NAP team has subsequently identified a particular focus on girls and children in rural areas for this assessment. This is aligned with CAR's Education Sector Plan (Ministère de l'Enseignement Primaire et Secondaire et al., 2020), which emphasizes girls' education and the inclusion of vulnerable children as a cross-cutting priority (especially from a peacebuilding perspective).

The second is a focus on higher education as a priority sector, recognizing the importance of including scientific research institutions and university partnerships in the process of adaptation planning and implementation. The National Climate Coordination Unit within the Ministry of Environment and Sustainable Development subsequently brought together teachers and researchers to promote the integration of gender and climate change adaptation issues into research and training programs and into the academic modules taught by teacher-researchers.

¹⁷ 49% are under the age of 14 (World Bank Group, n.d-a).

The third is an activity to integrate climate change into the primary and secondary school curricula. The NAP also notes a focus on the training and recruitment of teachers to improve the quality of teaching in the Education Sector Plan.

CAR's NAP is an example of strong policy coherence and demonstrates how a sector-driven approach can be used to prioritize the education sector in the NAP process.

7

Recommendations

For NAP Teams

1. Involve and coordinate with the education ministry in NAP processes.

To integrate the education sector into the NAP process, NAP teams should involve and coordinate with the education ministry as the first step. To do this, NAP teams can

- provide information to the education ministry about the NAP process;
- include the education ministry in the development of the NAP through consultations or other mechanisms;
- in partnership with the education ministry, take stock of current and past education adaptation activities and how adaptation is currently considered in education sector plans, policies, and budgets;
- include the education ministry in the coordination mechanism for the NAP process; and
- consider including activities for the education ministry as part of relevant NAP funding, including GCF Readiness proposals.

2. Include the education sector in the IVRA to inform education adaptation priorities and actions.

Including the education sector in the IVRA phase of the NAP process ensures that the impacts of climate change on the education sector are well understood and that education adaptation activities can be prioritized during the planning process. For the education sector, IVRAs should consider the following factors:

- The vulnerability and exposure of school infrastructure and learning spaces to climate hazards.
- The vulnerability and exposure of learners to climate hazards, including an analysis of the ways in which climate change impacts exacerbate pre-existing inequalities. IVRAs should consider how girls, children with disabilities, and other marginalized groups of children are impacted differently or unequally. This analysis should also consider the indirect gendered impacts of climate change on education.
- The vulnerability and exposure of educators and education support personnel to climate hazards, including risks to safe and supportive employment conditions (and accommodation when it is part of school infrastructure), access to timely crisis

communications systems, professional and psychosocial support, and the capacity to ensure learning continuity.

- The impact on children's education in terms of enrolment, attendance, and learning outcomes, as well as teacher and education workforce retention. This may also consider the implications for a country's development goals and projected human capital needs.

3. Strengthen the integration of the education sector in NAP priorities and actions, considering all components of a climate-resilient education system.

There are two parts to strengthening the integration of the education sector into NAP priorities and action. The first part concerns the overall approach to integrating the education sector in NAP priorities and actions. The approach taken will be informed by the IVRA, and as appropriate to the context. To do this, NAP teams can seek to

- mainstream education throughout other priority sectors with cascading education-specific actions and/or
- identify education as a priority sector within the NAP.

The second part considers the adaptation needs of the education system holistically in NAP priorities and actions. This step is critical, as the success of curriculum initiatives will be threatened if the impacts of climate change on school infrastructure and educational continuity are not prioritized in NAP processes. This step can also help to protect the broader benefits of schools for the community, such as their use as a refuge during adverse climate events. NAP teams should consider a range of education adaptation priorities and actions that include

- gender- and disability-responsive adaptation of school infrastructure, to ensure the climate resilience of schools and learning spaces, beyond provisions in a DRR plan;
- gender- and disability-responsive educational continuity and school safety, which protects learners and teachers from harm and minimizes disruption to education;
- a more holistic approach to curriculum, such as integrating gender transformative climate change education that challenges gender norms, empowers students to address the gendered impacts of climate change, showcases leadership and knowledge from women and marginalized groups, and supports climate leadership skills for girls (GPE, 2023);
- support and training for teachers to deliver an updated curriculum; and
- the use of non-formal education mechanisms for learning on adaptation, as well as the inclusion of Indigenous Knowledge and learning.

4. Integrate education indicators in MEL systems for adaptation.

Two important ways that education can be integrated into MEL systems for adaptation are (1) through gender- and age-responsive indicators that assess both processes and results, and (2) the systematic disaggregation of all data by gender and age (Montpetit et al., 2025). These approaches will help to generate evidence and learning on what works in strengthening the resilience of the education sector (GPE, 2023).

NAP teams should coordinate with and collaboratively define a role for the education ministry in relation to MEL of education adaptation, which will help to ensure that MEL activities are aligned with the education sector (Beauchamp et al., 2024). NAP teams can then work with the education ministry to “scope existing data sources, indicators and baselines” related to education adaptation (Beauchamp et al., 2024, p. 47). This can build a basis for shared learning between education ministries and NAP teams and ensure coordination and sharing of relevant data from both as part of MEL systems for the NAP process.

5. Ensure education adaptation priorities and actions in NAP processes are costed to address adaptation finance gaps in education.

Education adaptation priorities can open up opportunities for climate finance, with international funders increasingly interested in financing climate-resilient education strategies (Cooke, 2025). Accurately costing education adaptation options is an important part of this. NAP teams should work with education ministries to prioritize and sequence education adaptation investments (Hernández et al., 2025) and identify possible sources of funding. Costing should also consider work already conducted by education ministries (within their own budget) to ensure alignment between NAP and education budgets. Costing must also consider and reflect equity to ensure schools and learners most vulnerable to climate change are prioritized (GPE, 2023).

6. Facilitate the inclusion of children and youth in all their diversity in the NAP process, recognizing both their unique vulnerability and their capacity as agents of change.

To strengthen child and youth inclusion in NAP processes, NAP teams can

- commit to upholding children’s rights in NAP processes;
- ensure the vulnerability and exposure of children and youth to climate change impacts are considered in IVRAs, especially girls, children with a disability, and other marginalized groups;
- engage with child- and youth-focused organizations that can help to establish safe gender-, disability-, and age-responsive mechanisms to facilitate children and youth involvement in NAP processes; and
- include children and youth as audiences for NAP communications through the development of child- and youth-sensitive communication materials.

For Education Ministries

1. Strengthen coordination and collaboration with NAP teams on the development and implementation of education priorities in the NAP process.

There are multiple opportunities for education ministries to request and seek out involvement in the NAP process, including

- identifying the NAP team and discussing where the country is in the NAP process;

- working with the NAP team to define clear roles for the education ministry and the NAP team;
- sharing education adaptation priorities and gaps with the NAP team to inform NAP development;
- sharing education data relevant to the IVRA and advocating for the inclusion of the education sector in the IVRA phase;
- sharing available costing or budgeting for education adaptation measures and identifying further financing options;
- identifying gaps in, and subsequently integrating, the collection of climate change-related data in education ministry data collection tools (GPE, 2023);
- sharing existing or proposing new education adaptation indicators, supporting age- and gender-responsive indicators, but also considering wider social inclusion indicators relating to displacement and rurality; and
- creating feedback channels for learners, especially those most marginalized, to inform MEL of NAP processes.

2. Be a strong voice for the education sector on adaptation through engagement and strengthened coordination with a range of actors, including the Local Education Group, the education cluster, teacher unions or representative organizations, and civil society organizations, as well as children and youth themselves.

Education ministries can strengthen the inclusion of the education sector in NAP processes by ensuring engagement and coordination with a range of education actors. Engagement of child- or youth-focused organizations can also help to facilitate the participation of children and youth in NAP processes.

3. Ensure alignment between the NAP process and education policies, plans, and budgets.

The education ministry plays a critical role in ensuring that current education adaptation priorities are reflected in NAP processes and that education adaptation priorities identified in the NAP are reflected in education policies, plans, and budgets. Education ministries should also ensure GESI mainstreaming in climate-related education policies and plans.

Together with the NAP team, the education ministry can budget and develop funding strategies for education climate adaptation priorities, exploring a range of possible funding sources, such as domestic finance, multilateral and bilateral overseas development assistance, international climate funds, and disaster risk finance (GPE, 2023).

For Funders

1. Prioritize investments in education sector adaptation and leverage co-financing opportunities across climate change, education, humanitarian, and development funds.

A significant gap in climate finance for education has been highlighted in recent years (Knaute, 2023; UNESCO, 2024b) with many global climate funds committed to increasing investments in education and other critical child sectors to address this shortfall (Cooke, 2025). As NAP processes embed and prioritize the education sector, it is critical that funders prioritize investment in these activities.

Funders should explore co-financing opportunities across climate, education, humanitarian, and development funds for education sector adaptation (GPE, 2023). Building the Climate Resilience of Children and Communities through the Education Sector (BRACE) is an example of co-financing between the GCF and the GPE that draws on financing from both sectors to strengthen the resilience of education systems in the face of climate change (Green Climate Fund, 2023). These approaches can continue to be prioritized to meet the growing financial need for education sector adaptation.

2. Continue to provide funding for capacity building to enable the inclusion of the education sector in NAPs.

Capacity strengthening for education ministries on adaptation and for adaptation decision-makers on education to support the integration of the education sector in NAP processes remains a critical investment. This can include capacity strengthening on “climate-sensitive education analysis, planning, management and monitoring” to ensure that education sector integration into the NAP process is rigorous and evidence-based (GPE, 2023).

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Appendix A. List of NAP Documents Reviewed and Analyzed¹⁸

Table A1. List of NAP documents reviewed and analyzed

Country	Title	Date published
Albania	National Adaptation Plan (NAP) to climate change in Albania: Framework for the country process	2021
Antigua and Barbuda	Antigua and Barbuda National Adaptation Plan: Enhancing Adaptive Capacity, Strengthening Resilience, and Reducing Vulnerability to Climate Change in Antigua and Barbuda	2024
Argentina	National Adaptation Plan	2022
Armenia	National Adaptation Plan: National Adaptation Program of Adaptation to Climate Change and the list of measures for 2021-2025	2021
Azerbaijan	Initial National Adaptation Plan	2024
Bangladesh	National Adaptation Plan of Bangladesh (2023-2050)	2022
Benin	Plan National d'Adaptation aux changements climatiques du Bénin	2022
Bhutan	National Adaptation Plan of the Kingdom of Bhutan	2023
Bosnia and Herzegovina	National Adaptation Plan – NAP (with proposed measures)	2022
Brazil	National Adaptation Plan to Climate Change: General strategy (Vol. 1)	2016
Burkina Faso	Burkina Faso National Climate Change Adaptation Plan (NAP)	2015
Burundi	Plan National d'adaptation initial	2023

¹⁸ All NAP documents can be found in UN Climate Change's NAP Central database: <https://napcentral.org/>

Country	Title	Date published
Cabo Verde	National Adaptation Plan of Cabo Verde	2022
Cambodia	Cambodia Climate Change Strategic Plan 2014-2023	2013
Cameroon	Plan National d'Adaptation aux Changements Climatiques du Cameroun	2015
Central African Republic	Plan National Initial d'Adaptation aux Changements Climatiques de la République Centrafricaine	2022
Chad	First National Climate Change Adaptation Plan of Chad	2022
Colombia	Plan Nacional de Adaptación al cambio climático: Reduciendo los impactos del clima en el desarrollo de Colombia	2018
Costa Rica	Plan Nacional de Adaptación al Cambio Climático 2022-2026	2022
Democratic Republic of the Congo	National Adaptation Plan to Climate Change (2022-2026)	2022
Ecuador	Plan Nacional de Adaptación al Cambio Climático del Ecuador (2022-2027)	2023
Ethiopia	Ethiopia's climate resilient green economy: National Adaptation Plan	2019
Fiji	Republic of Fiji National Adaptation Plan: A pathway towards climate resilience	2018
Grenada	National Climate Change Adaptation Plan (NAP) for Grenada, Carriacou and Petite Martinique 2017-2021	2017
Guatemala	Plan de Acción de Cambio Climático -PANCC (2nd ed.)	2018
Haiti	Plan National d'Adaptation au Changement Climatique (PNA)	2023

Country	Title	Date published
Israel	Israel's National Adaptation Plan for Climate Change	2024
Jordan	The National Climate Change Adaptation Plan of Jordan – 2022	2022
Kenya	Kenya National Adaptation Plan 2015-2030: Enhanced climate resilience towards the attainment of Vision 2030 and beyond.	2016
Kiribati	Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management	2019
Kuwait	Kuwait National Adaptation Plan 2019-2030: Enhanced climate resilience to improve community livelihood and achieve sustainability	2019
Liberia	Liberia National Adaptation Plan 2020-2030	2021
Madagascar	Plan National d'Adaptation au Changement Climatique (PNA) Madagascar	2021
Moldova	National Climate Change Adaptation Programme Until 2030	2024
Mongolia	National Adaptation Plan to Climate Change Mongolia 2024-2030	2025
Morocco	Plan national stratégique d'adaptation	2024
Mozambique	Mozambique's National Adaptation Plan. National Directorate of Climate Change	2023
Nepal	National Adaptation Plan (NAP) 2021-2050	2021
Niger	Plan national d'adaptation aux changements climatiques.	2022
Pakistan	National Adaptation Plan Pakistan 2023	2023
Papua New Guinea	Papua New Guinea National Adaptation Plan	2023

Country	Title	Date published
Paraguay	Plan Nacional de Adaptación al Cambio Climático (PNACC)	2022
Peru	Plan nacional de Adaptación al Cambio Climático del Peru	2021
Philippines	National Adaptation Plan of the Philippines 2023-2050	2024
Republic of the Marshall Islands	The National Adaptation Plan of the Republic of the Marshall Islands	2023
Saint Lucia	Saint Lucia's National Adaptation Plan (NAP): 2018-2028	2018
St. Vincent and the Grenadines	National Adaptation Plan for St. Vincent and the Grenadines	2019
Serbia	Republic of Serbia's Climate Change Adaptation Programme for the Period 2023-2030	2024
Sierra Leone	National Adaptation Plan	2022
South Africa	National Climate Change Adaptation Strategy	2020
South Sudan	First National Adaptation Plan for Climate Change. Republic of South Sudan	2021
Sri Lanka	National Adaptation Plan for Climate Change Impacts in Sri Lanka	2016
State of Palestine	National Adaptation Plan (NAP) to Climate Change	2016
Sudan	National Adaptation Plan	2016
Suriname	Suriname National Adaptation Plan	2019
Thailand	Thailand's National Adaptation Plan (NAP)	2023
Timor-Leste	Timor-Leste's National Adaptation Plan: Addressing climate risks and building climate resilience.	2021

Country	Title	Date published
Togo	Plan National d'Adaptation aux Changements Climatiques du Togo	2018
Tonga	Joint National Action Plan 2 on Climate Change and Disaster Risk Management (JNAP 2) 2018-2028	2018
Trinidad and Tobago	National Adaptation Plan for the Republic of Trinidad and Tobago	2024
Zambia	National Adaptation Plan for Zambia	2023
Zimbabwe	Zimbabwe's National Climate Change Adaptation Plan	2024

Appendix B. List of Resources Informing the Assessment of Education Sector Inclusion in NAP Documents

The report assessed the inclusion of the education sector in NAP documents based on a review of the following frameworks, to distill key components of a climate-resilient education system.

- Global Alliance for Disaster Risk Reduction and Resilience in the Education Sector (GADDRRES). (2022). *Comprehensive school safety framework 2022-2030 for child rights and resilience in the education sector*. https://gadrrres.net/files/cssf_2022-2030_en.pdf
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- UNICEF West & Central Africa Regional Office. (2024). *Child-responsive adaptation in west and central Africa: Placing children at the centre of climate adaptation policies and strategies*. United Nations Children's Fund. https://www.unicef.org/wca/media/10061/file/UNICEF%20WCARO_ENG_Child%20responsive%20adaptation%20brief%20May%202024.pdf.pdf
- United Nations Office for Disaster Risk Reduction. (2015). *Sendai Framework for Disaster Risk Reduction 2015-2030*. <https://www.undrr.org/publication/sendai-framework-disaster-risk-reduction-2015-2030>

UK Foreign, Commonwealth & Development Office. (2022). *Addressing the climate, environment, and biodiversity crises in and through girls' education* (FCDO Position Paper). [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1122368/Addressing the climate environment and biodiversity crises in and through girls education.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1122368/Addressing_the_climate_environment_and_biodiversity_crises_in_and_through_girls_education.pdf)



www.napglobalnetwork.org

info@napglobalnetwork.org

✕ @NAP_Network

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