

STRATEGIC PLAN

National Adaptation Plan Global Network Strategy to 2030

Accelerating the transition from planning to implementation

NAP Global Network

November 2025

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About the NAP Global Network

The NAP Global Network was created in 2014 to support developing countries in advancing their NAP processes, and help accelerate adaptation efforts around the world. To achieve this, the Network facilitates South-South peer learning and exchange, supports national-level action on NAP formulation and implementation, and generates, synthesizes, and shares knowledge. The Network's members include individual participants from more than 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, www.napglobalnetwork.org.

Any opinions stated herein are those of the author(s) and do not necessarily reflect the policies or opinions of the NAP Global Network, funders or Network participants.

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National Adaptation Plan Global Network Strategy to 2030

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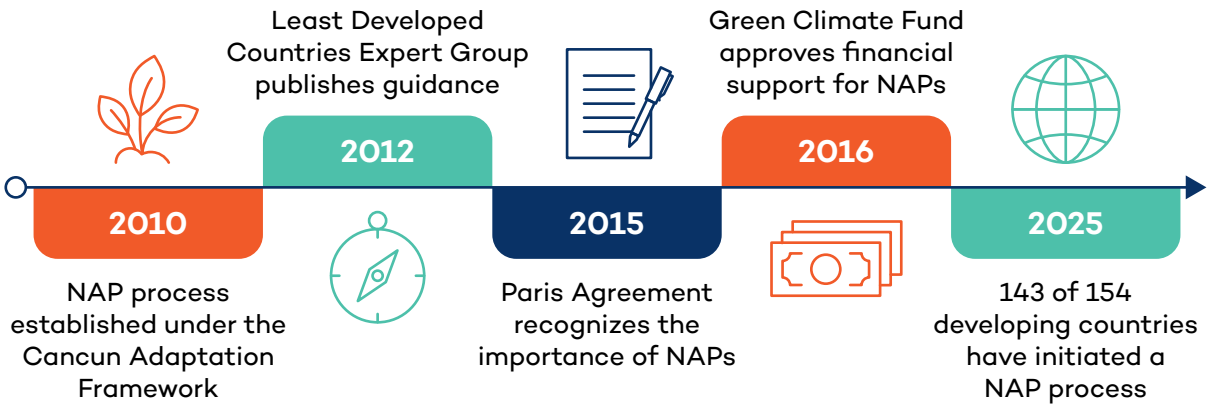
BTR	Biennial Transparency Reports
CSO	civil society organizations
GCF	Green Climate Fund
GST	global stocktake
IISD	International Institute for Sustainable Development
LDC	least developed countries
LEG	Least Developed Countries Expert Group
MEL	monitoring, evaluation, and learning
NAP	national adaptation plan
NDC	nationally determined contributions
SIDS	Small Island Developing States
ToC	theory of change
UNFCCC	United Nations Framework Convention on Climate Change

1
Introduction

In December 2014, a group of adaptation practitioners from 11 countries launched the National Adaptation Plan (NAP) Global Network with the goal of supporting developing countries to advance their NAP processes. Since its establishment, the Network has remained focused on working with national governments to put adaptation at the heart of decision making through more effective, inclusive NAP processes. Specifically, we have continuously supported national governments to identify and address their medium- and long-term adaptation priorities; created and sustained a network of experts on adaptation planning through South–South peer learning and exchanges; and generated, synthesized, and shared knowledge on the NAP process with audiences around the world. Over the past decade, the NAP Global Network has worked with over 90 developing countries and engaged with over 3,000 Network individual members.

The landscape within which the Network operates has evolved significantly since 2014. The political profile of climate change adaptation has steadily grown in the intervening years, spurred in large part by the 2015 Paris Agreement, which, for the first time, placed adaptation on par with mitigation in the global efforts to combat climate change. The Green Climate Fund (GCF), the world's largest dedicated climate change fund, opened a financing window in 2016 to support national adaptation planning processes.

Figure 1. Key milestones for the NAP process since its establishment in 2010



Source: Authors.

Progress has also been seen at the national level. Enabled in part by a rise in the amount of readiness and preparatory support for adaptation planning from the GCF, more than 140 developing countries have undertaken a process to formulate and implement a NAP (United

Nations Framework Convention on Climate Change [UNFCCC], 2024). This has led to a significant growth in the number of NAP documents submitted to the UNFCCC.[1]

Despite this progress, adaptation is not keeping pace with the intensity and scale of climate impacts. The World Meteorological Organization recently confirmed that 2024 was the hottest year on record, with global mean temperatures reaching 1.55°C above pre-industrial temperatures (World Meteorological Organization, 2025)—exceeding the 1.5°C target in the Paris Agreement for the first time. Every year, the Adaptation Gap Report draws attention to both global progress in adaptation efforts and the disparity between them and what countries, communities, and science are telling us is needed to build lasting climate resilience (United Nations Environment Programme, 2023, 2024). While parties have committed to raising their financing ambitions, most recently at the 2024 UNFCCC Conference of the Parties, overall, "progress in adaptation financing is not fast enough to close the enormous gap between needs and flows, which contributes to a continued lag in adaptation planning and implementation efforts" (Least Developed Countries Expert Group [LEG], 2025).

Within this context, the sustained and successful implementation of NAPs becomes even more important. They drive coordination, set policy priorities, mobilize resources, allocate support, and track progress in countries' efforts to achieve their adaptation goals. The systems and capacities that are established through a country's NAP process are the foundation for adaptation action at scale, for moving from a patchwork of adaptation projects to a more coordinated effort at system change. While countries have made progress in developing, implementing, and evaluating their NAP processes, there is much work to be done if their potential is to be fully achieved. Many areas are in need of urgent support: stronger links to national development planning, more strategic alignment with relevant priorities, such as biodiversity enhancement, disaster risk reduction, peacebuilding, and social equity, making a swift transition from planning to implementation, and measuring the effectiveness of adaptation priorities. Indeed, unlocking the transformative impact of NAP processes will continue to require more political profile, stable and flexible long-term funding, and sustained technical support.

Against this backdrop, the NAP Global Network's 2025–2030 Strategic Plan is driven by the overarching theme of supporting the transition from planning to implementation. The purpose of this plan is to

- place the NAP Global Network's strategic orientations in the context of current international developments;
- provide a flexible framework, including key program highlights, for the Network to manage its activities across a range of key objectives and deliver value to its participants;
- offer a basis for partnership building and fundraising;
- support the communication of Network objectives and activities to different audiences.

Section 2 describes the context in which the Network's evolving priorities are set. Section 3 summarizes the basics of the Network, while Section 4 presents an update on its theory of

[1] As of September 4, 2025, 65 developing countries had submitted a NAP to NAP Central, the UNFCCC's NAP portal (UNFCCC, 2025).

change (ToC). Section 5 describes the Network's Strategic Plan for 2025–2030, describing its priorities for achieving its medium- and longer-term outcomes. Section 6 outlines the monitoring, evaluation and learning (MEL) framework of the Network, through which we will explore how we can better understand what's working and what can be improved in our support to countries.

2
Context: National adaptation planning for climate-resilient development

2.1 The NAP Process

The NAP process enables countries to identify and address their medium- and long-term priorities for adapting to climate change. It involves analyzing current and future climate change and vulnerability to its impacts, identifying and prioritizing adaptation options, implementing these options, and tracking—and learning from—their performance. Importantly, the NAP process also puts in place the systems and capacities to make this whole effort part of regular development planning and budgeting rather than a separate *ad hoc* exercise.

The NAP process was formally established in 2010 under the UNFCCC's Cancun Adaptation Framework (Decision 1 CP.16). It is a continuous, progressive and country-driven process that strives to align itself with national priorities and sustainable development objectives. As defined by the UNFCCC, the NAP process has two objectives: "to reduce vulnerability to the impacts of climate change, by building adaptive capacity and resilience" and "to facilitate the integration of climate change adaptation, in a coherent manner, into relevant new and existing policies, programmes and activities, in particular development planning processes" (LEG, 2012, p. 80).

The LEG published technical guidelines for the NAP process in 2012, and supplementary guidance has since been produced on a range of topics by several NAP support actors, including the NAP Global Network. At the 27th UN Climate Change Conference (COP) in 2023, the LEG was mandated to update its technical guidelines to reflect policy developments and the best available science, including the Intergovernmental Panel on Climate Change *Sixth Assessment Report (AR6)*. The LEG's updated technical guidelines for the NAP process were published in May 2025 (LEG, 2025).

To date, at least 143 developing countries have initiated a process to formulate and implement a NAP (UNFCCC, 2024). Sixty-five developing country NAPs have been submitted to the UNFCCC's NAP portal, NAP Central (UNFCCC, 2025). More than 100 countries have submitted a proposal to the GCF for NAP readiness support (GCF, 2025). Since the Paris Agreement in 2015, at least 22 least developed countries (LDCs) and 13 Small Island Developing States (SIDS) have developed and submitted a NAP.

2.2 Policy Context

The profile of and support for adaptation action have grown since the formal establishment of the NAP process in 2010, and since the establishment of the NAP Global Network in 2014—all of which have implications for future Network activities. These developments and associated implications include:

Paris Agreement

There has been much progress in adaptation and on NAPs since this landmark agreement was adopted in 2015. The role and importance of NAPs are reflected in several milestones and instruments of implementation, including the following:

Global Goal on Adaptation

Established under Article 7.1 of the Paris Agreement, the Global Goal on Adaptation was further elaborated through the 2023 United Arab Emirates Framework for Global Climate Resilience, which articulated a set of targets against which to measure progress toward the Goal. Specifically, the Framework established seven thematic (or sectoral) targets and four targets capturing the iterative adaptation cycle. The latter includes a target on planning, which states that by 2030, countries will have in place effective national adaptation plans and policy instruments, and mainstreamed adaptation in policy processes. This strengthens both the mandate for and the urgency of the NAP Global Network's activities.

Global Stocktake

The first global stocktake (GST) decision in 2023 emphasized the critical role of the NAP process in facilitating developing countries' adaptation planning and implementation, calling for all parties to have NAPs in place by 2025, and to make progress in implementing them by 2030—again, reinforcing the relevance and need for NAP GN's work.

New Collective Quantified Goal

In 2024, countries established a new climate finance goal, committing to deliver at least USD 300 billion a year to developing countries by 2035, with developed countries taking the lead. This goal sits within a much larger aspirational goal of USD 1.3 trillion a year in the same timeframe. NAPs will play an important role in guiding investment decisions and developing project pipelines and bankable proposals—aligned with country needs and priorities—as this money comes online.

Nationally Determined Contributions

As the primary mechanism through which countries express their commitments to climate action, nationally determined contributions (NDCs) are high-profile tools for international climate diplomacy and domestic signalling. While countries are not obliged to include adaptation-related pledges in their NDCs, a large majority have. For countries that choose to include adaptation, they have an important opportunity to leverage and advance their NAP

processes, promoting efficiency, coherence, and effectiveness in domestic adaptation actions (Dazé et al., 2018; Terton et al., 2024). At least 55 of the 65 NAPs submitted to NAP Central include references to their NDCs (NAP Global Network, 2025). The NAP Global Network has been an important resource for explaining the important differences and synergies between NDCs and NAPs, a role that will likely expand as more countries advance the domestic processes underpinning each instrument.

Biennial Transparency Reports

Whereas NDCs are country pledges to meet the goals of the Paris Agreement, Biennial Transparency Reports (BTRs) are regular progress reports on meeting the commitments contained therein. Submitted every 2 years, BTRs can explicitly draw from information contained in NAP documents and, importantly, the MEL efforts countries have underway as part of their broader NAP processes (Qi & Beauchamp, 2023). Recognizing the need to link global and domestic progress reporting on adaptation action, the NAP Global Network is well placed to support countries in leveraging their NAP processes to develop their BTRs.

Adaptation Communications

Established to increase the visibility and profile of adaptation efforts, enhance global understanding of adaptation needs, and inform the GST, Adaptation Communications (AdComs) can be submitted to the UNFCCC process in several ways, i.e., with or as part of a country's NAP, NDC, BTR, or national communication. Whichever option a country chooses, its NAP process should be leveraged, as it generates and documents information on most, if not all, elements of an AdCom. The NAP Global Network will continue to support country requests to establish and/or strengthen links between their NAP processes and the development of their AdCom to inform the second GST in 2028.

Loss and Damage

Increasingly recognized as the "third pillar" of the UNFCCC climate regime, its ascendency over the last 5 years has been reflected by the establishment of both the Loss and Damage Fund and the Santiago Network. The latter focuses on catalyzing technical assistance for developing countries for averting, minimizing, and addressing loss and damage. Given the central importance of adaptation activities in minimizing loss and damage, the undeniable synergies and overlaps between the NAP process and loss and damage efforts must be recognized and managed to avoid duplication, confusion, and further fragmentation in the landscape of investments to help vulnerable countries deal with the impacts of climate change. There are important efficiencies to be gained by linking loss and damage efforts to NAP processes, and the Network is positioned to support countries in this regard.

GCF Support to NAPs

At its 37th board meeting in October 2023, the GCF decided to provide a new and additional allocation of up to USD 3 million per country to support the transition from NAP formulation to NAP implementation. Since 2016, the GCF has approved more than 120 NAP Readiness proposals from at least 108 countries for adaptation planning. This additional

funding window highlights the clear need to demonstrate progress in the implementation of priorities identified in NAP documents by 2030, in line with the call from the first GST. The Network will continue to coordinate with actors undertaking GCF-funded activities on NAP support and look to establish a stronger working relationship with the Fund, offering to serve as a technical advisor or knowledge partner, or in another support role.

The G7 Adaptation Accelerator Hub

Launched at COP 29 in Baku, Azerbaijan, in 2024, with the United Nations Development Program serving as the support agency, the Hub will provide technical and implementation support to assist developing countries in scaling up their adaptation efforts. It is expected to build on the commitment made at the April 2024 G7 Climate, Energy, and Environment Ministerial meeting in Venaria Reale under Italy's Presidency. The Network is already a partner, holding joint meetings on identifying concrete actions to accelerate investment and subsequent implementation of adaptation priorities.

Country Platforms

Recent years have seen growing momentum behind country platforms—mechanisms that streamline the delivery of finance from diverse sources to support more programmatic climate action at the country level. Because their success depends on country ownership and strong alignment with national strategies and local priorities, country platforms should build on and leverage NAP processes—particularly the adaptation priorities they identify, the stakeholders they engage, and investment frameworks they provide—in their establishment and management. The NAP Global Network can support countries in establishing and brokering these links, ensuring a more coordinated transition from adaptation planning to implementation.

Rio Convention Synergies

Recognizing the interdependence of the climate, biodiversity, and desertification crises, there is growing attention to how the multilateral processes for each agenda can be better aligned to exploit synergies, gain efficiencies, and deliver lasting solutions. This calls for practical examples that demonstrate how to identify and operationalize synergies while avoiding or minimizing trade-offs in policy design and implementation. The NAP Global Network has already been working to help countries identify crosswalks between their NAP processes and those for national biodiversity strategies and action plans, and demand for this type of support is only growing.

Broader Geopolitical Shifts

Looking beyond the climate policy "bubble," changes in the global political landscape present both challenges and opportunities the Network must navigate over the next 5 years. Post-COVID debt burdens continue to strain economies worldwide, while a growing affordability crisis and rising defence spending in major economies have already led to significant reductions in aid budgets. At the same time, a retreat from the environmental and social justice agendas—paired with mounting skepticism about the credibility and effectiveness of

multilateral processes—compounds the challenge of accelerating support to countries and populations most affected by climate impacts.

Yet this evolving context also presents opportunities. As governments focus on pressing domestic priorities—such as peace, food security, health, and economic stability—there is a clear opening to position adaptation as a solution that delivers both immediate and long-term benefits. Strong NAP processes can serve as a strategic vehicle for making these connections and catalyzing investments in effective, country-led adaptation action.

2.3 Problem Context

If we want to see accelerated investments in climate-resilient development, then we need more coordinated efforts to regularly assess climate risks, design, adequately resource, and implement strategies to manage these risks, and internalize lessons around what works—and for whom—so that adaptation actions are more effective, equitable, and sustainable. In short, stronger NAP processes will ensure more timely, targeted, and transformative adaptation. However, ongoing efforts to advance NAP processes are hindered by a range of issues (NAP Global Network, 2018, 2021).

Over the past decade, some of these challenges have evolved, and new ones have emerged. Ongoing capacity constraints, both at the individual and institutional levels, remain a persistent challenge. The Network's approach in the next 5 years will focus especially on the following, under the overarching theme of Planning to Implementation.

Planning Fatigue and the Implementation Gap

Good adaptation action depends on good planning, which helps explain why at least 9 out of 10 developing countries have a NAP process underway. However, formulating a NAP is often a long, complex, and resource-intensive effort that can raise expectations of immediate, visible implementation. In practice, articulating national adaptation priorities is just the starting point; translating them into concrete action typically demands further analysis, planning, coordination, and resource mobilization. Without sufficient support for this extended effort, countries risk losing momentum and experiencing planning fatigue, leading to an implementation gap that undermines the credibility of the NAP process.

The Enduring Finance Gap

Directly related to the implementation gap mentioned above, but worthy of calling out on its own, is the lack of sufficient finance for NAP processes, which continues to hamper progress. This shortfall in support is for both the governance reforms needed to establish and sustain effective adaptation planning and for the implementation of actions (i.e., projects, programs, etc.) identified through this planning. The 2024 Adaptation Gap Report pointed to a shortfall in adaptation finance of between USD 187 billion and USD 359 billion annually. This figure far exceeds the current public finance flows. It is now exacerbated by the current international funding context, with aid budgets being cut and donor governments strategically reallocating their spending toward other geopolitical and domestic priorities.

Newer Policy Instruments Related to Adaptation Create Confusion Around the Purpose of NAPs

Having been formally established in 2010, the NAP process is over 15 years old. Since then, the Paris Agreement came into effect, and a variety of instruments have come online to support adaptation action. These newer instruments, such as NDCs, AdComs, and BTRs, are explicitly designed to drive climate ambition, showcase country needs, track progress, and raise the profile of adaptation. Unless the relevance of NAP processes to these newer policy instruments is demonstrated and communicated, NAPs risk being overlooked or sidelined in critical decisions on adaptation, including on finance.

Continued Lack of Political Leadership Around the NAP Agenda Within Countries

This perpetuates inconsistent coordination and the siloing of adaptation, limiting its influence in core planning decisions, such as those related to domestic budgeting and allocation of external finance. Much more needs to be done to further strengthen collaboration between the ministries, departments and agencies responsible for finance and planning and those driving adaptation efforts, and it needs to go beyond ad hoc multistakeholder convenings and institutional arrangements.

Difficulty of Assessing the Effectiveness of NAP Processes

The evidence of impact from NAP processes is not always obvious and often falls short of drawing a clear line between investments in a NAP process and improved resilience on the ground. The 2024 LEG report states it remains difficult to assess whether current interventions are indeed reducing vulnerability and, if so, to what extent, because many NAPs are still in the early stages of implementation, and there is limited progress in developing methodologies and MEL systems for assessing adaptation outcomes and impacts of projects.

NAP processes play a fundamental and potentially transformative role in the climate action agenda: they are about changing systems to address a systemic challenge. The Network will work with developing countries to address these and other issues to accelerate and inform progress on NAP processes globally.

3
The NAP Global Network

3.1 Network Basics

The Network's goal, objectives, activities, and reach to date are summarized in Figure 2:

Figure 2. NAP Global Network goal, objectives, activities, and reach to date

Our goal: Enhance national adaptation planning and action in developing countries

What we do:

Support national-level action on NAP development & implementation.	Help countries learn from each other through South-South peer learning and exchange.	Generate, synthesize, & share knowledge on NAP processes.
73 developing countries have received direct technical support.	Over **900** people from **80 countries** have participated in peer learning and exchanges.	Over **350** knowledge materials have been produced.

Source: Authors.

Establishment

The NAP Global Network was established in December 2014 by adaptation policy-makers and practitioners from Brazil, Germany, Jamaica, Japan, Malawi, Peru, the Philippines, South Africa, Togo, the United Kingdom, and the United States to support developing countries in advancing adaptation planning and action.

Members

The Network connects over 3,000 individual participants from more than 170 countries involved in developing and implementing NAPs, as well as 13 funder members[2] that have joined to enhance their support for adaptation through funder coordination.

[2] Australia, Austria, Canada, Czech Republic, European Commission, France, Germany, Ireland, Japan, The Netherlands, United Kingdom, and the United States of America, as well as ClimateWorks Foundation.

Funding

As of June 2025, over USD 40 million in financial support for the Network has been provided by Austria, Canada, Ireland, Germany, the United Kingdom, and the United States, along with additional support from the ClimateWorks Foundation.

Governance

The NAP Global Network governance structure comprises three main components:

The **Secretariat**, which is hosted by the International Institute for Sustainable Development (IISD). IISD is a global think tank working to solve today's greatest sustainable development challenges, including climate change, nature loss, and social inequality. The Secretariat manages the NAP Global Network's day-to-day operations and provides research, logistical, administrative, and strategic support. The Secretariat organogram is provided in Appendix A.

A **Steering Committee**, the Network's highest-level decision-making committee, was established to provide strategic direction and broad oversight of Network activities, and its members act as advisors and ambassadors for the Network. The Steering Committee's revised Terms of Reference and membership are provided in Appendix B.

A **Management Team**, which consists of Secretariat members and representatives from active funder agencies that have provided support to the Network, oversees the Network's operations by regularly consulting on issues such as topics of focus and coordination of national and regional activities.

3.2 Vision, Mission, and Goal

Vision

Our vision is a world where communities and countries—particularly the poorest and most vulnerable—are able to articulate, pursue, and realize their development aspirations in a changing climate. This is possible by having robust adaptation planning processes in place that are aligned with development priorities and plans, and effective in channelling resources to the people, places, and systems that need them most.

Mission

The Network's mission is to harness the collective knowledge and resources of governments, practitioners, funders, and civil society to build capacities and accelerate the formulation and implementation of NAP processes.

Goal

The Network's goal is to accelerate national adaptation planning and action in developing countries.

3.3 Principles

Guided by the two objectives adopted by the UNFCCC,[3] the Network sees the NAP process as an opportunity for countries to lay out a pathway toward achieving robust, sustainable development in the face of accelerating climate change impacts.

The principles guiding NAP Global Network activities build on the UNFCCC decisions around enhanced action on adaptation and include providing support that is:

- **country driven**, where countries decide what approach, process, and deliverables are best suited to identifying and addressing their adaptation priorities.
- **gender responsive and socially inclusive**, where the adaptation needs and capacities of different genders and marginalized social groups are recognized, participation and influence in processes and decisions are equitable, and benefits resulting from country support are equitably accessible.
- **flexible**, where the iterative and emergent nature of NAP processes is recognized, allowing countries to define their needs on a continual basis and access support accordingly.
- **participatory and transparent**, where a wide range of stakeholders both within and outside of government—i.e., subnational authorities, academia, civil society, the private sector, among others—are invited to take part in activities, and both the delivery of NAP support and the NAP process itself are open, communicative, and mutually accountable.
- **coordinated**, where, at a minimum, Network activities do not repeat what has already been done or is underway through other initiatives and, ideally, work with other adaptation initiatives to deliver more comprehensive and effective support for NAP processes.

3.4 Objectives

The Network will achieve its goal by meeting the following three overarching objectives, which are the cornerstone for our three pillars of support:

- **support national-level action** to advance NAP processes
- **facilitate sustained South–South peer learning** on the challenges and opportunities in advancing NAP processes
- **generate, synthesize, and share knowledge** to inform and strengthen NAP processes

Underpinning these overarching objectives are two cross-cutting objectives working across our three pillars of support. The Network, with developing countries at the table, will aim to a)

[3] The objectives of the NAP process are as defined by the UNFCCC in Decision 5/CP.17, paragraph 1, are "(a) To reduce vulnerability to the impacts of climate change, by building adaptive capacity and resilience; (b) To facilitate the integration of climate change adaptation, in a coherent manner, into relevant new and existing policies, programmes and activities, in particular development planning processes and strategies, within all relevant sectors and at different levels, as appropriate" (LEG, 2012).

raise the profile and relevance of NAP processes in strategic policy forums and partnerships, and b) strengthen bilateral funder coordination for better alignment with priorities in NAP processes.

3.5 The NAP Global Network's Roles

In response to the policy and problem contexts described in Section 2.3, the NAP Global Network is designed as a complementary NAP support initiative that plays the following roles:

- **long-term technical ally:** Countries have a wide range of capacity and knowledge needs for advancing their NAP processes. The Network strives to address these through tailored programs using local or regional capacity, with the Network Secretariat offering a constant, technical backstopping presence.
- **gap filler and momentum-maintainer:** NAP processes are complex and comprehensive, comprised of different phases and a range of actors: they are massive coordination efforts that can be challenging to sustain. Providing short-term support can help ensure NAP processes do not become stalled and is complementary to bigger, existing technical support programs, such as those funded by the GCF.
- **innovative peer learning facilitator:** Accelerated progress in NAP processes cannot rely on traditional technical assistance alone: peer learning has an important role to play. Creating spaces and a network of experts to allow policy-makers and practitioners to have honest and focused exchanges on what works and does not work in formulating and implementing NAPs will help actors avoid pitfalls or lose time in their respective processes.
- **thought leader and advocate for NAPs in global climate policy conversations:** Leveraging its credibility and practical experience supporting developing countries, the Network serves as a key voice in reinforcing the relevance and importance of NAP processes, highlighting their structural role and transformative potential. The Network consistently advocates for the integration of climate change adaptation into national development planning, as well as the alignment of adaptation planning with NDCs and other global policy agendas. It also engages and educates new actors to broaden the base of support and action for NAP processes.
- **storyteller and knowledge manager:** Given the challenges described above, continued support for NAPs means conveying that important progress has been made, while also calling out the outstanding needs for accelerated action. The Network has been working to build compelling narratives around how changes in policy, institutional structures, relationships, and access to resources lead to real impacts on the ground to strengthen the case for investments in NAP processes.
- **convener and amplifier:** Through organizing its own events and by facilitating participation in other global and regional forums, the Network provides a platform and opportunities for developing country partners to share their experiences and insights on NAP processes, advocating for their context-specific needs.

4
Theory of Change

The Network Secretariat developed a ToC in 2016 to connect its activities to its goal and objectives and translate them into a story of how the Network seeks change and the assumptions that underpin it. The ToC was updated in 2020 and has since been further revised in 2025 to reflect changes in activities, lessons learned, as well as the Network's evolving role. The full ToC is presented in Appendix C.

The long-term impact to which the Network is contributing is developing countries being able to achieve accelerated and scaled implementation of priority adaptation actions. This is made possible by reducing the vulnerability of ecosystems, economies, and people—driven by inclusive adaptation where women and other underrepresented groups actively participate and shape decisions—to the impacts of climate change. And this reduced vulnerability will be enabled by achieving the nearer-term impact of higher-quality and iterative NAP processes that drive effective adaptation action in developing countries.

Longer-Term Outcomes

Looking at the results that fall within the NAP Global Network's sphere of influence, the longer-term (4–5 years) outcomes the Network is working toward are as follows:

- greater political leadership and commitment to integrate adaptation into development policies and processes, ensuring that climate resilience remains a sustained priority across government agendas;
- more and better targeted financial and technical resources available for sustaining NAP processes on an ongoing basis;
- stronger, more accountable, and inclusive institutions that embed adaptation into governance systems, coordinate across sectors and levels, and enable iterative, evidence-based, and participatory decision making.

Medium-Term Outcomes

Each of these will be supported, to various extents, by four medium-term (2–3 years) outcomes that directly shape the nature and direction of Network activities:

- active network of experts and practitioners within and across countries regularly sharing knowledge to support each other in advancing NAP processes;
- increased in-country technical and institutional capacity to advance NAP processes at all levels;

- greater global policy recognition of NAP processes and how they can be leveraged for climate-resilient development.

Outputs

These outcomes will be achieved by delivering the following outputs:

- NAP actors with increased capacities and skills, regularly meeting with and learning from each other on challenges and best practices related to NAPs;
- countries actively engage with the NAP Global Network, articulating their needs, accessing technical support and sharing updates on their progress and lessons learned;
- high-quality body of knowledge and guidance on effective NAP processes, accessible in multiple formats, languages, and platforms;
- ongoing advocacy efforts on the relevance and importance of NAP processes, emphasizing both progress and needs in developing countries.

In summary, the NAP Global Network will deliver a suite of mutually reinforcing activities that will expand the number of people who are effectively advancing NAP processes in their countries, strengthen the institutional architecture needed to coordinate and mainstream adaptation in public sector decision making, and increase the political visibility of adaptation planning in domestic and global policy conversations. In so doing, developing countries will have the resources and capacities needed to identify and implement their adaptation priorities for years to come, ensuring climate change adaptation efforts leave no one behind.

Enhancing bilateral coordination continues to be a cross-cutting principle, providing an opportunity to give greater weight to the Network's role as an advocate for NAP processes.

Our belief is that such changes—taken together—lead to the wholesale transformation of planning and decision-making systems needed to reduce harm and loss in the face of climate change.

5
Looking Forward to 2030: The next NAP Global Network Strategy

Today, the NAP Global Network connects over 3,000 individual members from more than 170 countries (see Appendix D for a list of countries involved with the NAP Global Network to date). Working with partners, we have been able to provide direct technical assistance to 73 countries, facilitate peer exchanges between 800 participants from 80 countries, and produce over 350 knowledge products. These accomplishments point to a bigger story of progress with adaptation planning in developing countries, with 143 out of 154 having a NAP process underway. However, there is much more that needs to be done.

We have learned a lot working on our various themes over the past 5 years. The work we have done through our various activities points to a successful foundation for continued support, areas in need of improvement, and new opportunities for accelerating progress in NAP processes. A summary of selected key lessons is provided below, and Appendix E provides further information along with additional data on the work of the Network over the past decade.

- NAP actors are now more likely to go beyond gender to explore other aspects of social inclusion and justice.
- Countries are considering the design of practical, outcome-focused MEL systems from the outset of their NAP processes.
- Countries are increasingly exploring opportunities to align their NAP processes with their NDCs and national biodiversity strategies and action plans (NBSAPs) for greater synergies.
- Countries are using diverse modes of multilevel coordination for their NAP processes.
- NAP processes are entry points for bringing stakeholders together on adaptation, disaster risk reduction, and national security.
- For the transition from planning to implementation, prioritizing, validating, and costing adaptation priorities are key activities to support a comprehensive adaptation investment plan.

5.1 Priorities to 2030

To realize the outcomes and impacts described in its updated ToC, the Network will continue to support NAP processes through technical support, peer learning, and knowledge sharing. However, there will also be some shifts in emphasis, reflecting the policy and problem context

described above. Assuming a more constrained funding base, the Network will pursue several key priorities out to 2030 that align with our three pillars, which represent our three overarching objectives:

1. Pillar 1: Support national-level action to advance NAP processes
2. Pillar 2: Facilitate sustained South–South peer learning on the challenges and opportunities in advancing NAP processes
3. Pillar 3: Generate, synthesize, and share knowledge to inform and strengthen NAP processes

Across all three pillars and their key priorities will be a **continued commitment to gender equality and social inclusion, as well as training and advocacy as cross-cutting priorities.** Activities will include working with countries to address some of the structural drivers of climate vulnerability, creating opportunities for underrepresented groups to engage, influence, and co-create in the NAP process and elevating the voices and experiences of those most affected by climate impacts in shaping a country's adaptation priorities and stories of progress.

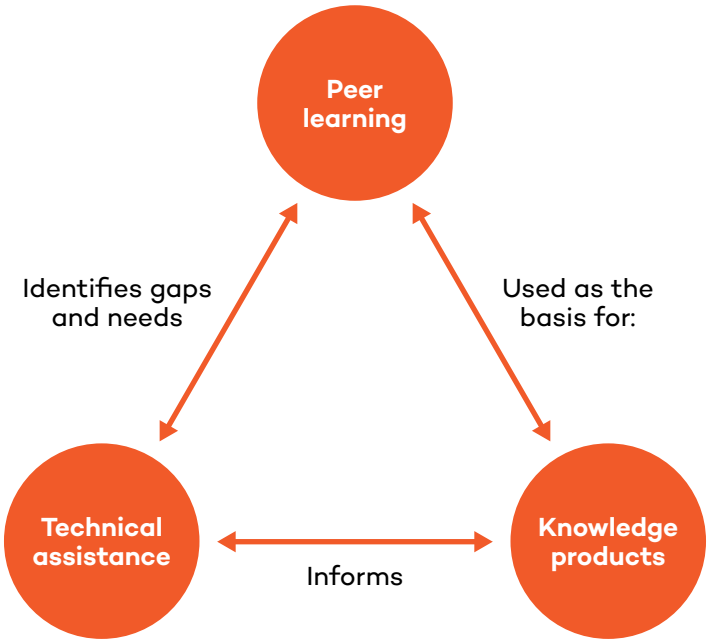
Beyond these priorities, the Network will aim to strengthen links to adaptation at the subnational level, align with efforts on nature, and support efforts to assist countries recovering from conflict and violence to prioritize climate change action in peacebuilding contexts. There is also a need to ensure countries are developing and/or strengthening MEL systems for adaptation to ensure an effective basis for iterative learning and updating, while also being able to tell their stories of change/impact.

According to our NAP Trends data, all NAPs have identified capacity building as an important enabling factor, and represented it via a dedicated section, integrated throughout the document, or included as a priority or specific measure.

The Network continues to receive requests for embedding capacity, particularly from the most vulnerable countries, to support the implementation of priority actions. Added to this, there is a demand for building capacity in specific areas through targeted training. The Network intends to respond to this by providing tailored support through various capacity-building initiatives across our three pillars, recognizing that one-off events do not have a huge impact, and sustained effort over time is required.

Importantly, the Network's past decade of support to countries has demonstrated a mutual value chain of NAP support between each pillar of activities. In this value chain of NAP support, technical support, peer learning and exchange, and knowledge are mutually reinforcing and complementary for helping NAP teams to shift learning into action. The Network's knowledge pillar plays an important role in its value chain of NAP support. The lessons and good practices documented through knowledge products serve as the basis for peer learning activities, as well as inform the design and delivery of technical assistance activities. Likewise, good practices and examples shared through peer learning and technical assistance can be documented in partnership with NAP teams and local, national, and regional experts.

Figure 3. Example of how the NAP Global Network's activity areas can provide a mutually reinforcing value chain of NAP support



Source: Authors.

These key priorities, outlined below, along with our revised ToC, will form the basis of future programming decisions and fundraising efforts. The following sections also include a few strategic boxes representing new and/or expanded activities.

5.1.1 Pillar 1: Supporting national-level action

The Network will continue to offer countries tailored technical assistance on the iterative development and implementation of NAPs.

Under this new strategy, the Network intends to deliver on a continued strong pipeline of technical support requests, with a greater understanding of the needs of countries transitioning from planning to implementation. The Network will continue to prioritize support to LDCs and SIDS, which are making progress, but are still challenged with capacity limitations. As countries express growing interest in embedding technical officers in government ministries or departments leading the NAP process, the Network will look for more opportunities to continue this model of longer-term technical support.

Responsiveness and flexibility are key features of the Network's support to countries, meaning we meet them where they are in their NAP processes. We work with country partners in helping them further define the specific gaps and needs that must be addressed and co-design programs of support. The following key priorities will drive our efforts to sustain national-level action over the next 5 years:

Key Priority 1.1: Navigating the intermediary steps from planning to on-the-ground action

The Network will support countries in navigating the "messy middle" between adaptation priorities and action through activities at national and subnational levels. One aspect of this transition is resource mobilization and placing the NAP process at the centre of these efforts so countries can pursue less project-oriented and more programmatic approaches to adaptation action, reduce duplication of efforts, and implement at scale. Specific activities might include estimating the costs of and/or accessing finance for adaptation; the development of subnational or sectoral adaptation plans/integration of adaptation into existing development and finance plans; and the integration of gender equality and social inclusion and MEL in adaptation financing strategies. This support will also emphasize alignment between adaptation efforts and various global processes (e.g., Sustainable Development Goals, the Sendai Framework, the Convention on Biological Diversity, and the Santiago Network on Loss and Damage).

Program highlight 1. Window of support for LDCs and SIDS

LDCs and SIDS continue to experience difficulties in advancing key aspects of their NAP processes, including capacity enhancement of lead institutions to advance the NAP process, developing MEL systems to track progress, strengthening coordination mechanisms, and accessing and mobilizing much-needed climate finance to implement priority adaptation actions.

Under this strategy, the Network will provide a dedicated and flexible window of support to LDCs and SIDS to implement their NAPs. This will include expanding the Network's embedded advisor model to ensure committed and continuous implementation.

Key Priority 1.2: Ensure accountability and iteration in adaptation

As more countries invest in MEL in their NAP processes, the Network will help countries to ensure it leads to regular cycles of progress reporting, evaluations, learning, and updating in national adaptation efforts. This work will build on its knowledge resources for MEL, including a 2024 tool kit and self-directed online course, developed under the previous strategy to train a cadre of experts in countries to support the iterative adaptation process. As demand for this support continues to grow, the Network will work with countries to develop MEL systems for their NAP processes, including developing MEL frameworks, identifying and implementing appropriate country-specific indicators, and tracking and evaluating progress for national and global reporting processes.

Program highlight 2. Long-term in-country support for MEL

MEL systems are essential to understanding whether NAP processes work, how they work, and for whom, while offering insights to improve climate change adaptation actions. Capacity enhancement should focus on sustained long-term training programs to address evolving needs, including staff turnover and coordination across ministries, departments, and agencies.

Under this strategy, the Network will provide targeted support to at least one country over the lifetime of the strategy to design and implement their MEL system, train staff, track progress, and iteratively update their MEL system and document lessons learned in the implementation of NAP processes to 2030.

Key Priority 1.3: Amplify the voices of underrepresented groups and engage civil society in adaptation planning

Heeding the calls for better inclusion of local, new, and/or underrepresented voices in national adaptation decision making, the Network will provide opportunities for more targeted and sustained engagement with civil society actors in NAP processes. Under the previous strategy, the Network partnered with countries in Africa and the Caribbean to create Envisioning Resilience, an initiative that aims to amplify underrepresented women's voices in climate change adaptation planning through visual storytelling and policy dialogues. This initiative has built the case for meaningful participation in NAP processes and inspired others to use creative means to promote dialogue between decision-makers and people on the front lines of climate change. We also piloted a dedicated window of support for engagement of civil society organizations (CSOs), particularly those representing women and other marginalized social groups, enhancing their capacity to inform and shape NAP processes. The Network will continue to expand this offering over the next 5 years, taking Envisioning Resilience to new countries and deepening capacities of both CSOs and government for meaningful engagement.

Program highlight 3. Working directly with CSOs to engage in the NAP process

Effective NAP processes are participatory, bringing together actors from different parts of government with non-governmental actors, including CSOs. CSOs play a critical role in influencing policy decisions, providing services that build resilience and facilitating collective action, including the successful implementation of adaptation priorities, particularly at the local level. They also advocate for the rights of marginalized groups, bringing the voices of women and other groups that face discrimination into policy discussions. However, civil society actors may lack access to adaptation decision-making spaces, meaning that important perspectives are excluded from policy and planning processes.

The Network will build on previous experience with Envisioning Resilience and the new CSO engagement pilot to engage directly with civil society actors in the NAP process.

This will involve a range of tailored strategies and demand-driven support, exploring new creative methods for inclusive policy dialogue on adaptation, while also providing much-needed training, technical, and financial resources for CSOs to meaningfully engage in NAP processes, with a particular focus on organizations representing underrepresented groups, including women, people with disabilities, and others that may face social and/or practical barriers to participation. We will continue to partner with regional/national CSO networks, as well as with Lensational and other women's rights organizations, to strengthen participation in the NAP process, from engagement with government actors in identifying risks and adaptation solutions, to the implementation of these solutions, and strengthening their institutional capacity to engage with local communities and stakeholders in the preparation of climate action plans.

5.1.2 Pillar 2: Facilitating sustained peer learning and exchange

Peer learning and exchange was the initial core offering of the Network. Since 2014, we have brought together more than 800 people from over 80 countries through South–South peer learning events and exchanges. We've learned a lot about how to design learning experiences, build relationships that will inspire action, and track impact.

The Network offers learning and exchange opportunities at several scales. Our stand-alone global-level forums have facilitated exchange among a wide range of perspectives driven by the Secretariat—often covering developing countries from all geographic regions for in-person exchanges—and these will continue under this strategy. Our smaller-scale peer exchanges of five or fewer countries offer more flexibility (in-person and/or virtual) and greater level of depth among a group of countries with similar circumstances.

For the next 5 years, the following key priorities will drive our efforts to facilitate sustained peer learning and exchange, which are also captured in the NAP Global Network Peer Learning Strategy (2024):

Key Priority 2.1: Supporting geographically and thematically defined cohorts

Peer learning cohorts are groups of approximately six to eight countries that meet regularly over the course of at least 3 years. To promote greater connection and cohesion among participants, the Network is supporting the formation of cohorts within the same geographic region or among countries that have expressed a shared interest in a specific theme. This model is designed to promote continuous, sustained peer learning on NAP processes through a multi-year commitment among the participating countries. Members of the cohort take turns hosting and play an active role in planning the meetings, elevating the sense of ownership over learning. Under the previous strategy, the Network piloted three multi-year cohorts in Central America, Southeast Asia, and atoll countries. LDCs and SIDS were key members of all three cohorts. Under this strategy, the Network will continue this model in key geographies that have not yet participated.

Program highlight 4. Dedicated African LDC cohort

The largest number of LDCs are in Africa. A dedicated cohort among these countries would be helpful in creating the space for continued partnerships, learning, and building of a community of NAP practitioners among LDC countries.

The Network will prioritize a multi-year commitment to convening five to six African LDCs. This cohort may be focused on the overarching theme of planning to implementation, noting the urgency of support requested by the LEG. The progress made in this cohort may be presented at key events such as NAP Expo, regional climate week, or the COP.

Program highlight 5. Dedicated SIDS cohort

The Network currently supports a Pacific and Indian Ocean SIDS cohort with a focus on atoll nations. Expanding SIDS support through cohorts in other regions, such as the Caribbean, would increase geographic reach. It should be noted that some SIDS are also LDCs, further strengthening the need to expand coverage in other regions. SIDS present a good target group for continuous engagement based on their unique circumstances and vulnerabilities.

The Network will prioritize a multi-year commitment and cohesion among the participating countries.

Key Priority 2.2: Expand our new 1:1 peer learning partnerships

The 1:1 Peer Learning Partnerships are a new type of peer learning activity designed to create and/or sustain mutual support relationships between NAP teams from two to three countries over a minimum of 2 years. This approach can involve a series of peer learning meetings (either in-person or virtual) or be structured as "on-the-job" peer exchanges, with the latter involving visits to a peer country to gain and share technical and experiential learning.

5.1.3 Pillar 3: Analysis, communications, and knowledge

The Network's knowledge offering is central to its value add. As more and more countries advance further in their NAP processes, the information and knowledge base on NAPs is correspondingly expanding. Organizing and mining this knowledge base to identify key trends and lessons will be important to accelerating progress in adaptation. Moreover, as noted in Section 2, these trends and lessons need to be translated into a compelling case for ongoing NAP support and stories that demonstrate the impact and importance of NAP processes.

Under this pillar, the Network will continue to work with NAP teams and other partners to analyze and synthesize data, co-produce knowledge, train NAP actors, and communicate our work to strengthen capacities and make NAP processes more accessible and compelling.

Focused attention will be given to the following key priorities as part of our efforts to further strengthen the Network's offering in this regard:

Key Priority 3.1: Step up storytelling, creative communications, and knowledge generated around NAPs

Building on pilot experiences such as engaging the artistic community or supporting women's empowerment through photojournalism via the Envisioning Resilience initiative, the Network will continue to explore new ways of telling stories about how NAP processes lead to action and results on the ground. As the Network implements its internal MEL framework over the lifetime of this Strategy, we will identify stories of impact and communicate the role of our support therein.

Key Priority 3.2: Maintain and enhance the NAP Trends platform

Established in 2022, the NAP Trends platform synthesizes and shares the Network Secretariat's analysis of the latest information and trends in NAP documents. It is supported by an information base built on regular reviews of NAP documents submitted to the UNFCCC's NAP Central. To expand the visibility and user base of NAP Trends, we must develop partnerships with organizations such as the UNFCCC, take advantage of increasingly sophisticated tools—i.e., artificial intelligence—in conducting our regular reviews, and position the platform to track how NAP documents are being updated so this analysis can inform key policy processes such as the global stocktake.

Program highlight 6. Enhancing NAP Trends: Tracking priorities, structures, and NAP process outputs

The NAP Trends platform is updated on an ongoing basis by the NAP Global Network Secretariat as new NAP documents are submitted to the UNFCCC. Under the new strategy, the Network Secretariat will build on and improve the platform to establish the following new capabilities:

- share more in-depth and detailed analysis of each NAP document's unique structure
- make the priorities and specific adaptation measures in each NAP available to be explored and better understood
- as countries develop new iterations of their NAP documents and submit them to the UNFCCC, allow for comparison of different versions to understand how NAPs have been improved and strengthened
- share non-comprehensive examples of NAP process outputs (e.g., stakeholder engagement plans, financing strategies, MEL frameworks, gender analyses, communication strategies) related to the NAP document to serve as inspiration for peer countries.

There is no one-size-fits-all template for structuring a NAP document. By enhancing NAP Trends, the Network Secretariat aims to make these important documents and processes more understandable and provide inspiration for NAP teams formulating new and revised NAPs.

Key Priority 3.3: Strengthen advocacy efforts around NAP processes

Using the resources described above, the Network Secretariat will redouble its efforts to continuously update and improve the case for support for NAP processes and underline their critical role in climate action. Targeted engagement tactics will be developed for different audiences, and strategic partnerships established to amplify messaging. Under this strategy, the Network will continue to strengthen these partnerships, build new ones, and give voice to the stories of impact and change from developing countries, particularly as they transition from planning to implementation.

Key Priority 3.4: Conduct targeted research on NAP processes

To strengthen our role as a thought leader on NAP processes and see our lessons reflected in influential knowledge bases on adaptation, the Network will step up its game on research. This can be achieved by leveraging our role to answer long-standing and emerging questions related to NAP processes. The Network has developed a draft research strategy to be more systematic in our research questions and influence the annual Adaptation Gap Reports and Intergovernmental Panel on Climate Change AR7, to be released in late 2029.

Program highlight 7. Strategic research on key themes

While the NAP Global Network does not have research as a primary objective, the Network's activities—focused on technical assistance, peer learning, and knowledge management—also provide numerous research opportunities that to date have been largely untapped. Through its direct engagement with governments and other in-country actors in more than 90 countries over the past 10 years, the NAP Global Network Secretariat has unique insights into the evidence gaps related to NAP processes.

The Secretariat proposes a pragmatic, step-by-step approach to conduct more deliberate and systematic research on specific issues. Under this strategy, the Network will

- identify one high-level research goal;
- develop priority research questions under select key themes, to be reviewed every 1 or 2 years, depending on the question being asked and its level of complexity;
- conduct light research aligned with at least one priority research theme under that goal, in the first 2 years.

Key Priority 3.5: Strengthen individual capacity through training courses on NAP processes

The Network has published extensively, with over 350 knowledge products available and a set of online courses available to all. As countries progress on the NAP process, the NAP Global Network will offer demand-driven learning opportunities via high-quality and interactive trainings, including through in-country courses and trainings of trainers that cater to a partner

country's national context and circumstances. These training opportunities are expected to complement and sustain relationships and engagement between peer learning events.

Additionally, the Network will aim to translate resources developed (including those developed by country partners) into other languages (including local languages/dialects), where appropriate. The translation of knowledge products into French, Spanish, Portuguese, and, more recently, Arabic has led to an expansion of our reach and made our knowledge work more accessible, and having it available in local languages can be important to the transition from planning to implementation.

5.2 Fundraising

The Network will continue to seek ways to grow the funding base to support the needs of developing countries and the Secretariat. The funding landscape has significantly changed in 2025 as bilateral funders have reduced their development assistance budgets. We will continue to respond to these evolving challenges by developing funding scenarios, albeit with the intention to maintain the current level of support. The Network will remain consistent in delivery, responsive, flexible, nimble, strong and reliable in action and voice annually: 25–30 short-term technical support requests, 5–8 ongoing longer-term technical support requests, 3–4 peer learning events, support for at least 15–20 country partners sharing lessons from their NAP process at sessions at the global/regional level (NAP Expo, UNFCCC COPs, regional climate weeks), development of at least 10 key knowledge products, and maintaining a Secretariat (staff costs including travel support, maintenance of the Network's website, and the NAP Trends platform). On 2024/25 levels, this would require approximately USD 28–USD 30 million over the lifetime of the strategy.

6
Thematic Areas of Work

Much of the NAP Global Network's technical support, peer learning, and knowledge activities to date have been structured around the key themes depicted in Figure 4.

Figure 4. NAP Global Network key themes



Source: Authors.

Supporting countries transitioning from planning to implementation is strategic for the Network. There is a great need to assess if the prerequisites for implementing national adaptation priorities are in place and if gaps are being filled. Support for developing countries to develop projects and programs in a timely, coordinated, and efficient manner helps accelerate the implementation of adaptation priorities. This is further enhanced by strengthening the enabling environment for implementation. This work must be supported by effective and inclusive MEL approaches, including budgeting. Adaptation investment planning will be a niche offering of the Network, building on our expertise developed as a Network and our partnerships with entities such as the Asia Development Bank, the United Nations Development Program, the Global Environment Facility, and the Organisation for Economic Co-operation and Development, to name a few. Strengthening governance mechanisms at all levels and increasing and enhancing capacity for climate change adaptation will be vital to closing the adaptation planning-to-implementation gap and meeting the call of the GST for accelerated implementation by 2030.

We will continue to cover the following key themes, including, but not limited to, how they are related to the process of moving from adaptation planning to implementation:

- **sector integration of adaptation:** Integrating climate adaptation into key sectors, such as water, agriculture, education, health, and infrastructure.
- **vertical integration:** Creating intentional and strategic linkages between national and subnational actors and institutions.
- **gender equality and social inclusion:** Making NAP processes gender responsive and socially inclusive.
- **MEL:** Tracking progress on whether climate change adaptation actions work, how, and for whom, in which contexts, and why.
- **financing NAP processes:** Strategically using different sources of finance—public, private, international, domestic—for adaptation.
- **private sector engagement:** Working with private sector actors as financiers and implementers of NAP priorities.
- **peacebuilding:** Integrating conflict sensitivity into the NAP process strengthens engagement and planning of actors working on adaptation, disaster risk reduction, and national security.
- **NAP–NDC alignment:** Leveraging NAP processes to meet other commitments under the Paris Agreement and the 2030 Agenda.
- **strategic communications:** Strategies for effective, inclusive communication in the NAP process.
- **nature-based solutions:** Scaling up ecosystem-based adaptation through NAP processes.
- **impact, vulnerability, and risk assessment:** Assessing and integrating risks to inform the planning and implementation of priority adaptation actions.

While we have emphasized different key themes at different times—responding to trends in country requests and in Network funder priorities—we will aim to stay active in all the above themes to some extent to ensure we have breadth. Indeed, part of the reason the NAP process can be challenging is the fact that it is so all-encompassing, and this should be acknowledged in the range of issues the Network addresses.

However, the Network cannot be a leader in all themes. To strengthen the Network's value add, we will specialize in certain themes where there is especially strong demand. This is already the case on the themes of gender equality and social inclusion, planning to implementation, vertical integration, and MEL. There is a growing demand for support with integrating peacebuilding into NAP processes and NAP-NBSAP synergy, given the adoption of the Kunming–Montreal Global Biodiversity Framework.

Looking ahead toward 2030, balancing the breadth and depth of our thematic work will require ongoing monitoring and adjustment to ensure we respond to the emerging demands but do not chase every thematic interest that arises.

7
MEL of NAP Global Network

MEL is at the core of the Secretariat's operations to ensure that the Network's activities remain effective, relevant, and responsive. The Network is working to continuously improve its governance activities and Secretariat functions to strengthen its position as a technical ally, thought leader, and global advocate for advancing NAP processes in developing countries.

In 2023, the NAP GN developed a MEL framework that was piloted in 2024–2025. The purpose of this framework is to enhance the Secretariat's capacity to measure the collective progress and impact of Network activities and promote organizational learning. The ultimate goal is to ensure that MEL is at the core of the Network's operations to remain relevant and responsive.

The framework articulates how different and complementary tools, exercises, and templates help the Network to track, assess, report, and learn from its activities against its ToC. The framework informs our annual progress reports and periodic reflections based on the evidence gathered and the Network's experiences.

Five key principles were identified as essential to guide the development of the framework:

- **learning-focused monitoring and evaluation:** The system should have a strong focus on analysis and learning, and not just on accountability to our funders and country partners.
- **simplicity:** The selected tools and exercises should build on what the Network already has in place and should not be expensive or burdensome on the Secretariat and our partners in order to make it sustainable.
- **comprehensiveness:** The suite of complementary tools should address MEL across: (1) the NAP GN's three pillars (national-level action, peer learning, and knowledge); (2) the different levels of the NAP GN's ToC (activities, outputs, outcomes, impacts, and associated assumptions); and (3) the Network's key themes.
- **contributions by the NAP GN:** The tools should help us to understand how the NAP GN contributes to and influences NAP processes (rather than progress with NAP processes at the national and global level more broadly).
- **flexibility:** The tools should not be overly rigid, recognizing that realities on the ground change constantly.

Recognizing the importance of assessing equity in the NAP GN's support, data collection on individual participants is disaggregated by gender.

Beyond these five key principles are five mutually reinforcing types of change to describe and communicate the results and/or impacts of our work: change in policy, change in knowledge, change in practice, change in collaboration, and enhanced investment in adaptation (Figure 5).

Figure 5. Five types of change to accelerate climate-resilient development



Change in policy

Approval or adoption of an adaptation-related law, policy, strategy, or planning document



Change in knowledge

Acquisition of new knowledge and/or new approaches to facilitate adaptation action



Change in practice

Application of knowledge/evidence of behavioural change at the individual and collective/institutional level



Change in collaboration

People or institutions working together in new or different ways to advance the NAP process



Enhanced investment in adaptation

Allocation of resources (financial, human) for the NAP process, at any stage, including from government budgets for external sources.

Source: Authors.

These types of change can also be understood as pathways of change between the outputs and medium and long-term outcomes of the Network. For example, the output of countries "engaging with and requesting NAP support from the Network" can lead to a change in knowledge or practice that results in the medium-term outcomes of, "increased in-country technical and institutional capacity to advance NAP processes," which can itself lead to changes in policy and collaboration that result in the longer-term outcomes of "higher-quality and more effective NAP processes" and "greater political recognition, support, and leadership for the NAP process."

Table 1 provides an overview of selected MEL approaches and tools implemented at each level of the Network's ToC.

Table 1. MEL tools at each level of the NAP Global Network's ToC

Result level	Approaches	Description
Learning	Periodic reflections	Group reflections on a regular basis to review evidence and exchange experiences toward collective learning. Framed by a set of guiding questions.
Impact	Evaluations & reviews	External evaluations to assess the Network's performance according to specific criteria. Thematic analyses and reviews assessing the results and lessons from specific work streams or projects, such as short-term technical assistance or gender-focused analyses.
Outcome	Stories of change	Harvesting outcomes systematically across the pillars of activities to capture the contribution of the NAP GN to concrete changes identified by partners after the implementation. The outcomes described are mapped to the pathways of change that link the different levels of results in the Network's ToC.
	Surveys	Collecting outcome-level feedback and performance information across different types of stakeholders to ensure relevance and transparency. For example, interviewing partners after technical support, a technical support delivery survey, event evaluation forms, a survey of membership on how they are using knowledge products, etc.
Output	Key performance indicators	Ongoing tracking and reporting across activities and grants, with gender-disaggregated data for individual participants.
	Surveys	Collecting output-level information through pre-event surveys and post-event evaluations, surveys on technical assistance delivery, etc., with gender-disaggregated data for individual participants.

Source: Authors.

The Network will aim to complete a mid-term and final evaluation during its new strategic plan, which will be contingent on securing financial resources.

8
Partnerships

Partnerships are core to the NAP Global Network's modus operandi. As comprehensive, wide-ranging processes that strive to fundamentally change how decisions are made, resources allocated, and progress tracked, NAP processes cannot be supported by any single initiative.

The NAP Global Network has continued to coordinate its activities with other NAP support initiatives and has more recently engaged new partners to expand the range of audiences reached and activities delivered with Network support.

Under the new Strategy, the Network will strengthen our partnership across three aspects:

Partnerships for Knowledge

Since the Network was established in 2014, the Network's Secretariat has published more than 350 knowledge products that aim to share lessons and good practices in NAP processes. In 2022, the Network Secretariat launched NAP Trends, a platform that shares analysis of the latest information and trends in NAP documents. This body of work has helped establish the Network as a thought leader and trusted source of knowledge and information on NAP processes. The Network aims to strengthen its partnerships with other organizations by supporting activities that help create, disseminate, and sustain the application of knowledge that informs on progress made in the NAP process across our thematic priorities. The goal of the Network is to be the go-to source of accessible, compelling, and trustworthy knowledge and information on NAP processes.

Partnerships for Implementation

NAPs are the primary vehicle for identifying adaptation priorities and offer an umbrella framework to help guide on-the-ground implementation. The NAP process is also a means for countries to mainstream adaptation into development planning and budgeting and "identify and address their medium- and long-term priorities for adapting to climate change." Adaptation is partner to mitigation, and both represent the core aspects of the Paris Agreement, which sets out a global understanding of how countries are expected to adjust, adapt, and evolve their actions in the face of a changing climate. The Network will continue to work with its partners (countries and organizations) to accelerate the transition from planning to implementation by 2030.

Partnerships for Peer Learning

Partnerships are essential to understanding challenges, identifying solutions and good practices, promoting coordination, growing skills, and sharing stories on impact within countries' NAP processes. Peer learning is widely recognized as an important tool for

capacity development and climate action. Through peer learning, policy-makers and practitioners can have open, honest exchanges on what works and what does not work to address common challenges and to share good practices. The Network will continue to work with partner countries, share lessons, build a community of experts on NAPs, and highlight stories of impact.

9
Risks

Table 2 identifies the potential risks associated with the NAP Global Network's 2030 Strategic Plan. The risks, associated probabilities, and mitigation measures will be monitored and adjusted over time (mid-term and end of term).

Table 2. Potential risks associated with the NAP Global Network's 2030 Strategic Plan

○ Minor ◐ Moderate ● Significant

Category of risk	Description of risk	Likelihood	Impact	Overall risk rating	Mitigating actions
External context	The NAP Global Network's technical support offer, which has a modest budget relative to other larger funding sources (e.g., GCF Readiness program), becomes no longer relevant or sought after.	◐	●	◐	The NAP GN will seek to identify gaps and strategic topics that are under-supported, as well as countries that are at a moment in which they require additional support (e.g., developing a proposal, waiting for a proposal to be approved, revising a NAP, developing an adaptation investment plan) to ensure momentum around NAPs is maintained.
External context	NAPs do not attract the level of political support and financing required to advance.	○	●	◐	Network advocacy and outreach activities will continuously update the NAP case for support, demonstrating its strategic relevance to priorities that are attracting political support and financing. Supporting the alignment of NAPs with development agendas to mainstream adaptation financing. Working closely with the UNFCCC to advocate for the visibility of NAPs and supportive global policies.

Category of risk	Description of risk	Likelihood	Impact	Overall risk rating	Mitigating actions
Delivery	Inadequate project/program management and execution capacity.	◐	◐	◐	The NAP Global Network Secretariat shares project and program management responsibilities, as well as technical expertise, across multiple members of staff to create redundancy in case of turnover. It also has a track record of recruitment processes in cases of turnover, backstopped by the IISD Human Resources department. The MEL framework allows tracking, assessing, reporting, and learning from progress for the Network to remain relevant and responsive.
Delivery	Lack of capacity in developing countries to undertake prospective work and/or lack of technical expert capacity.	◐	◐	◐	In cases where identifying an expert is challenging, the NAP Global Network can rely on partner organizations to refer an expert with the necessary capacities. In cases where this does not yield results, regional or international consultants will be considered.
Delivery	Lack of capacity in developing countries to maintain momentum in implementing NAPs.	◐	◐	◐	In cases where capacity is limited in NAP focal point institutions, the NAP Global Network will support the embedding of NAP advisors to maintain momentum in the NAP process through support from national expertise.
Operational	The NAP Global Network is not able to attract ongoing funding to continue its activities to 2030.	◐	●	◐	Network Secretariat will continue ongoing discussions with funders to outline funding opportunities and demonstrate the impact of investments via the NAP Global Network.
Delivery	Carbon emissions from project activities.	○	○	○	The NAP Global Network prioritizes local expertise (regional, where necessary) to minimize carbon-intensive travel and will purchase offsets where carbon-intensive travel is required.

Category of risk	Description of risk	Likelihood	Impact	Overall risk rating	Mitigating actions
Reputational	Relying on a "fly in/ fly out" model of consultancy.	◐	◐	◐	The NAP GN will continue to make a strong effort to engage national consultants (and regional consultants in cases where a national expert is not identifiable).

Source: Authors.

10
Conclusion

By implementing this NAP Global Network strategy to 2030, we believe that the investment made in relationships, partnerships, knowledge, and capacity building can be leveraged to accelerate adaptation globally through more effective NAP processes.

We will build on our successes to date, responding to the growing demand for NAP Global Network support, and we will prioritize support to the most vulnerable. We will connect adaptation practitioners and decision-makers through peer learning, tapping into the expertise of Network members and broadening the range of stakeholders we engage. And we will expand our role as a thought leader and advocate for NAP processes.

The United Nations Environment Programme's recent Adaptation Gap Report 2024 recognized the continued improvement in the quality of adaptation planning. However, it stressed that reaching global coverage of national adaptation planning instruments will be difficult. While there has been an increase in climate change adaptation financing, more is needed. This support will be essential to responding to the call of the GST to accelerate the implementation of adaptation actions identified in NAPs and other country resource documents. Innovative approaches to mobilize additional financial resources and to shift from reactive to anticipatory and strategic adaptation financing will be required, and the NAP Global Network looks forward to partnering in this effort to support this transition.

Nearly 100 adaptation and cross-cutting projects have been approved by the GCF since 2015 for countries with a NAP. In 2023, multilateral development banks achieved record-breaking climate finance with USD 24.7 billion to adaptation projects. And in 2025, the Adaptation Fund doubled its cap for countries' funding from USD 20 million to USD 40 million. This shows the growing trend of countries transitioning from planning to implementation of adaptation priorities. More stakeholders are coming to the table to support this transition, including from the private sector and philanthropic foundations. The NAP Global Network is privileged to partner with some of these entities through our three pillars as we build capacity, strengthen institutions and programs to support adaptation, and create spaces for continued exchanges and learning.

Building capacity is key to improving the effectiveness of adaptation actions, and the NAP Global Network will continue to support the most vulnerable in developing training programs for the current and next generation and embedding capacity, where necessary, to maintain momentum.

There are developing countries that are facing internal fragility, conflict, or geopolitical tensions. Added to this challenge are the global tensions around international trade and development aid. The NAP Global Network and its funders will continue to address these

issues by directing the mobilization of the necessary resources, particularly to the most vulnerable, to ensure adaptation planning can benefit the furthest behind first.

The broad adoption of adaptation planning is a positive trend, and the need for more and better support in translating plans to action is a role that the NAP Global Network will continue to play over the next 5 years.

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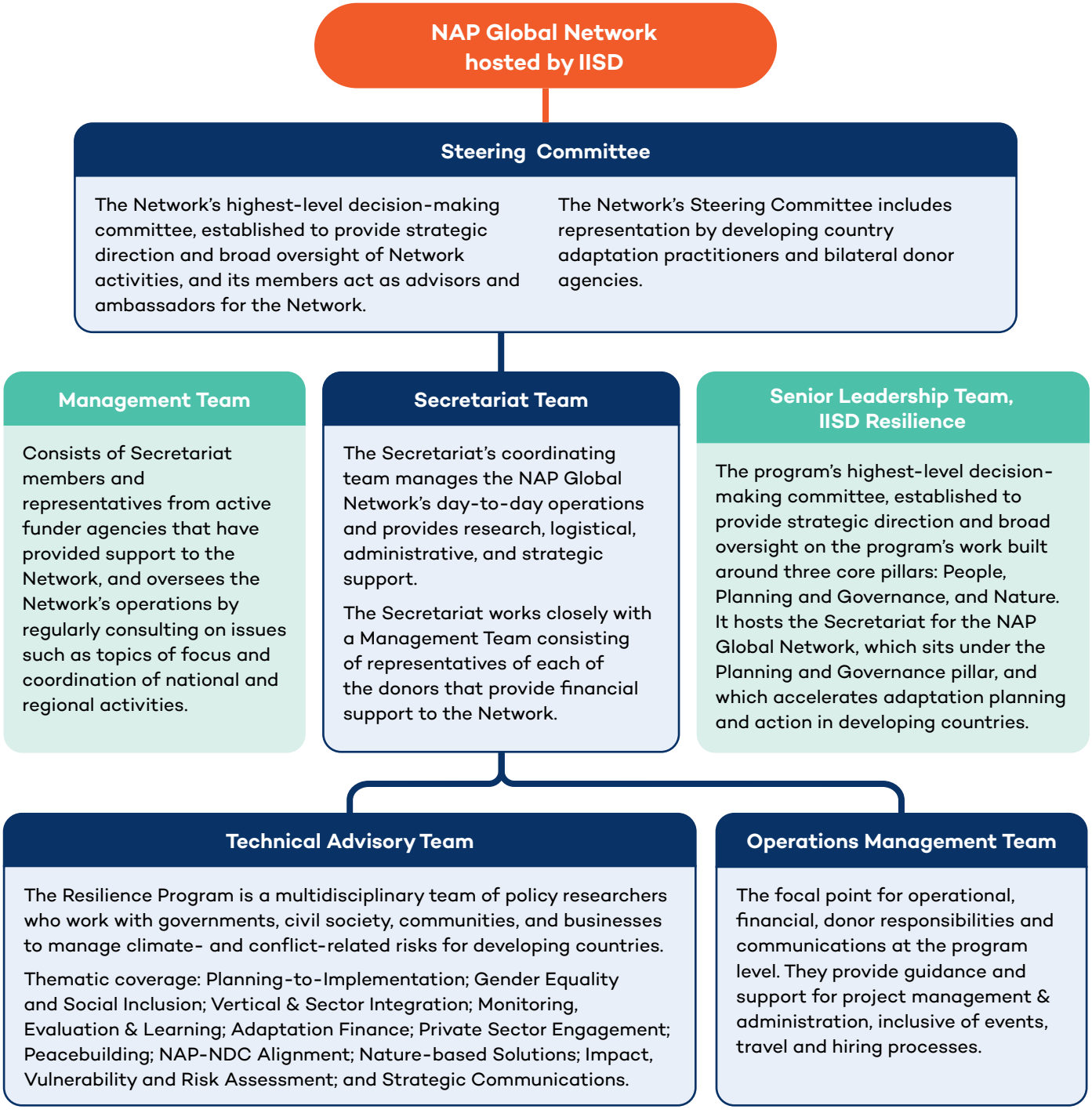
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Appendix A. NAP Global Network Secretariat Structure

Figure A1. NAP Global Network Secretariat structure (2025)



Source: Authors.

Appendix B. NAP Global Network Steering Committee Terms of Reference

Purpose, Mission, and Scope of the NAP Global Network Steering Committee

The Steering Committee has been established to guide the NAP Global Network. Members will deliberate, inform decisions, provide strategic direction, and act as ambassadors for the Network.

The Steering Committee members will provide the following:

1. Vision and Strategic Direction for the Network

- Network identity: Develop/refine the overarching problem statement, goal, objectives, membership structure, and guiding principles for the Network.
- Agenda setting: Assist in prioritizing and determining the strategic focus of the Network. Specifically, ensure the three Network elements address issues of critical importance to NAP coordination, formulation, and implementation at both the global and national levels.
- Strategy development: Help shape the Strategy to inform the Network's work plan that will enable the Network to meet its stated goal and objectives. This will include providing advice, information, and guidance on the audience, positioning, tasks and materials associated with:

    a. Building Network membership.

    b. Designing core activities: advising on direction of Network's sub-strategies, thematic offerings, modalities of technical support, and NAP Trends information platform, enhancing bilateral support for adaptation and climate-sensitive sectors through donor coordination.

    c. Outreach: sharing the Network's work with different policy-makers and practitioners.

2. Broad Oversight of the Network's Activities

- Strategy implementation to ensure strategic action on key goals and objectives are met and aligned with overarching approaches, such as the key thematic focus of planning to implementation.
- Track progress, using agreed-upon milestones to assess whether the activities are aligned with established aims.

3. Increased Profile of the Network, Both Nationally and Internationally

- Promote the Network at relevant events and in different forums at the global and/or national level
- Facilitate links to relevant initiatives and processes at the global and/or national level

4. Targeted Assistance for the Implementation of the Network's Activities

The Secretariat may solicit targeted support from specific Steering Committee members on Network activities that are directly related to their geography, role in the NAP process, or area of expertise. For example, members working on subnational adaptation planning may be asked to provide inputs for a peer learning event focused on this issue.

Guiding Principles for Committee Operations and Participation

Balance: Between funder countries and developing country partners, between policy-makers and practitioners; men and women; global – national – subnational perspectives.

Active participation: Regularly sharing expertise and offering feedback on Network activities, as well as participating at Network events.

Collaborative leadership: Managing relationships and complementary capacities to empower each other and the broader Network membership to accomplish a collective outcome.

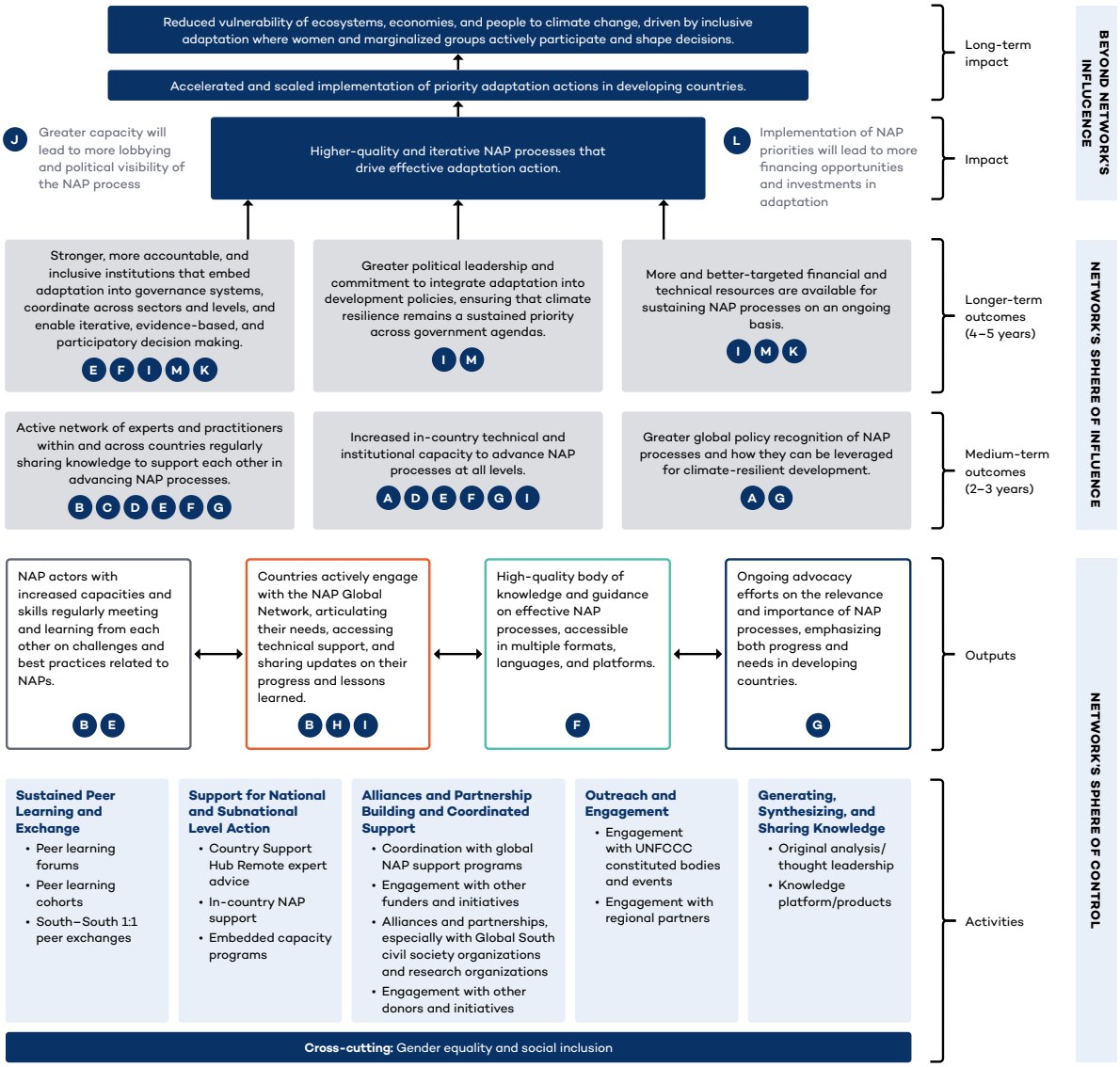
Clarity of vision: Developing and communicating a clear, compelling, and shared narrative around the value proposition of the NAP process, including what the Network has to offer it.

Adaptive management: Revisiting Network goals, objectives, and activities regularly and amending as appropriate, as we build membership and experience.

Commitment to joint value creation: Developing new insights into the NAP process through the interaction of different perspectives and approaches.

Appendix C. NAP Global Network Theory of Change

Figure C1. NAP Global Network Theory of Change



ASSUMPTIONS

A Demand-driven and responsive design increases relevance and value add of Network support for priorities identified in NAP processes.

B The provision of an unofficial "safe" space for sharing and having frank discussions leads to deeper engagement, both among countries and between countries and the Network.

C A multidimensional, integrated, and sustained approach to learning enhances capacity.

D The country team approach leads to broadened (e.g., across a wider range of actors) and sustained in-country capacity.

E Participating countries find lessons from outside of their regions to be applicable and informative in their own contexts.

F The absence of up-to-date analysis and documented country experiences with NAPs is constraining efforts to advance NAP processes.

G The presence of a consistent, non-United Nations voice on the progress, lessons, needs, and strategic relevance of NAPs will reinforce their perceived legitimacy and importance.

H Countries have the capacity and resources to act on lessons and best practices that emerge through peer learning and exchange.

I The lack of a clear articulation of (and coordination on) adaptation priorities, as well as strategies and needs for addressing them, have been limiting strategic investments in adaptation.

J Greater in-country technical and institutional capacity will lead to more lobbying and political visibility of the NAP process.

K Greater political profile of the NAP process will encourage funders to better understand and support the adaptation priorities of developing countries.

L Implementation of NAP priorities will lead to better coordinated financing opportunities and scaled strategic investments in adaptation.

M Greater capacity will lead to improved identification of needs and requests for corresponding support.

N Greater capacity will lead to more lobbying and political visibility of the NAP process.

Appendix D. NAP Global Network Activities by Country

As of June 30, 2025

Countries that engaged in specific NAP Global Network activities for the first time after June 2020 are marked with an asterisk for the purposes of highlighting achievement of targets of the Network's Strategy to 2025. Since June 2020, 33 countries accessed technical support for the first time, and 28 countries participated for the first time in peer learning events.

South–South Peer Learning and Exchange

Countries whose representatives have participated in South–South peer learning and exchange activities since 2015:[4]

Argentina*, Albania, Armenia*, Belize*, Benin, Bhutan*, Botswana, Brazil, Burkina Faso, Burundi*, Cambodia, Central African Republic*, Chad*, Chile, Colombia, Cook Islands, Costa Rica, Cote d'Ivoire, Democratic Republic of the Congo, Dominican Republic*, El Salvador*, Eswatini*, Ethiopia, Federated States of Micronesia, Fiji, Ghana, Grenada, Guatemala*, Guinea, Haiti, Honduras*, Jamaica, Jordan, Kenya, Kiribati, Lebanon*, Lesotho*, Liberia*, Madagascar, Malawi, Malaysia*, Maldives*, Mexico, Morocco, Namibia*, Nepal, Nigeria, Niue, Palau, Panama*, Papua New Guinea, Paraguay*, Peru, Philippines, Republic of the Marshall Islands, Rwanda, Saint Lucia, Samoa, Sao Tome and Principe*, Senegal, Sierra Leone, Solomon Islands, Somalia, South Africa, South Sudan*, Sri Lanka, St Vincent and the Grenadines, Sudan*, Suriname*, Tanzania, Thailand, Timor Leste*, Togo, Tokelau*, Tonga, Tuvalu, Uganda, Vanuatu, Vietnam, Zambia*, and Zimbabwe.*

Technical Assistance

Countries That Have Accessed Short-Term Technical Assistance

Albania, Antigua & Barbuda*, Argentina*, Armenia*, Belize*, Benin, Bolivia*, Botswana, Brazil, Burkina Faso, Cambodia, Cameroon*, Central African Republic*, Chad*, Colombia, Costa Rica*, Cote d'Ivoire, Democratic Republic of Congo*, Dominican Republic*, Ecuador*, El Salvador*, Eswatini*, Ethiopia, Fiji, Gambia, Ghana, Grenada, Haiti, Jamaica, Kazakhstan, Kenya, Kiribati, Lao People's Democratic Republic*, Lebanon*, Lesotho*, Liberia*, Madagascar, Malawi, Mexico*, Morocco, Namibia*, Nepal, Niger*, Nigeria, Pakistan*, Palau*, Panama*, Peru, Philippines, Republic of the Marshall Islands, Saint Lucia, Saint Vincent and the Grenadines, Sierra Leone, Solomon Islands, Somalia, South Africa,

[4] This does not count webinars and refers only to participants of in-person peer exchanges or peer events organized virtually due to the COVID-19 pandemic.

Suriname*, Togo, Tonga*, Turkmenistan, Uganda, United Republic of Tanzania*, Vietnam, Zambia*, and Zimbabwe*

Countries That Have Accessed Longer-Term Technical Assistance

Argentina, Belize, Burkina Faso, Central African Republic, Colombia, Cote d'Ivoire, Dominican Republic, Ethiopia, Fiji, Ghana, Grenada, Guinea, Guyana, Honduras*, Kiribati, Maldives*, Paraguay *, Peru, Republic of the Marshall Islands, Rwanda*, Saint Lucia, Saint Vincent and the Grenadines, Senegal*, Sierra Leone, Solomon Islands, Somalia, South Africa, Togo, Tuvalu, Uganda, and Vietnam.

Global North Members That Have Joined the Network

Australia, Austria, Canada, Czech Republic, European Commission, France, Germany, Ireland, Japan, The Netherlands, United Kingdom, United States

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Appendix E. Key Learnings and Achievements

The National Adaptation Plan (NAP) Global Network marked its 10th year of support to countries in December 2024, an august milestone for celebrating the partnerships built with partner countries and organizations as well as the results achieved together. Seventy partner countries have accessed technical support to advance national-level action on the NAP process. More than 60% of our technical assistance has been for least developed countries and Small Island Developing States over the past decade. As a facilitator of South–South peer learning on the NAP process, the Network has helped convene more than 800 persons representing 80 developing countries to engage in peer learning through the NAP Global Network over the past decade. As the Network continues to evolve, key sub-strategies have been developed, including a new peer learning strategy to continue improving this pillar of our work. As a knowledge partner, the Network has published more than 350 knowledge products; key to this has been our partnership with countries to highlight stories of impact/change. The NAP Global Network and its Secretariat, the International Institute for Sustainable Development, have been referenced in over half of the NAP documents submitted to the United Nations Framework Convention on Climate Change, such as the Philippines' 2024 NAP document, which cited our Inventory of Innovative Financial Instruments for Climate Change Adaptation.

The following outlines some of our key learnings and achievements.

Figure E1. All-time support to developing countries as of June 30, 2025, through national-level action and peer learning and exchange



Source: Authors.

Figure E2. Lessons learned on key themes related to NAP processes

Gender equality and social inclusion

Actors engaged in the NAP process are eager to go beyond gender to explore themes such as social inclusion and justice. The actors we worked with find ways to mainstream gender responsiveness and social inclusion in all the phases of the NAP processes and in adaptation-related institutional arrangements to foster systematic changes.

Monitoring, evaluation, and learning

Through preparing 33 country case studies for the Toolkit for MEL for NAP Processes, we learned that countries need to think from the onset about designing practical, outcome-focused systems aligned with a theory of change for their NAP processes. Countries that keep in mind the key actors who will be involved and affected at all stages of the development and implementation of MEL systems for NAP processes are most successful at inclusive MEL systems.

Nature-based solutions

Through our review of NAP documents and processes, we learned that all NAPs include actions to protect, conserve, restore, and sustainably manage ecosystems to build resilience, while most countries identify ecosystems and the environment as a priority sector.

Vertical integration

Countries are using diverse modes of multilevel coordination for their NAP processes, including existing, new, and ad hoc governance mechanisms. Many face challenges in operationalizing and maintaining these mechanisms over time. Understanding how these mechanisms support key enabling factors could enhance the effectiveness of the NAP process.

Strategic communications

NAP teams need to develop dedicated communication strategies to engage finance ministries and sector ministries, as well as subnational and local governments, in the NAP process as partners for the transition from planning to implementation.

Peacebuilding

NAP process can be an entry point to bring together stakeholders working on adaptation, disaster risk reduction, and national security to collaborate on adaptation planning. We also saw in practice how integrating peacebuilding into climate risk assessments can help stakeholders to plan for climate-related conflicts around natural resources and propose possible options to address them.

Financing NAP processes	NAP-NDC alignment
Costing adaptation options can help mobilize adaptation finance and support implementing countries' adaptation priorities. This is because accurate cost estimates can help countries prioritize adaptation options, promote transparency, and build trust among key actors. However, there are several challenges to costing adaptation options, especially limited data. The NAP Costing Tool, first developed by the Fijian government with NAP Global Network support, has proven to be a useful framework to help countries estimate the costs of implementing their adaptation priorities.	Countries are progressively emphasizing adaptation in their NDCs. Importantly, countries with an established NAP process are drawing information either fully or partially from it to inform their NDC. NAP-NDC alignment is happening. But the links need to go beyond what's in documents—adaptation across both processes needs to use existing climate change coordination mechanisms and engage relevant actors early in the NDC update process.

Source: Authors.

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