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Matters relating to the least developed countries

The 48th meeting of the Least Developed Countries Expert Group*

Report by the secretariat

Summary

At the 48th meeting of the Least Developed Countries Expert Group (LEG), which took place in Lusaka from 18 to 20 August 2025, the LEG discussed progress in implementing its activities for 2025–2026. The meeting included discussions with the Chair of the Least Developed Countries Group on responding to the least developed countries' priorities and needs for support. This report includes information on the status of formulation and implementation of national adaptation plans in the least developed countries; ongoing activities of the LEG in supporting the least developed countries; technical guidance and support for national adaptation plans; the integration of a gender perspective into the work of the LEG; and the collaboration of the LEG with other UNFCCC constituted bodies and relevant organizations.

* The present report was submitted to the conference services for processing after the deadline so as to include the most recent information.



Abbreviations and acronyms

AC	Adaptation Committee
AF	Adaptation Fund
AI	artificial intelligence
AR	Assessment Report of the Intergovernmental Panel on Climate Change
CMA	Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
COP	Conference of the Parties
FWG	Facilitative Working Group
GCF	Green Climate Fund
GEF	Global Environment Facility
IPCC	Intergovernmental Panel on Climate Change
LDC	least developed country
LDCF	Least Developed Countries Fund
LEG	Least Developed Countries Expert Group
NAP	national adaptation plan
NAP-SDG iFrame	integrative framework for national adaptation plans and the Sustainable Development Goals
PEG M&E tool	tool for monitoring and evaluating progress, effectiveness and gaps in relation to the process to formulate and implement national adaptation plans
SB	sessions of the subsidiary bodies
SBI	Subsidiary Body for Implementation
SCCF	Special Climate Change Fund
SCF	Standing Committee on Finance
SIDS	small island developing State(s)
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UN-Habitat	United Nations Human Settlements Programme
updated NAP technical guidelines	updated technical guidelines for the process to formulate and implement national adaptation plans
WIM	Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts

I. Mandate

1. COP 26 decided to extend the mandate of the LEG under its current terms of reference.¹ The LEG has been mandated by the COP and the CMA to, inter alia:²

- (a) Support implementation of the least developed countries work programme;
- (b) Provide technical guidance, support and advice to the LDCs in relation to the process to formulate and implement NAPs, the implementation of national adaptation programmes of action, and specific matters such as regional approaches to adaptation planning, and strengthening gender-related considerations and considerations regarding vulnerable groups, communities and ecosystems in relation to adaptation;
- (c) Provide technical guidance and advice to the LDCs, in collaboration with the GCF secretariat, on accessing funding from the GCF for formulating and implementing NAPs;
- (d) Formulate recommendations on ways to facilitate the mobilization of support for the formulation and implementation of NAPs with a view to addressing the challenges experienced by developing country Parties in accessing funding and support from the GCF for formulating and implementing NAPs and submit the recommendations to the SCF for consideration;
- (e) Update the technical guidelines for the NAP process,³ reflecting the provisions of decision [2/CMA.5](#) on the global goal on adaptation as well as the best available science, including the AR6;
- (f) Undertake activities to facilitate implementation of the Paris Agreement, including preparing synthesis reports in the context of recognizing the adaptation efforts of developing countries and contributing to the development of methodologies for reviewing the adequacy and effectiveness of adaptation and support;
- (g) Enhance its provision of support to the LDCs for aligning NAPs and nationally determined contributions;
- (h) Engage UNFCCC constituted bodies, the GCF, the GEF and its agencies, regional centres and networks, and a wide range of organizations in implementing the LEG work programme.

2. COP 22 and COP 29 requested all constituted bodies to include in their regular reports information on progress towards integrating a gender perspective into their processes.⁴

3. The LEG is mandated to report on its work to the SBI at each of its sessions.⁵

II. The 48th meeting of the Least Developed Countries Expert Group

A. Proceedings

4. LEG 48 was held in Lusaka from 18 to 20 August 2025, back to back with NAP Expo 2025.

5. At the meeting, the LEG discussed enhancing its provision of direct support to the LDCs for formulating, updating and implementing NAPs and for establishing an effective

¹ Decision [15/CP.26](#), para. 1.

² As per decisions [5/CP.7](#), [29/CP.7](#), [7/CP.9](#), [4/CP.10](#), [4/CP.11](#), [8/CP.13](#), [6/CP.16](#), [5/CP.17](#), [12/CP.18](#), [3/CP.20](#), [1/CP.21](#), [19/CP.21](#), [16/CP.24](#), [7/CP.25](#), [15/CP.26](#), [9/CP.27](#), [10/CP.27](#), [15/CP.29](#), [11/CMA.1](#), [19/CMA.1](#), [11/CMA.4](#) and [2/CMA.5](#).

³ LEG. 2012. *National adaptation plans: technical guidelines for the national adaptation plan process*. Bonn: UNFCCC. Available at <https://unfccc.int/national-adaptation-plans#NAPguidelines>.

⁴ Decisions [21/CP.22](#), para. 14, and [7/CP.29](#), para. 18.

⁵ Decision [6/CP.16](#), para. 3.

and iterative process to formulate and implement NAPs; the next steps for disseminating and promoting the use of updated NAP technical guidelines; updating the PEG M&E tool; engaging and collaborating with the AF, the GCF and the GEF regarding access to funding by the LDCs; supporting the LDCs in effectively and efficiently implementing the Convention and the Paris Agreement; conducting global and regional outreach events on NAPs; collaborating with other UNFCCC constituted bodies and organizations on providing support to the LDCs; identifying priorities and needs for support for the LDCs in 2025–2026; integrating a gender perspective into its work; and prioritizing activities in its work programme for 2025–2026.⁶ The LEG also reviewed a draft of the 2025 report on progress in the process to formulate and implement NAPs.⁷

6. The LEG extended an invitation to the Chair of the LDC Group to participate in the meeting and lead a discussion on the LDCs' priorities and needs for support.

7. The LEG expressed appreciation to its outgoing member, Dominique Auger (Canada), and welcomed Christian Araujo (Canada) as a new member from developed country Parties.

8. The following members were appointed as focal points by the LEG to cover both new and renewed appointments in its ongoing collaborative activities with other UNFCCC constituted bodies:

(a) Christian Araujo, Adao Soares Barbosa (Timor-Leste), Mokoena France (Lesotho) and Hana Hamadalla Mohamed (Sudan) in the AC NAP task force;

(b) Kenel Delusca (Haiti), Payai Manyok John (South Sudan), Hana Hamadalla Mohamed and Maaïke Willemsen (Kingdom of the Netherlands) in the joint working group of the AC, the LEG and the SCF on methodologies for reviewing the adequacy and effectiveness of adaptation and support;

(c) Christian Araujo, Kenel Delusca, Gabriel Kpaka (Sierra Leone) and Buddi Sagar Poudel (Nepal) in work with the Consultative Group of Experts;

(d) Christian Araujo, Kenel Delusca and Richard Mfumu Lungu (Zambia) in work with the Paris Committee on Capacity-building;

(e) Mokoena France, Payai Manyok John and Jamie Ovia (Tuvalu) in work with the FWG of the Local Communities and Indigenous Peoples Platform;

(f) Fredrick Manyika (United Republic of Tanzania), Mery Yaou (Togo) and Benon Yassin (Malawi) in work under the Nairobi work programme on impacts, vulnerability and adaptation to climate change;

(g) Fredrick Manyika and Idrissa Semde (Burkina Faso) in work with the SCF;

(h) Buddi Sagar Poudel and Maaïke Willemsen in work with the Technology Executive Committee and the Climate Technology Centre and Network;

(i) Adao Soares Barbosa, Orla Kilcullen (Ireland) and Idrissa Semde in work with the task force on displacement of the WIM Executive Committee;

(j) Orla Kilcullen, Jamie Ovia and Benon Yassin in work with the expert group on non-economic losses of the WIM Executive Committee;

(k) Gabriel Kpaka, Richard Mfumu Lungu and Mery Yaou in work with the Katowice Committee of Experts on the Impacts of the Implementation of Response Measures.

9. A list of the members of the LEG as at 30 September 2025 is provided in the annex.

⁶ Available in annex II to document [FCCC/SBI/2025/7](#).

⁷ For the finalized report, see document [FCCC/SBI/2025/17](#).

B. Activities since the 47th meeting of the Least Developed Countries Expert Group

10. The LEG took note of its activities undertaken since LEG 47, including:

(a) Conducting various activities on updating the NAP technical guidelines, including:

(i) A meeting with experts from Parties and organizations held in Bonn from 10 to 12 March 2025, during which the draft version of the technical guidelines was reviewed;

(ii) A full-day event on 23 May 2025 held during the first global climate week, in Panama City during which presentations and discussions on the technical guidelines were held;

(iii) A side event at SB 62 to present the highlights of the technical guidelines and engage in discussions with participants on the latest guidance for NAPs;

(iv) Additional consultations with Parties on 29 July 2025, building on those referred to in paragraph 10(a)(ii) above;

(v) Launch of the technical guidelines during NAP Expo 2025;

(b) Convening NAP Expo 2025, which provided a platform to share country experience and engage stakeholders in advancing NAP implementation;

(c) Discussing preparations for upcoming activities;

(d) Continuing to offer technical guidance to the LDCs on formulating and implementing NAPs at NAP country dialogues held both virtually and in person;

(e) Engaging in meetings and events at SB 62, including holding a side event on the work of the LEG in supporting the LDCs and participating in the following:

(i) LDCs preparatory meeting;

(ii) 13th meeting of the FWG;

(iii) An in-session technical workshop under the enhanced Lima work programme on gender;

(iv) 14th Durban Forum on capacity-building;

(v) An in-session workshop under the Sharm el-Sheikh joint work on implementation of climate action on agriculture and food security;

(vi) 2025 Dialogue on Action for Climate Empowerment;

(vii) 9th meeting of the informal coordination group for capacity-building under the Convention and the Paris Agreement;

(viii) An event held jointly by the Chair of the Subsidiary Body for Scientific and Technological Advice and the Chair of the IPCC on the work of Working Group II of the IPCC and its relevance to the global goal on adaptation;

(f) Conducting a regional workshop to provide direct tailored capacity-building support to country teams from the African LDCs and SIDS with the aim of accelerating the formulation and implementation of NAPs, including as integrated programmes rather than isolated projects, in those countries;

(g) Supporting the LDCs in developing, as part of their NAPs, implementation plans that include financing strategies aimed at mobilizing diverse sources of adaptation funding, and exploring modalities for their delivery, both under and outside the Financial Mechanism;

(h) Collaborating with the task force established at LEG 47 to support the preparation of the 2025 report on progress in the process to formulate and implement NAPs (for details, see para. 31 below);

(i) Developing an interactive tool, based on the mapping of finance sources conducted for a technical paper prepared by the LEG,⁸ to assist the LDCs in navigating existing and potential sources of adaptation finance both under and outside the Financial Mechanism;

(j) Offering direct support to the LDCs that have yet to formulate their first NAP through the Open NAP initiative, the NAP data initiative, NAP country dialogues and the modality for reviewing draft NAPs;

(k) Engaging with the working group formed at LEG 47 to support the LDCs in formulating their first NAP, which comprises representatives of relevant agencies and organizations;

(l) Updating NAP Central to maintain it as a repository of NAPs and NAP-related information and knowledge.

C. Status of the process to formulate and implement national adaptation plans⁹

1. Progress of the least developed countries

11. The LEG noted that, as at 30 September 2025, of the 44 LDCs, 23 had prepared NAPs and submitted them on NAP Central,¹⁰ 5 had draft NAPs that they expected to finalize and submit before the end of 2025,¹¹ 10 were in the process of formulating NAPs with support from various organizations¹² and 4 had not yet started formulating NAPs.¹³ Information on two LDCs regarding their NAPs was pending.¹⁴ Burkina Faso submitted its updated NAP in March 2025, while Cambodia is in the process of updating its NAP.

12. The LEG also noted that, as at 30 September 2025, of the 21 LDCs that had yet to submit a NAP and for which information is available, 18 had approved GCF NAP readiness support.¹⁵ Of these 18 countries, 7 are expected to produce a NAP in 2025.¹⁶ Additional support was provided to several LDCs through the NAP technical working group with a view to accelerating the formulation and finalization of their NAPs for submission before the end of 2025. Solomon Islands has yet to secure an approved GCF NAP readiness project and is receiving support from the Global Green Growth Institute and the Australian Department of Foreign Affairs and Trade, with the submission of its NAP expected in 2026.

2. Progress in relation to support provided

13. As at 8 September 2025, developing countries had submitted 160 proposals to the GCF under its Readiness and Preparatory Support Programme, including 49 proposals from the LDCs. Of these 160 proposals, 144 had been approved as at 8 September 2025, including

⁸ LEG. 2023. *Mapping of relevant sources of finance for climate change adaptation for the least developed countries*. Bonn: UNFCCC. Available at <https://unfccc.int/documents/635395>.

⁹ This subchapter provides a snapshot of the progress of the LDCs in the process to formulate and implement NAPs. For detailed coverage of the progress of all developing countries, see the annual progress reports, available at <https://unfccc.int/node/747>.

¹⁰ Bangladesh, Benin, Burkina Faso, Burundi, Cambodia, Central African Republic, Chad, Democratic Republic of the Congo, Ethiopia, Haiti, Kiribati, Liberia, Madagascar, Mozambique, Nepal, Niger, Sierra Leone, Somalia, South Sudan, Sudan, Timor-Leste, Togo and Zambia. The NAPs are available at <https://napcentral.org/submitted-naps>.

¹¹ Angola, Lao People's Democratic Republic, Lesotho, Mali and United Republic of Tanzania.

¹² Comoros, Eritrea, Gambia, Guinea, Guinea-Bissau, Malawi, Mauritania, Senegal, Tuvalu and Uganda.

¹³ Djibouti, Rwanda, Solomon Islands and Yemen.

¹⁴ Afghanistan and Myanmar.

¹⁵ Angola, Comoros, Djibouti, Eritrea, Gambia, Guinea, Guinea-Bissau, Lao People's Democratic Republic, Lesotho, Malawi, Mali, Mauritania, Rwanda, Senegal, Tuvalu, Uganda, United Republic of Tanzania and Yemen.

¹⁶ Angola, Guinea-Bissau, Lao People's Democratic Republic, Lesotho, Malawi, Mali and United Republic of Tanzania.

44 from the LDCs, and 118 projects had progressed to fund disbursement, of which 33 projects for the LDCs.

14. Regarding technical support, the LEG continues to offer support to the LDCs for formulating and implementing NAPs via the following main modalities:

(a) Regional NAP workshops, which provide targeted opportunities for countries to share experience, strengthen capacities and build partnerships at the regional level in support of NAP formulation and implementation;

(b) NAP Expos, which facilitate exchange of experience between countries and foster partnerships between countries and organizations, agencies and research entities in support of the formulation and implementation of NAPs;

(c) The NAP technical working group and its four subgroups (NAP technical guidelines, NAP implementation support, NAP tracking, and multi-stakeholder forums), which assist the LEG in engaging a wide range of organizations and experts to develop technical guidance and provide support for the process to formulate and implement NAPs, including developing technical guidelines, reviewing draft NAPs, preparing technical papers, conducting training, identifying ways to address gaps and needs related to formulating and implementing NAPs, and developing tools for monitoring and reviewing progress in the process to formulate and implement NAPs;

(d) The NAP implementation pipeline development initiative, under which the LEG, with the support of delivery partners, assists the LDCs in formulating or updating their NAPs and in identifying project ideas to be developed into concept notes and subsequently proposals for accessing funding from the AF, the GCF or the LDCF for implementing the priority adaptation actions identified in their NAPs;

(e) The NAP country dialogues, which provide a platform for the LEG and NAP country teams to discuss progress, challenges and needs for support in the process to formulate and implement NAPs;

(f) The Open NAP initiative,¹⁷ under which comprehensive support is offered to the LDCs and other interested countries for formulating their NAPs, and which serves as an open-ended collaborative tool for mobilizing inputs to NAP formulation from all interested actors and stakeholders;

(g) The roster of experts on NAPs from the LDCs,¹⁸ which is maintained by the LEG to support the formulation and implementation of NAPs;

(h) The NAP data initiative,¹⁹ which, by reproducing high-quality data and following global trends in open access, data-sharing and use of cutting-edge tools, enables countries to easily integrate data and analysis results into their NAPs and related outputs.

D. Status of implementation of adaptation projects in national adaptation programmes of action and related strategies and plans supported by the Least Developed Countries Fund

15. The LEG took note of the information provided by the GEF secretariat on the approval by the LDCF–SCCF Council between January and June 2025 of grant funding under the LDCF in the amount of USD 53.43 million for six projects and one programme.²⁰ The projects and programme focus on adaptation action in the areas of agriculture, natural resource management, climate information services, tourism, coastal zone management, water resources management and disaster risk management.

¹⁷ <https://napcentral.org/open-naps>.

¹⁸ <https://napcentral.org/roster-of-experts>.

¹⁹ For details, see document FCCC/SBI/2022/18, para. 26.

²⁰ The six projects are in Madagascar, Nepal, Solomon Islands, Timor-Leste, Togo and Uganda, while the programme is being implemented in Chad and Mali.

III. Ongoing activities and next steps

A. Direct country support

1. Supporting the least developed countries in implementing national adaptation plans

16. The LEG took note that the regional capacity-building workshop on NAPs for African LDCs and SIDS was successfully conducted (for details, see para. 26 below).

17. The LEG agreed to continue supporting the LDCs in developing, as part of their NAPs, implementation plans that include financing strategies aimed at mobilizing diverse sources of adaptation funding and exploring modalities for their delivery.

2. Enhancing the provision of direct support to the least developed countries for formulating and updating national adaptation plans

18. The LEG noted that, of the 15 LDCs that were in the process of formulating NAPs or had draft NAPs as at 30 September 2025, all had approved GCF NAP readiness projects (see table 1).

Table 1

Least developed countries in the process of formulating national adaptation plans with Green Climate Fund national adaptation plan readiness support as at 30 September 2025

<i>Country</i>	<i>Approval date of GCF NAP readiness support</i>	<i>GCF accredited entity</i>
Angola	30 May 2025	UNEP
Comoros	30 May 2025	UNEP
Eritrea	25 June 2024	UNEP
Gambia	14 September 2023	UNEP
Guinea	2 March 2020	UNDP
Guinea-Bissau	28 April 2022	UNDP
Lao People's Democratic Republic	24 June 2022	UN-Habitat
	22 November 2022	Global Green Growth Institute
Lesotho	24 June 2020	UNEP
Malawi	20 March 2019	UNEP
Mali	18 April 2025	UNDP
Mauritania	9 July 2018	UNEP
Senegal	29 February 2024	UNDP
Tuvalu	18 January 2021	Secretariat of the Pacific Regional Environment Programme
Uganda	22 June 2021	UNEP
United Republic of Tanzania	5 August 2021	UNDP

19. The LEG agreed to continue enhancing its provision of support to the LDCs for formulating and submitting their first NAP before the end of 2025²¹ by engaging directly with them. It also agreed to further strengthen its support by:

²¹ In decision [/CMA.5](#), para. 59, CMA 5 called on Parties that have not yet done so to have in place their national adaptation plans, policies and planning processes by 2025.

- (a) Collaborating with the GCF and relevant delivery partners to identify bottlenecks for countries in accelerating NAP formulation through their GCF NAP projects;
- (b) Offering tailored support, with the support of the secretariat, to the LDCs that have yet to initiate NAP formulation to ensure that their NAPs are in place before the end of 2025;²²
- (c) Documenting and disseminating good practices, lessons learned and case studies from the LDCs that have progressed in the NAP process to inform ongoing efforts and promote peer learning across the LDCs;
- (d) Engaging with the LDC Group Chair to promote coordinated action in support of the timely formulation and submission of NAPs by the end of 2025 and their subsequent implementation by 2030.

3. Supporting the least developed countries in establishing an effective and iterative process to formulate and implement national adaptation plans

20. The LEG considered next steps for its interactive tool for mapping available sources of finance for climate change adaptation (see para. 10(i) above). It agreed to finalize and operationalize the tool ahead of COP 30, taking into account, inter alia, the need to (1) clearly distinguish between financial and non-financial support, (2) use standard terminology for financial instruments and access types, (3) consider making available via the tool links to funding sources and information related to those sources such as proposal templates and eligibility criteria and (4) ensure the tool is a dynamic resource by implementing a mechanism for regular updating.

21. The LEG also agreed to continue engaging with the NAP technical working group in supporting the LDCs and to capture best practices and lessons learned in the NAP process and share them in outreach materials and at regional NAP workshops and the NAP Expos.

4. Utilizing the roster of experts from the least developed countries

22. The LEG agreed to hold sessions with experts on its roster, either virtually or in person before the end of 2025, to explore how to best make use of their expertise and to encourage their participation in NAP Expos and workshops and other events held by the LEG.

B. Technical guidance and support for the process to formulate and implement national adaptation plans

1. Update of the technical guidelines for the national adaptation plan process

23. The LEG noted that the updated NAP technical guidelines²³ were successfully launched at NAP Expo 2025. The LEG agreed on the following next steps to disseminate the technical guidelines and promote their application:

- (a) Produce a reader-friendly summary of the technical guidelines in brochure format and posters for promoting the guidelines at events;
- (b) Translate the technical guidelines into United Nations languages other than English and have copies of those versions printed;
- (c) Conduct outreach to raise awareness of the technical guidelines by hosting webinars and preparing multimedia overviews for those working on NAPs and engaging with relevant agencies and organizations;
- (d) Develop supplementary materials to support application of the technical guidelines, for example on costing and financing adaptation actions, on NAP-SDG iFrame

²² As at 30 September 2025, such support was being provided to Angola, Eritrea, the Gambia and Solomon Islands.

²³ LEG. 2025. *The NAP Technical Guidelines: Updated technical guidelines for the process to formulate and implement national adaptation plans*. Bonn: UNFCCC. Available at <https://napcentral.org/nap-guidelines>.

and on the tools and other resources produced by other constituted bodies available for navigating various parts of the NAP process;

- (e) Issue guidance to external entities on preparing supplements to the technical guidelines;
- (f) Develop training materials on the technical guidelines, including self-paced modules and exercises for use at NAP workshops;
- (g) Document case studies of applying the technical guidelines on NAP Central, with a focus on NAP financing and implementation;
- (h) Explore the use of AI in applying the technical guidelines and support the LDCs in making use of this option as appropriate;
- (i) Produce templates, checklists and case studies on different topics to support countries in applying the technical guidelines;
- (j) Support implementation of the NAP data initiative;
- (k) Analyse funded adaptation projects in relation to addressing the targets under the global goal on adaptation.²⁴

2. Supplements to the technical guidelines for the formulation and implementation of national adaptation plans

24. The LEG took note of the following supplements to the technical guidelines launched at NAP Expo 2025:²⁵

- (a) An analytical report, by UNDP, on climate and disaster risk finance and insurance in NAPs and nationally determined contributions;
- (b) A technical guide, by the WIM Executive Committee, on integrating human mobility and climate change linkages into relevant national climate change planning processes;
- (c) A compilation of recommendations, by Climate Service Center Germany, on improving the inclusion of coastal and ocean adaptation in the development of NAPs.

25. The LEG also took note that the following supplements are under development:

- (a) Guidelines for developing adaptation finance strategies (UNDP);
- (b) A compilation of case studies on transforming urban water systems for climate resilience and security using decentralized approaches to infrastructure, governance, finance and management (University of Pennsylvania).

3. Training on formulating and implementing national adaptation plans

26. The LEG held a regional capacity-building workshop on NAPs for African LDCs and SIDS in Nairobi from 8 to 11 July 2025.²⁶ At the conclusion of the workshop, participating countries had:

- (a) Produced draft summaries of their NAPs to use in communicating with potential project funders;
- (b) Developed project concept notes, with different projects being integrated into programmes to better facilitate the implementation of priorities identified in NAPs;
- (c) Articulated a shared vision of a ‘well-adapting country’ by 2030 or 2035, emphasizing that political will, sustainable financing, institutional capacity, inclusive governance and measurable resilience are crucial to achieving the vision;

²⁴ Referred to in decision [2/CMA.5](#), paras.9–10.

²⁵ The supplements are available at <https://napcentral.org/supplementary-materials-library>.

²⁶ See <https://unfccc.int/event/nap-workshop-africa-2025>.

(d) Developed a road map for finalizing NAP summaries and clearing them with their national focal points for posting on NAP Central, communicating outcomes of the workshop to national stakeholders, and further developing project concept notes.

27. The LEG agreed on the following actions to be undertaken following the workshop referred to in paragraph 26 above:

(a) Preparing an informal summary report on the workshop to capture key messages, lessons learned and recommendations arising therefrom, as well as progress, challenges and next steps in implementing the road maps referred to in paragraph 26(d) above, and facilitate stakeholder learning with regard to implementing NAPs;

(b) Following up with participants of the workshop to ensure that work initiated during the workshop continues.

28. The LEG agreed, subject to the availability of resources, to continue holding regional NAP workshops, with the workshops to cover application of the updated NAP technical guidelines and topics central to NAP implementation such as determining finance needs for NAP implementation, positioning NAPs as an umbrella for adaptation and resilience-building at the national level, implementing NAPs as a coherent programme rather than individual projects, developing project concept notes and project proposals, exploring diverse sources of funding and conducting risk and vulnerability assessments.

29. The LEG discussed possible approaches to conducting training on implementing NAPs to ensure its widest possible reach and impact on continued capacity development, including applying various formats (in-person and self-paced learning), using AI and other technologies and involving academic and technical institutions.

4. National adaptation plan technical working group and its subgroups

30. The LEG took note of the continued support provided by the NAP technical working group for the work of the LEG, including in organizing NAP Expos and coordinating the provision of technical support to the LDCs. The LEG agreed to continue engaging various organizations and experts through the NAP technical working group to further accelerate the formulation and implementation of NAPs in the LDCs.

C. Tracking and monitoring of progress in formulating and implementing national adaptation plans

1. Report on progress in the process to formulate and implement national adaptation plans

31. The LEG considered the draft of the 2025 NAP progress report, which was prepared using contributions from the task force established at LEG 47,²⁷ reviewing its structure, methodology and concluding remarks. The LEG agreed to include information on the costing of priority adaptation actions of the LDCs, as presented in their NAPs, in the report. It also agreed to prepare an information paper on funding needed to fully implement the NAPs of the LDCs.

²⁷ [FCCC/SBI/2025/7](#), para. 27. The task force comprises representatives of the Food and Agriculture Organization of the United Nations, the German Agency for International Cooperation, the Global Green Growth Institute, the Group on Earth Observations, the Institute for Global Environmental Strategies, the NAP Global Network, Sanitation and Water for All, UNDP, UNEP, UN-Habitat, the World Health Organization and the World Meteorological Organization.

2. Tool for monitoring and evaluating progress, effectiveness and gaps in relation to the process to formulate and implement national adaptation plans

32. The LEG took note of the ongoing updates to the PEG M&E tool,²⁸ which is designed to support countries in tracking and reporting on progress in formulating and implementing NAPs.

33. The LEG agreed on the following next steps regarding the PEG M&E tool:

- (a) Review the tool in the light of the updated NAP technical guidelines;
- (b) Continue refining the tool to reflect ongoing feedback and evolving country needs, as well as progress in developing indicators for measuring progress towards the global goal on adaptation.

D. Matters relating to accessing funding from the Green Climate Fund, the Global Environment Facility and the Adaptation Fund

1. Green Climate Fund

34. The LEG noted that, as at 30 September 2025, 13 of the 44 LDCs had a total of 19 direct access entities, of which 10 had not yet accessed funding from the GCF (see table 2). There are also non-LDC direct access entities that have projects approved in the LDCs (see table 3).

Table 2

Direct access entities in the least developed countries accredited by the Green Climate Fund as at 30 September 2025

<i>Country</i>	<i>Direct access entity</i>	<i>Project size accreditation</i>	<i>Number of approved projects</i>
Bangladesh	Infrastructure Development Company	Medium	1
	Palli Karma-Sahayak Foundation	Medium	3
Benin	National Fund for the Environment	Micro	1
Burkina Faso	Intervention Fund for the Environment	Micro	0
Cambodia	National Committee for Sub-National Democratic Development	Micro	0
Ethiopia	Ministry of Finance of Ethiopia	Medium	2
Lao People's Democratic Republic	Environment Protection Fund	Micro	0
Mali	National Bank for Agricultural Development	Small	0
Nepal	Alternative Energy Promotion Centre	Small	1
	National Trust for Nature Conservation	Micro	0
	Nepal Investment Mega Bank	Medium	0
Rwanda	Development Bank of Rwanda	Medium	0
	Ministry of Environment	Small	3
Senegal	Bank Agricole of Senegal	Small	1
	Ecological Monitoring Centre	Micro	2
Uganda	Ministry of Water and Environment	Small	0
United Republic of Tanzania	Cooperative and Rural Development Bank	Medium	1
Zambia	Development Bank of Zambia	Medium	0
	Zambia National Commercial Bank	Small	0

Source: GCF open data library, available at <https://data.greenclimate.fund/public>.

²⁸ LEG. 2015. *Monitoring and assessing progress, effectiveness and gaps under the process to formulate and implement National Adaptation Plans: The PEG M&E tool*. Bonn: UNFCCC. Available at <https://unfccc.int/node/640432>.

Note: Accredited entities may only submit funding proposals for projects up to the size for which they have been accredited; for example, entities accredited for “medium” can submit funding proposals for micro, small and medium-sized projects or programme activities but not for large projects or programme activities (micro = accredited for funding of up to USD 10 million; small = up to USD 50 million; medium = up to USD 250 million; and large = USD 250 million or more).

Table 3

Direct access entities not domiciled in the least developed countries with projects approved by the Green Climate Fund in the least developed countries as at 1 September 2025

<i>Direct access entity</i>	<i>Country(ies) of approved project(s)</i>
Korea Development Bank	Cambodia
	Lao People’s Democratic Republic

2. Global Environment Facility

35. The LEG noted that, as at 30 June 2025, 67.5 per cent of the expected USD 920 million national programming under the LDCF in the eighth replenishment of the GEF Trust Fund (2022–2026) had been programmed on the basis of the USD 20 million initial cap per LDC. Of the 44 LDCs, 20 had accessed their full USD 20 million under the LDCF, 13 had partially accessed LDCF resources and 11 LDCs had not accessed any funding (see table 4).

Table 4

Status of access by the least developed countries of their resource cap under the Least Developed Countries Fund during the eighth replenishment of the Global Environment Facility Trust Fund (2022–2026) as at 30 June 2025

<i>Fully accessed</i>	<i>Partially accessed</i>	<i>Not accessed at all</i>
Angola	Benin	Afghanistan
Burkina Faso	Guinea	Bangladesh
Burundi	Liberia	Democratic Republic of the Congo
Cambodia	Madagascar	Eritrea
Central African Republic	Malawi	Guinea-Bissau
Chad	Mozambique	Haiti
Comoros	Nepal	Kiribati
Djibouti	Niger	Myanmar
Ethiopia	Solomon Islands	Senegal
Gambia	Timor-Leste	Sudan
Lao People’s Democratic Republic	Togo	Tuvalu
Lesotho	Uganda	
Mali	Zambia	
Mauritania		
Rwanda		
Sierra Leone		
Somalia		
South Sudan		
United Republic of Tanzania		
Yemen		

Note: Bhutan and Sao Tome and Principe, which graduated from the LDC category on 13 December 2023 and 13 December 2024 respectively, had fully accessed their resource cap as at 30 June 2025.

3. Adaptation Fund

36. The LEG noted that the AF has approved more than USD 290 million for 43 projects and programmes in the LDCs focused on adaptation benefits for communities particularly vulnerable to climate change. The AF is developing three training manuals as part of its overall effort to improve the capacity of the LDCs and other developing countries to access finance. The manuals will enhance the delivery of capacity-building support to countries navigating the AF project cycle and offer step-by-step guidance on accessing finance through the AF funding windows. The AF also conducted a study for compiling lessons learned from adaptation interventions in the LDCs with the aim of enhancing their understanding of adaptation strategies and highlighting ways of addressing challenges to effective adaptation.

4. Recommendations on addressing challenges in accessing funding

37. The LEG discussed challenges faced by the LDCs in accessing funding under the AF, the GCF and the GEF for formulating and implementing NAPs and formulated recommendations to be submitted to the SCF for consideration on ways to facilitate the mobilization of support for the formulation and implementation of NAPs with a view to addressing those challenges.²⁹

38. The following challenges that hinder progress by the LDCs in implementing NAPs were noted:

(a) Insufficient availability of regional and international implementing partners to support NAP implementation;

(b) Insufficient resources in the LDCF to meet the cost of adaptation project proposals submitted by the LDCs, namely seven project proposals totalling USD 89 million are still awaiting funding despite the GEF having approved them;

(c) Absence of specific modalities for expediting NAP implementation in line with paragraph 46 of decision [1/CP.21](#);

(d) Inability to submit a NAP as a programme for implementation, with the LDCs instead having to submit individual projects, each having to go through the full project cycle, which slows overall progress in NAP implementation.

39. The LEG agreed on the following recommendations for consideration by the SCF to use in drafting its guidance for the operating entities of the Financial Mechanism:

(a) The COP to reiterate its request to the GCF to expedite support for the LDCs for implementing policies, projects and programmes identified in NAPs, in line with paragraph 46 of decision [1/CP.21](#);

(b) The COP to request the operating entities of the Financial Mechanism to provide support to the LDCs for establishing and operationalizing support programmes aimed at facilitating the implementation of NAPs as integrated programmes rather than isolated projects,³⁰ as well as adequate support to enable the LDCs to meet the 2025 and 2030 targets for NAP formulation and implementation respectively;³¹

(c) The COP to request the GCF to explore alternative ways for the LDCs to directly access funding, such as by conducting pilot trials of project implementation by national entities that have applied for accreditation but have not yet been approved;

(d) The COP to invite regional and international implementing entities to increase the support provided to the LDCs for implementing their NAPs in a manner that is country-driven and responsive to national priorities and request the GCF to facilitate the provision of such support;

(e) The COP to encourage increased voluntary contributions of financial resources to the LDCF to meet the adaptation needs of the LDCs.

²⁹ Decision [9/CP.27](#), para. 5.

³⁰ Pursuant to decision [1/CP.21](#), para. 46.

³¹ Pursuant to decision [1/CMA.5](#), para. 59.

E. NAP Expos

40. The LEG took note that the NAP Expo was successfully conducted in Lusaka from 12 to 15 August 2025 on the theme of innovations in the NAP process³² and expressed its appreciation to all contributors to the event, including constituted bodies, United Nations entities, international organizations, private sector entities, local communities and Indigenous Peoples, and to the diverse stakeholders from the host country, Zambia, who engaged in the event.

41. Highlights from the Expo included the launch of the updated NAP technical guidelines. The LEG noted the following key messages arising from the event:

(a) Countries are shifting their approaches to adaptation from reactively managing risk to envisioning a resilient future and back casting from that vision, which is in line with the global goal on adaptation targets, and are building on their existing capacities to make progress in this regard;

(b) The NAP country platform³³ provides valuable lessons learned on the role in the NAP process of interministerial capacity-building, participatory and multi-sectoral consultation, decentralized planning, partnership between public and private sector entities and communities, and local and traditional knowledge;

(c) Challenges in accessing adaptation finance persist, underscoring the need for funding that is aligned with national priorities, directly linked to NAPs and supported by readiness programmes and diverse financial instruments;

(d) Inclusive stakeholder engagement, with youth, Indigenous Peoples and faith leaders embedded in decision-making and leadership roles, is essential to the NAP process;

(e) AI has significant potential to enhance NAP formulation and implementation by enhancing transparent and localized adaptation planning;

(f) Coordinated technical assistance is critical for ensuring a programmatic approach to NAP implementation, as highlighted by the UN4NAPs Forum held at the Expo.

42. The LEG agreed to compile the key messages from NAP Expo 2025, using those in paragraph 41 above as the foundation, and to communicate them at relevant forums.

43. The LEG discussed preparations for the next NAP Expo, noting that Expos should ideally be held during the first half of the year.

F. Work in response to mandates from the Conference of the Parties, the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement and the Subsidiary Body for Implementation

44. The LEG took note of progress and next steps in addressing the following mandates from the COP, the CMA and the SBI:

(a) Holding additional consultations with Parties, building on the consultation held in 2025 at the first global Climate Week, on the updating of the NAP technical guidelines prior to NAP Expo 2025:³⁴ the LEG held a virtual consultation with Parties on 29 July 2025 (in three sessions to accommodate different time zones and thus enable wider participation);

(b) Updating the NAP technical guidelines, reflecting the provisions of decision [2/CMA.5](#) on the global goal on adaptation as well as the best available science, including the AR6:³⁵ the LEG launched the updated NAP technical guidelines at NAP Expo 2025;

³² See <https://expo.napcentral.org/2025>.

³³ The NAP country platform is a forum for developing countries to present their NAPs and highlight their adaptation priorities and planned implementation thereof. The first NAP country platform was held at NAP Expo 2019 and the forum continues to be held at all Expos.

³⁴ [FCCC/SBI/2025/11](#), para. 126.

³⁵ Decision [2/CMA.5](#), para. 47.

(c) Supporting the LDCs in integrating gender considerations into the formulation and implementation of NAPs:³⁶ the LEG will continue to ensure that its technical guidance and products reflect gender-responsive approaches;

(d) Preparing synthesis reports every two years, starting in 2020, on specific adaptation themes, focusing on relevant lessons learned and good practices in developing country Parties:³⁷ the LEG considered thematic areas for the 2026 synthesis report and agreed that the report will focus on efforts of the LDCs in addressing climate risks, including the impacts and outcomes of adaptation projects associated with their NAPs;

(e) Formulating recommendations on ways to address the challenges in accessing funding from the GCF for formulating and implementing NAPs and submitting them to the SCF for consideration:³⁸ the LEG submitted recommendations to the SCF for consideration at its 38th meeting;

(f) Continuing to engage a wide range of organizations in implementing its work programme, including through its thematic working groups:³⁹ the LEG continued to collaborate with various organizations through its four thematic working groups on organizing NAP Expos and regional capacity-building workshops and providing technical guidance.

G. Consideration of gender

45. The LEG discussed approaches to integrating a gender perspective into its work, noting that gender-responsiveness is reflected in the updated NAP technical guidelines, and recognized the importance of continuing to strengthen gender consideration in future activities, including case studies, workshops and NAP Expos, while also ensuring the representation of youth, Indigenous Peoples and local communities.

46. The LEG is compiling case studies submitted by relevant organizations in response to its call for inputs on the consideration of gender in the formulation and implementation of NAPs for publication on NAP Central.⁴⁰

47. The LEG agreed to include in its reports gender-disaggregated information on participation at its events (see table 5) in order to enhance transparency and accountability.

Table 5

Participants in events of the Least Developed Countries Expert Group in 2024–2025, by gender

<i>Event</i>	<i>Total number of participants</i>	<i>Female participants (%)</i>	<i>Male participants (%)</i>
NAP Expo 2024	451	32.1	67.9
NAP workshop for Africa 2025	89	30.3	69.7
NAP Expo 2025	241	45.6	54.4

48. The LEG agreed to continue making the following efforts to strengthen gender consideration in its work:

(a) Encouraging countries to promote gender balance in their nomination of participants for LEG workshops and other events;

(b) Identifying further opportunities to integrate gender considerations into LEG products and activities, in line with the UNFCCC gender action plan.

³⁶ Decision [10/CP.27](#), para. 13, and document [FCCC/SBI/2023/10](#), para. 74.

³⁷ Decision [11/CMA.1](#), para. 13.

³⁸ [FCCC/SBI/2025/11](#), para. 133.

³⁹ [FCCC/SBI/2025/11](#), para. 137.

⁴⁰ See document [FCCC/SBI/2025/7](#), para. 40.

H. Discussion with representatives of the least developed countries

49. The LEG discussed with the LDC Group Chair priorities and needs for support for the LDCs in 2025. The discussion focused on accelerating the formulation and implementation of NAPs and also covered the urgent need for raising awareness among the LDCs of the updated NAP technical guidelines and providing them with training on using them; the support provided by the LEG to address challenges faced by the LDCs in accessing funding from the AF and the LDCF for NAP implementation; and the importance of ensuring that all LDCs, including those yet to initiate NAP formulation, receive timely and effective support.

50. The LDC Group Chair congratulated the LEG on the successful launch of the updated NAP technical guidelines and welcomed the guidelines, emphasizing that they provide a clear pathway for advancing NAP formulation and implementation and aligning the NAP process with efforts to achieve the global goal on adaptation.

51. The LDC Group Chair noted that, more than 15 years after the launch of the NAP process, about half of the LDCs have yet to submit a NAP, with finance remaining the main barrier to them doing so, and that current funding procedures result in fragmented projects rather than coherent programmes, limiting effective NAP implementation. In this context, the LDC Group Chair called on the LEG to use its mandate and expertise to advise on modalities for financing NAPs as comprehensive programmes, strengthening the capacity of national and regional entities to access and channel finance, and ensuring that support provided delivers tangible results.

52. Further, the LDC Group Chair identified the following urgent priorities for the LDCs in 2025:

(a) Mobilizing at least USD 1 billion for the AF and the LDCF by the end of 2025 to support NAP implementation;

(b) Supporting all LDCs in mobilizing and accessing adaptation finance, ensuring that no country is left behind, including via regional or multilateral initiatives such as country programmes covering all LDCs;

(c) Providing immediate support to the LDCs that have not yet initiated NAP formulation with a view to ensuring that all LDCs have their NAPs in place by the end of 2025.⁴¹

53. The LDC Group Chair informed the LEG that a permanent LDC secretariat office had been established in Bonn and encouraged collaboration between the LDC secretariat and the UNFCCC secretariat on matters related to supporting the LDCs.

54. The LEG and the LDC Group Chair agreed on the following areas of continued collaboration, building on previous commitments:

(a) Organizing awareness-raising activities and training sessions for the LDCs on applying the updated NAP technical guidelines to facilitate effective NAP formulation and implementation;

(b) Providing direct support to the LDCs, particularly those that have not yet initiated NAP formulation.

55. The LEG informed the LDCs of support available through direct country engagement and at regional workshops, including for applying the updated NAP technical guidelines and preparing project concept notes, and reaffirmed its support of the LDCs.

56. The LEG requested the LDC Group Chair to continue engaging with countries on accelerating the formulation and implementation of their NAPs and requested the LDC Group Chair to request the LDCs to finalize and submit their NAPs by the end of 2025.

⁴¹ Pursuant to decision [1/CMA.5](#), para. 59.

I. Collaboration under the UNFCCC

57. The LEG continues to collaborate with other constituted bodies under the Convention and the Paris Agreement in undertaking its work, as mandated by the COP and the CMA. In 2025, the LEG engaged with the following constituted bodies regarding technical sessions for NAP Expo 2025: the AC, on navigating the landscape of support for the process to formulate and implement NAPs; the FWG, on integrating the perspectives of Indigenous Peoples and local communities into the formulation and implementation of NAPs; the Paris Committee on Capacity-building, on addressing capacity-building gaps that hinder investment readiness for NAP implementation in developing countries; the SCF, on accessing finance for NAP formulation and implementation; and the WIM Executive Committee's task force on displacement, on integrating human mobility issues into NAPs, drawing on the experience of the LDCs and resources such as the human mobility supplement to the NAP technical guidelines.

58. The LEG took note of its ongoing collaborative activities and potential areas for further collaboration under the UNFCCC and agreed to continue engaging, through its members referred to in paragraph 8 above, in those collaborative activities.

IV. Support from organizations for implementing national adaptation plans in the least developed countries

59. SBI 62 invited United Nations organizations, specialized agencies and other relevant organizations, as well as bilateral and multilateral agencies, to provide to the LEG information on how they have responded to the invitation in paragraph 8 of decision [15/CP.29](#).⁴² The LEG subsequently followed up with the relevant organizations and agencies to request information on their responses.

60. The United Nations Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States provided information that it will provide support to the LDCs for the process to formulate and implement NAPs, including for preparing NAPs and related project proposals, as part of its efforts to implement the Doha Programme of Action for the Least Developed Countries for the Decade 2022–2031.⁴³

V. Priority activities for 2025–2026

61. The LEG agreed to continue prioritizing its activities on the basis of its mandate and the evolving needs of the LDCs, in line with the work programme for 2025–2026.

62. The LEG identified the following priority activities for the remainder of 2025 and 2026:

(a) Undertaking activities to disseminate and promote the use of the updated NAP technical guidelines, including producing a reader-friendly summary thereof; translating the guidelines into other official United Nations languages; conducting webinars to raise awareness of the guidelines; developing supplementary and training material thereon, including guidance for organizations interested in developing supplementary material to the guidelines; creating templates, checklists and case studies on different topics to support use of the guidelines; and using AI in applying the technical guidelines;

(b) Continuing to support the LDCs in developing, as part of their NAPs, implementation plans that include financing strategies aimed at mobilizing diverse sources of adaptation funding and exploring modalities for their delivery;

(c) Preparing an information paper on funding needed to fully implement the NAPs of the LDCs;

⁴² [FCCC/SBI/2025/11](#), para. 136.

⁴³ See <https://www.un.org/ldc5/doha-programme-of-action>.

- (d) Providing direct support to the LDCs for formulating their NAPs, particularly to those that have not yet initiated formulation thereof;
- (e) Finalizing and operationalizing the interactive tool referred to in paragraph 10(i) above;
- (f) Continuing to compile case studies on the consideration of gender in the formulation and implementation of NAPs for publication on NAP Central;
- (g) Compiling key messages arising from the NAP Expo 2025 for communication at relevant forums;
- (h) Updating the PEG M&E tool to incorporate the updated NAP technical guidelines and address evolving country needs;
- (i) Initiating preparations for upcoming events, including regional workshops, NAP Expo 2026 and other LEG events in 2025 and 2026.

Annex

Members of the Least Developed Countries Expert Group as at 30 September 2025

<i>Member</i>	<i>Party</i>
Christian Araujo	Canada
Adao Soares Barbosa	Timor-Leste
Kenel Delusca	Haiti
Mokoena France	Lesotho
Payai Manyok John	South Sudan
Orla Kilcullen	Ireland
Gabriel Kpaka	Sierra Leone
Richard Mfummu Lungu	Zambia
Fredrick Manyika	United Republic of Tanzania
Hana Hamadalla Mohamed	Sudan
Jamie Ovia	Tuvalu
Buddi Sagar Poudel	Nepal
Idrissa Semde	Burkina Faso
Maaïke Willemsen	Kingdom of the Netherlands
Mery Yaou	Togo
Benon Yassin	Malawi