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Progress in the process to formulate and implement national adaptation plans

Report by the secretariat

Summary

This report provides information on the progress of Parties in the process to formulate and implement national adaptation plans, as compiled by the Least Developed Countries Expert Group as part of its work programme for 2025–2026, with inputs from a task force established to support its preparation. It updates the information reported for 2025 in document FCCC/SBI/2025/17, pivoting towards a focus on implementation over formulation of national adaptation plans. In doing so, the report presents an analytical framework for evaluating progress in implementing national adaptation plans and reviewing the status of aspects relevant to their implementation, such as access to funding for projects corresponding to adaptation priorities identified in those plans.

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Contents

		Page
	Abbreviations and acronyms	3
I.	Executive summary	4
II.	Introduction	5
	A. Mandate and background	5
	B. Scope	5
	C. Structure	6
	D. Possible action by the Subsidiary Body for Implementation	6
III.	Analytical framework for tracking and evaluating progress in formulating and implementing national adaptation plans	6
IV.	Analytical framework part 1: formulation of national adaptation plans	8
	Recommended next steps	9
V.	Analytical framework part 2: staged implementation of national adaptation plans	9
	Recommended next steps	10
VI.	Analytical framework part 3: access to the Green Climate Fund	10
	Recommended next steps	11
VII.	Analytical framework part 4: integrated analysis of countries, delivery partners and climate funds	11
	Recommended next steps	12
VIII.	Analytical framework part 5: analysis of the contents of national adaptation plans using NAPX	12
A.	Least developed countries and small island developing States	13
B.	Developing countries	14
	Recommended next steps	15
IX.	Analytical framework part 6: registry of adaptation priorities and pipeline catalogue	15
	Recommended next steps	16
X.	Analytical framework part 7: alignment of adaptation priorities between national adaptation plans and climate fund project documents	16
XI.	Analytical framework part 8: finance flows for formulating and implementing national adaptation plans	18
XII.	Closing remarks	18
Annexes		
I.	Developing country Parties with a national adaptation plan submitted as at 20 October 2026	20
II.	Supporting tables and figures for the evaluation of progress in formulating and implementing national adaptation plans under the analytical framework presented in this report	26
III.	Sources of data used in evaluating progress in formulating and implementing national adaptation plans under the analytical framework presented in this report	37

Abbreviations and acronyms

AF	Adaptation Fund
CMA	Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
COP	Conference of the Parties
ETF	enhanced transparency framework under the Paris Agreement
GCF	Green Climate Fund
GEF	Global Environment Facility
LDC	least developed country
LDCF	Least Developed Countries Fund
LEG	Least Developed Countries Expert Group
NAP	national adaptation plan
SB	sessions of the subsidiary bodies
SBI	Subsidiary Body for Implementation
SCCF	Special Climate Change Fund
SIDS	small island developing State(s)

I. Executive summary

1. The formulation of NAPs is progressing steadily. As at 20 October 2026, 81 developing country Parties had submitted a NAP, including 29 LDCs and 17 SIDS, up from 67 developing country Parties as at the end of the previous reporting period (30 September 2025). During the reporting period, 14 countries submitted their first NAP (including 6 LDCs and 3 SIDS) and 2 countries submitted an updated NAP.

2. Climate funds are increasingly providing tailored support for NAP formulation and implementation, but such provision needs to be ramped up. The share of fund project documents containing evidence of alignment of the project with an adaptation priority identified in the corresponding country's NAP has risen from 13 per cent of project documents dated before 2015 to 47 per cent of those dated between 2023 and 2026 (with the latter figure rising to 64 per cent when only project documents of the GCF are considered). As at 30 September 2026, of the 79 countries with a NAP, 60 had a fund project document citing it.

3. This report marks a shift in the reporting on the NAP process from formulation to implementation. It introduces an analytical framework for tracking and evaluating progress in formulating and implementing NAPs. Under this framework, formulation is considered as a pre-implementation stage (stage 0) of the NAP process and implementation as comprising eight stages: (1) organizing (building finance and delivery architecture), (2) planning (making sure the NAP can be financed), (3) packaging (packaging NAP priorities into fundable portfolios), (4) financing (matching projects to a financing instrument), (5) obtaining approval (securing access to and approval for finance), (6) securing disbursement (obtaining approval for disbursement of finance), (7) delivery (delivery of finance through national and local systems) and (8) learning (tracking progress, gaps and learning in relation to NAP implementation).

4. For tracking progress in NAP implementation under the framework, 28 scoring and diagnostic measures for a stated date covering the eight stages are applied, with those measures organized into five groups (standing, NAP quality, access to finance, delivery of finance, and learning and results). These measures are applied to determine the status of detailed aspects of NAP implementation.

5. The main bottleneck in NAP implementation is upstream of finance: moving from a plan to a fundable proposal. For most countries, the bottlenecks between NAP submission and project approval are the most challenging, with all being amenable to action by countries, the LEG and delivery partners to resolve: (1) while nearly all NAPs include adaptation priorities, individual interventions based on those priorities are generally not costed; (2) while many initiatives have assisted the LDCs and SIDS in preparing project concept notes as the entry point to funding project pipelines, a large proportion of these countries have not managed to secure a delivery partner to turn those notes into proposals for submission to climate funds; and (3) many of the LDCs lack a national delivery partner (as at 30 September 2026, only 15 of the 44 LDCs had a national direct access entity accredited by the GCF or a national implementing entity accredited by the AF).

6. Access to finance related to a NAP generating adaptation finance entails packaging adaptation priorities identified in the NAP into a project proposal, securing an accredited delivery partner to implement the project and obtaining approval for funding the project from the relevant climate fund. A country that fails to find a delivery partner for a project is viewed as one that never planned to find a partner, since only the successful identification of a delivery partner leads to a proposal being submitted, and the information about the delivery partner then becomes part of the project record.

7. The following four actions that would accelerate progress in implementing NAPs are within reach: (1) directing LEG technical support, as well as the support for the NAP process provided by partner organizations, towards costing individual interventions arising from adaptation priorities identified in NAPs and developing them into project profiles and investment plans; (2) matching countries with delivery partners and accredited entities for delivering on specific adaptation priorities identified in NAPs, with matchmaking to be conducted, for example, at NAP Expos or via an appropriate platform; (3) using existing

readiness and project preparation support for developing pipelines of projects derived from adaptation priorities identified in NAPs, jointly with delivery partners; and (4) providing targeted support for NAP formulation to the six LDCs that have never accessed GCF readiness support.

II. Introduction

A. Mandate and background

8. The LEG, in the context of its mandate to provide technical guidance and support on NAPs,[1] included the preparation of annual progress reports on the process to formulate and implement NAPs in its work programme for 2025–2026[2] with a view to assisting the SBI in assessing progress in the process to formulate and implement NAPs.

9. COP 30 requested the LEG to include in the 2026 report on progress in the process to formulate and implement NAPs an overview of climate finance flows and financial support provided by developed country Parties to developing country Parties for formulating and implementing NAPs.[3] That overview is presented in the addendum to this report.[4]

10. The NAPs submitted by Parties are maintained on NAP Central,[5] along with other outputs related to the process to formulate and implement NAPs.

B. Scope

11. This document provides an update to the information included in the report on progress in the process to formulate and implement NAPs prepared for SBI 63,[6] as well as on implementation of NAPs since the inception of the process.

12. An analytical framework for tracking and evaluating progress in formulating and implementing NAPs was developed and introduced and has been applied for preparing this report. A task force established by the LEG to support the preparation of this report discussed the scope of its coverage in terms of its pivot towards expanding information on progress in implementing, besides formulating, NAPs, and its corresponding contents.

13. No new surveys were issued to collect additional data from countries besides the open survey for countries to provide information on their NAP process under the SBI.[7] Where a value for the measures being used to track progress in NAP implementation could not be obtained, it is reported as not measured or not published, thus highlighting areas for which additional data would be useful to assemble in the future.

14. Information on support provided for the implementation of NAPs received from UNFCCC constituted bodies, organizations and funds[8] was compiled by the LEG. According

[1] Decision 5/CP.17, para. 13.
[2] FCCC/SBI/2025/7, annex II.
[3] Decision 8/CP.30, para. 12.
[4] FCCC/SBI/2026/23/Add.1.
[5] https://napcentral.org.
[6] FCCC/SBI/2025/17.
[7] Available at https://napcentral.org/nap-questionnaire.
[8] Adaptation Committee, AF, Coalition for Disaster Resilient Infrastructure, Executive Committee of the Warsaw International Mechanism for Loss and Damage associated with Climate Change Impacts, Facilitative Working Group of the Local Communities and Indigenous Peoples Platform, Food and Agriculture Organization of the United Nations, French Development Agency, German Agency for International Cooperation, GCF, GEF, Group on Earth Observations Global Agricultural Monitoring initiative, Group on Earth Observations Land Degradation Neutrality initiative, International Center for Tropical Agriculture, International Climate Initiative, Mountain Research Initiative, Nairobi work programme on impacts, vulnerability and adaptation to climate change, NAP Global Network, Sanitation and Water for All, United Nations Children's Fund, United Nations Development Programme, United Nations Environment Programme, United Nations Office for Disaster Risk Reduction, United Nations University Institute for Environment and Human Security and World Health Organization.

to that information, the support provided to developing country Parties for implementing the priorities identified in their NAPs has included (1) technical assistance for the delivery of projects and programmes in priority sectors, notably agriculture and food security, water resources, ecosystems, infrastructure and health; (2) support for strengthening early warning systems and climate information services; (3) support for costing adaptation priorities and developing financing strategies and investment frameworks; (4) support for strengthening institutional arrangements, policy instruments and monitoring and evaluation systems; and (5) capacity-building for integrating adaptation into national and subnational planning and budgeting. Activities were included in the 2026 workplan of the Facilitative Working Group of the Local Communities and Indigenous Peoples Platform aimed at supporting developing country Parties in the process to formulate and implement NAPs.

C. Structure

15. Chapter III below provides an overview of the new analytical framework for evaluating progress in formulating and implementing NAPs. Under this framework, the NAP process is considered in eight parts. Information on each part is presented in chapters IV–0 below.[9] Recommended next steps for different stakeholders, including collecting further data on progress in NAP implementation from countries, as well as relevant climate funds and implementing agencies, are included. Chapter XII below presents closing remarks. The developing country Parties that had submitted a NAP as at 20 October 2026 are listed in annex I. Tables and figures supporting the analysis presented in the report are provided in annex II. The sources are listed in annex III.

D. Possible action by the Subsidiary Body for Implementation

16. SBI 65 may wish to consider the information in this report in the context of ongoing deliberations on NAPs and on matters relating to the LDCs.

III. Analytical framework for tracking and evaluating progress in formulating and implementing national adaptation plans

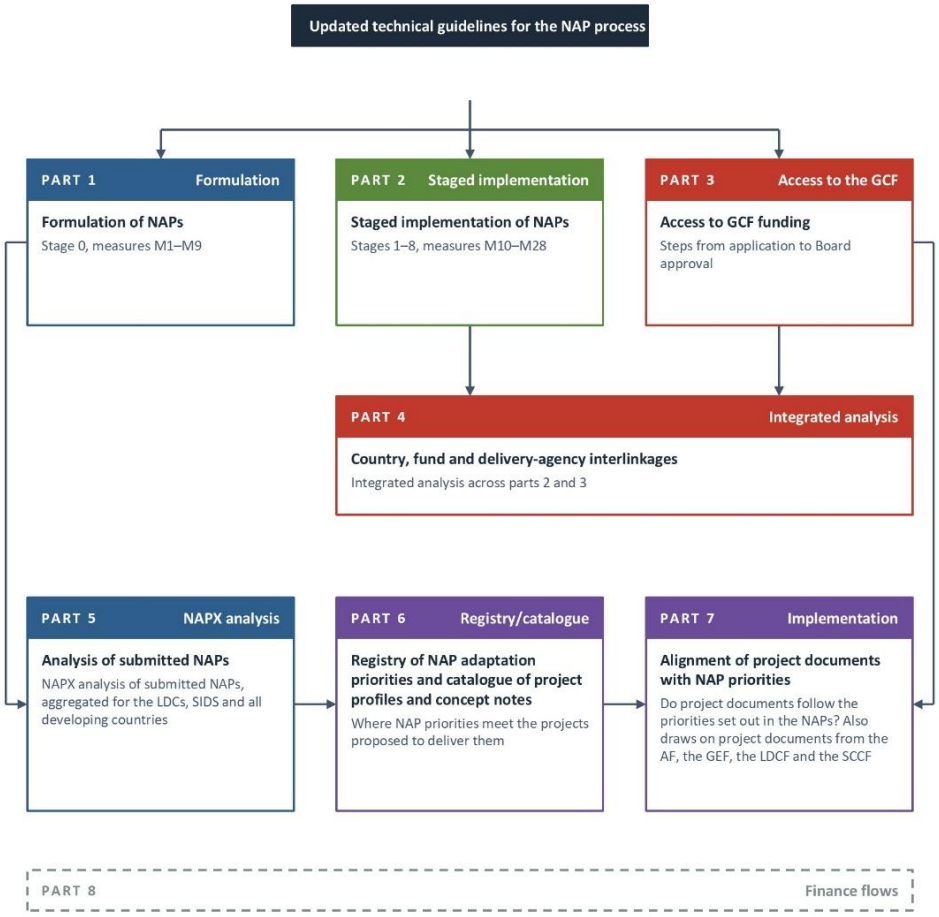
17. The process to formulate and implement NAPs is continuous, progressive, iterative and country-driven. Countries will continue to revise and update their NAPs over time, with newer versions submitted periodically. As a country-driven process, the NAP submitted by a country becomes the primary tool for identifying its national NAP priorities for implementation.

18. Under the new analytical framework for tracking and evaluating progress in formulating and implementing NAPs,[10] the NAP process is considered as having eight parts. Part 1 relates to the formulation of NAPs; part 2 to staged implementation of NAPs, for which technical support is provided at each stage; part 3 to access to funding under the GCF; part 4 to the integrated analysis of respective actions by countries, delivery partners and climate funds; part 5 to the analysis of the contents of NAPs using NAPX; part 6 to a registry of adaptation priorities and pipeline catalogue; part 7 to alignment of adaptation priorities between NAPs and climate fund project documents; and part 8 to finance flows for formulating and implementing NAPs. Figure 1 shows how the parts of the framework are related.

[9] With the exception of part 8, information on which is contained in the addendum referred to in para.9 above.

[10] The analytical framework is described fully in a supplementary document available at https://unfccc.int/documents/661922.

Figure 1
Overview of the parts of the analytical framework for evaluating progress in formulating and implementing national adaptation plans and how they relate to one another



Note: Part 8, on finance flows, is detailed in the addendum to this report (FCCC/SBI/2026/23/Add.1).

19. The formulation of NAPs (part 1) is considered as a precursor stage (stage 0) to implementation, while staged implementation of NAPs (part 2) occurs in eight stages (1–8: organize, plan, package, finance, approve, disburse, deliver, learn). Both formulation and implementation are facilitated by 28 scoring and diagnostic measures for determining the status of detailed aspects of NAP implementation for a stated date, M1–M28 (with M1–M9 applicable to part 1 and M10–M28 applicable to part 2) at the country–fund interface. The measures are organized into five groups, each answering one guiding question to facilitate such determination (see table 1).

20. The report presents two readings of the measures that are never collapsed into one combined score: a formulation reading (for part 1) and an implementation reading (for parts 2–4 and 7). This approach has been taken because a country may have a completed NAP but no pipeline of projects underpinning its implementation, while conversely, a country may have a portfolio of projects for which funds have been disbursed but no completed NAP.

21. The measures are put into groups, or anchors, around a key question. There are five anchors: (4) the process milestone, (1) the costed NAP priority, (3) the approved project, (2) the currency at a named stage and (5) the output, asset or person reached. The anchors have often been treated as competing choices for a single headline metric when discussing progress on NAPs. When progress in the formulation and implementation of NAPs is discussed as it relates to each group, then it becomes more insightful.

22. A country can look at its position as it relates to the framework as a profile across all five anchors. A country's profile across all five groups defines 'depth' – how much progress

has been made in implementing its NAP. A comparison of the country between group 3 (access) and group 4 (delivery) defines 'flow' – whether approved finance is disbursed. A comparison of the country between group 2 (NAP quality) and group 3 (access) defines 'fit' – whether what is approved is what the NAP called for.

Table 1
Measures applied under the framework for evaluating progress in formulating and implementing national adaptation plans

Group of measures	*Name of group*	*Guiding question*	*Applicable stage(s) of NAP formulation/ implementation*	*Measure numbers*[a]	*Natural unit of account*	*Applicable dimensional or thematic target(s)*[b]
1	Readiness	Can the country transact?	0 (formulate) 1 (organize)	M1–M12 (five scoring measures, seven diagnostic)	Anchor 4: the process milestone	10(a) 10(b) (in part)
2	NAP quality	Is there a plan that can be financed?	2 (plan) 3 (package)	M13–M17 (five scoring measures)	Anchor 1: the costed NAP priority	10(b)
3	Access	Can the plan attract finance?	4 (finance) 5 (approve)	M18–M22 (five scoring measures)	Anchor 3: the approved project	None[c]
4	Delivery	Are approved funds disbursed and used?	6 (disburse) 7 (deliver)	M23–M25 (two scoring measures, one diagnostic)	Anchor 2: the currency at a named stage	10(c)
5	Learning and results	Does the system learn, and did anything change?	8 (learn)	M26–M28 (two scoring measures, one diagnostic)	Anchor 5: the output, asset or person reached	9(a–g) 10(d)

[a] A scoring measure feeds the stage score. A diagnostic measure tracks but does not count towards the stage score.
[b] Under the United Arab Emirates Framework for Global Climate Resilience; see decision 2/CMA.5, paras. 9–10. The targets relate to the paragraph numbers in that decision.
[c] While the dimensional targets do not include access to finance, the updated NAP technical guidelines include finance under the fifth module in the process to formulate and implement NAPs.

IV. Analytical framework part 1: formulation of national adaptation plans

23. Part 1 relates to the progress of developing countries in formulating NAPs and identifying how long NAP formulation takes. Part 1 continues the established statistical series on submitted NAPs. Formulation is considered stage 0 of the new analytical framework, meaning that a completed NAP is recorded as the start of the implementation pathway.

24. Nine measures for a stated date are used to track and assess elements of stage 0: these relate to the request for formulation support (M1), the readiness proposal (its preparation, approval and first disbursement of funds) (M2–M4), the intermediate products, the drafting of the NAP and national endorsement of the finalized NAP (M5–M8) and submission of the NAP and its posting on NAP Central (M9).

25. **Submissions.** As at 20 October 2026, 81 developing country Parties had submitted a NAP, of which 29 are LDCs, 17 are SIDS and 4 are both LDCs and SIDS (Haiti, Kiribati, Timor-Leste and Tuvalu). The submission rate for first NAPs, 14 NAPs in this reporting period, is the fastest recorded. Two countries, Brazil and Grenada, submitted updated NAPs in the reporting period.

26. **Readiness support.** As at 31 July 2026, 120 countries, including 37 LDCs, had had GCF readiness proposals approved for formulating NAPs and other adaptation planning purposes.[11] In total, USD 320.0 million had been approved and USD 192.4 million (60.1 per cent of funds approved) disbursed. The number of the LDCs that had never accessed GCF

[11] As at 31 July 2026, two GCF readiness projects for national adaptation planning were cancelled, for Dominica and Myanmar.

readiness support remained at six, the same number as in the previous reporting period (Afghanistan, Central African Republic, Kiribati, Solomon Islands, South Sudan and Timor-Leste).

27. **Public record.** Most of the work involved in formulating a NAP happens off the public record. Requesting a partner to deliver formulation support, preparing intermediate products, drafting the NAP and taking the NAP through the process of national endorsement – often the stage that takes the longest – seldom reach a public register. Furthermore, readiness approvals sometimes have no date, only a year.

Recommended next steps

28. The SBI could request the LEG to offer, in collaboration with the GCF and partner organizations, targeted support to the six LDCs that have never accessed GCF readiness support, so that by the end of the next reporting period, each LDC has accessed formulation support.

29. Countries could be invited by the SBI to include a record of the dates of NAP formulation milestones that no public register holds with their NAP submission or submit the details to the secretariat via the online survey mandated under the SBI.

V. Analytical framework part 2: staged implementation of national adaptation plans

30. Part 2 relates to the progress of developing countries in implementing NAPs and identifying where the pathway from formulated plan to implemented projects and observed results breaks down.

31. **Accredited entities.** As at 30 September 2026, 148 of the 154 Parties not included in Annex I to the Convention had a national designated authority. The constraint in stage 1 of implementation (organize) is access to an accredited entity able to process a proposal to submission: as at that date, only 15 of the 44 LDCs, 10 SIDS and 38 other developing countries had a national direct access entity accredited by the GCF or a national implementing entity accredited by the AF (see table II.1).

32. **Access to and delivery of finance.** When securing a delivery partner (M20) fails, there is typically no record of the activity, and the time from NAP submission to the first project approved is not yet routinely tracked for any country by the LEG or other relevant entities. For adaptation projects approved by the AF, the GCF and the GEF with funds accessed as at 30 August 2026, a fund project document citing the NAP follows in a median time of one year in the 60 of 79 countries where a project exists (see table II.6).

33. **Learning.** Group 5 comprises three document-related measures: a monitoring and evaluation framework in the NAP (M26), a published progress report (M27) and an updated NAP (M28). The two updated NAPs submitted during the reporting period are evidence of learning.

34. **Extending the analysis.** A country profile can be developed for all 79 countries with a NAP as at 10 August 2026, combining information on NAP Central, information on adaptation projects approved by the AF, the GCF and the GEF for which funds were accessed as at 10 August 2026 and the NAPX readings (see tables II.5–II.6). Seventy-nine countries have formulated their NAP and four have updated it. A total of 66 have a fund project document dated after the year of their NAP, and 60 have a fund project document that cites the NAP.

Recommended next steps

35. Countries could be invited by the SBI to cost adaptation priorities at the level of individual interventions, develop the priorities into project concept notes and an associated investment plan and report progress on NAP implementation in their biennial transparency

reports. The LEG will provide guidance and technical support on costing adaptation priorities and preparing project concept notes, following the updated NAP technical guidelines,[12] and readiness support providers could include assistance with intervention-level costing and project pipeline development in the scope of NAP-related support they provide.

VI. Analytical framework part 3: access to the Green Climate Fund

36. Part 3 relates to the funding of projects arising from adaptation priorities identified in NAPs through the GCF, the largest channel for supporting both the formulation and the implementation of NAPs. It considers which of the steps from approval to funding reaching activities on the ground are observable, as well as where that sequence of steps is efficient and where its bottlenecks lie. Given that the procedures of the GCF have changed considerably since it approved its first projects, the focus is on the current access guidelines.

37. The pathway to GCF access has 12 steps in four phases (see figures II.2–II.3). Where no data were found, the step is marked as not found in this analysis, which is not proof that none exist.

38. **Approval of NAP readiness support.** National designated authorities or focal points exist in 148 of the 154 developing country Parties. In the reporting period, NAP readiness support proposals took 211 days to be approved from date of submission, against an average of 245 days for 2015–2021, although approval of readiness support proposals as a whole took 171 days against 106 in the previous reporting period.

39. **Delivery partners.** As at 30 September 2026, direct access entities accounted for 106 of the 158 entities accredited by the GCF, and 42 of those direct access entities had had a funding proposal approved. Lack of national delivery partners constitutes a constraint for most LDCs, which, as a consequence, depend on international entities to take a priority adaptation action identified in the NAP through the project preparation and approval process (see table II.1).

40. **Project concept notes and proposals.** Project concept notes are voluntary to prepare for submission with a project proposal but mandatory to submit when requesting funding for preparing that proposal through the GCF Project Preparation Facility. No concept note register exists, and a conversion rate for a concept note to a proposal has not been published. The commitment of the GCF to review concept notes and funding proposals within nine months does not include the time taken by project partners to develop the full proposal documents. Securing a delivery partner is visible when it succeeds but leaves no record when it fails, so the steps at which a country is most likely to stall in accessing GCF funding, as well as the time taken for pre-submission steps, cannot yet be reported on.

41. **Preparation support.** The Project Preparation Facility of the GCF provides up to USD 1.5 million per proposal. Proposals supported by the Facility reached the GCF Board in 75 days on average, compared with 155 days for proposals not supported by the Facility, showing the effectiveness of preparation support.

42. **Funding approval.** Review by the independent Technical Advisory Panel of the GCF takes about five weeks of the approval cycle. Every proposal requires a decision of the Board, which meets three times a year.

43. **Delivery of funds.** After approval of funding, the funded activity agreement, disbursement and procurement follow the rules and procedures of the accredited entity (see figure II.3).

[12] 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.

Recommended next steps

44. The LEG could be invited by the SBI to support countries, in collaboration with the GCF and partner organizations, in matching projects derived from adaptation priorities identified in NAPs with accredited entities that are able to implement them, with matchmaking occurring at, for example, NAP Expos and country dialogues. Countries and delivery partners could be invited to keep a record of searches for delivery partners so that failed attempts to secure a delivery partner would have some record. Countries and accredited entities could be encouraged to use the Project Preparation Facility of the GCF and its readiness support modalities for developing project pipelines from adaptation priorities. The GCF could be invited by the SBI to publish summary statistics on all concept notes received, not only those that become funded projects, and to report the time taken from developing a concept note to submitting a final proposal against its review standard.

VII. Analytical framework part 4: integrated analysis of countries, delivery partners and climate funds

45. Part 4 relates to the interaction between countries, delivery partners and climate funds in the submission of a project proposal. It investigates which entity is responsible for which stage, including decision-making thereunder, and where the sequence of stages is ineffective or inefficient, including whether the associated constraints and challenges are visible. Part 4 also considers the consolidation of lessons learned and the closing of gaps in access to financial support.

46. Each element of the analysis in part 4 (country, delivery partner and climate fund) is classified as one of five types: a stage (a distinct phase of the process, such as preparation or appraisal); a gate (a checkpoint that must be passed before the process can move on); a soft gate (a checkpoint that flags or recommends but does not block progress, and can be overridden or deferred); friction (anything that slows or complicates progress, such as extra steps, waiting or additional effort); or a transition (the span of time between the end of one stage and the start of the next). Each published duration is then assigned to the element it measures, with that element's starting and end points marked.

47. **Time between stages of implementation.** While the duration of every stage may be documented, the time between stages is not. The transitions that matter the most – from NAP to a proposal package, from the proposal package to financing decision, and from financing decision to approval of funds – are unmeasured. The chain of events is timed where an institution is responsible for the stage and untimed when responsibility passes between countries, delivery partners and climate funds.

48. **Access stage.** Groups of measures 1, 2, 4 and 5 map to a dimensional target under the United Arab Emirates Framework for Global Climate Resilience, whereas group 3 does not (see table 1). An indicator for measuring progress in NAP implementation that does not take into account access steps will record failures without locating at which stage they occur.

49. **Lessons learned.** Ten candidate lessons are set out in table II.3, each with evidence, as well as user and observable result in terms of potential future application. Examples of the lessons are as follows: update of NAPs has begun to indicate the iterative nature of NAPs, and the availability of a delivery partner rather than the number of accredited entities limits the LDCs in processing their proposals further.

Recommended next steps

50. For each of the 11 gaps in table II.4 there is an indicator for measuring progress in addressing them. Consideration could be given to which constituted body or operating entity could be invited by the SBI to address the gaps, what action could be requested and how to capture change. The costing of adaptation options in NAPs needs strengthening, and the LEG and relevant entities could be requested by the SBI to provide additional technical support for that strengthening.

51. CMA 9, in deliberating on metadata for the Belém Adaptation Indicators, could consider, for target 10(c)[13] under the United Arab Emirates Framework for Global Climate Resilience, a voluntary indicator for measuring the number of projects arising from adaptation priorities identified in a country's NAP that enter a country's project pipeline.

VIII. Analytical framework part 5: analysis of the contents of national adaptation plans using NAPX

52. Part 5 interprets the contents of the NAPs to provide a structured account, comparable across countries, of what adaptation actions are prioritized in them, including which hazards countries plan for, through which risk pathways and under which components of the global goal on adaptation.

53. NAPX is an adaptation data model grounded in the framing, as set out in the contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change,[14] of risk as the interaction of climate hazards, exposure and vulnerability. NAPX is used to map the contents of a NAP as typed, evidence-linked entities, namely hazards, risk pathways, systems, adaptation functions, solutions and investment concepts. It is used in processing NAPs into structured data sheets and summaries.

54. For the analysis conducted for this report, the data sheets produced by NAPX (version 2.1) for the 41 NAPs submitted by the LDCs and SIDS as at 30 September 2026, which have publication years spanning 2013 to 2026 and which account for 51.9 per cent of the 79 NAPs published on NAP Central, were assessed (see table 2). In table 2, the figures refer to instances documented in the NAPs and not to an assessment of the information presented.

Table 2
NAPX analysis of the content of the national adaptation plans of the least developed countries and small island developing States submitted as at 30 September 2026

	Number of instances documented in NAPs		
NAPX evidence-linked entities	*LDCs*	*SIDS*	*Combined*[a]
Number of countries	28	17	41
Hazards	356	235	534
Risk pathways	866	474	1 226
Systems related to the targets under the global goal on adaptation	555	338	799
Adaptation functions	631	373	904
Adaptation solutions	4 235	1 950	5 700
Investment concepts	464	354	777

[a] Four Parties are both LDCs and SIDS; in this column, they are each counted only once.

A. Least developed countries and small island developing States

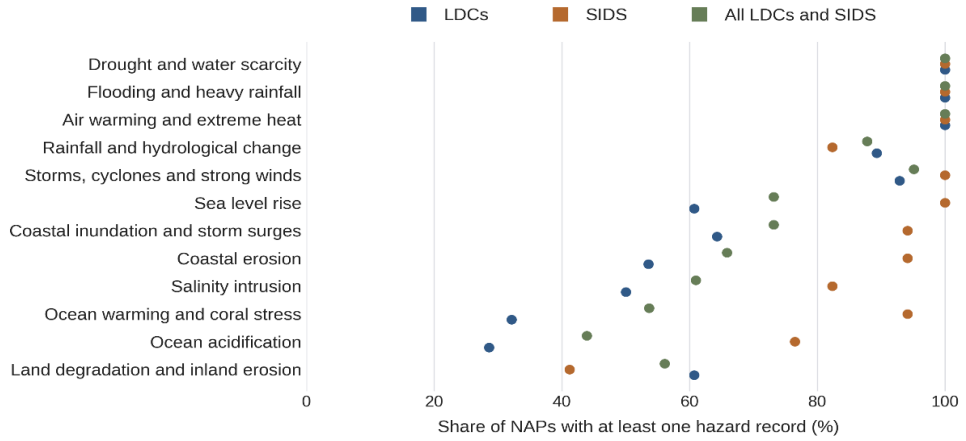
55. **Hazards.** Drought and water scarcity, flooding and heavy rainfall, and air warming and extreme heat were reported in all 41 NAPs (see figure 2). All 17 NAPs submitted by SIDS reported sea level rise, showing the distinct coastal profile of SIDS, whereas 17 of the 28 NAPs submitted by the LDCs did so. All 17 NAPs submitted by SIDS also reported storms, cyclones and strong winds. Regarding ocean warming and coral stress, 16 of the 17 NAPs submitted by SIDS and 9 of the 28 NAPs submitted by the LDCs reported this hazard.

[13] See decision 2/CMA.5, para. 10(c).

[14] Intergovernmental Panel on Climate Change. 2022. *Climate Change 2022: Impacts, Adaptation and Vulnerability. Contribution of Working Group II to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change*. H-O Pörtner, DC Roberts, M Tignor, et al. (eds). Cambridge and New York: Cambridge University Press. Available at https://www.ipcc.ch/report/ar6/wg2/.

Of the total 1,226 risk pathways reported, 498 are linked to flooding and heavy rainfall, 445 to drought and water scarcity and 170 to sea level rise.

Figure 2
Shares of national adaptation plans in which specific hazards are reported, by country grouping

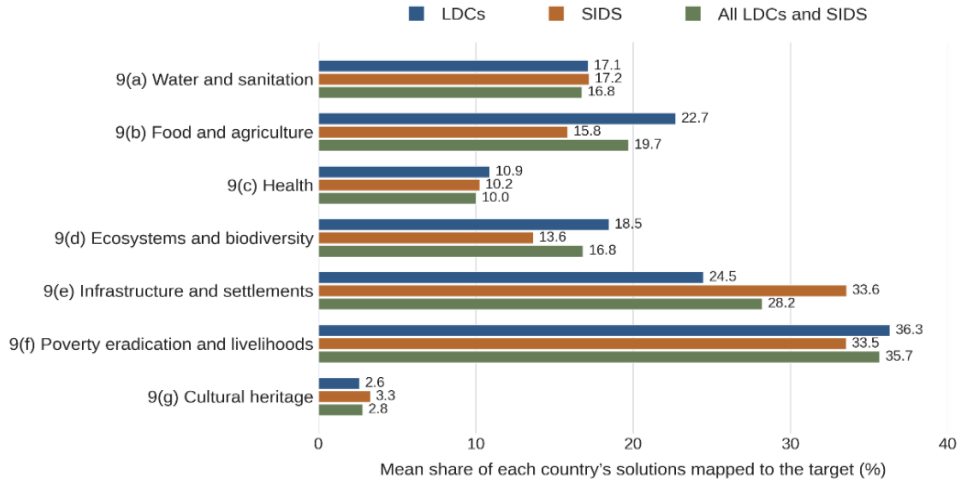


Note: "All LDCs and SIDS" accounts for the 41 countries once each; 4 are both LDCs and SIDS, so the groups of LDCs (28 countries) and SIDS (17 countries) overlap and are not summed.

56. **Risk pathways.** Risk pathways show how hazards become development risks. Risk pathways identified in the NAPX analysis include heat and drought reducing crop yields and rural incomes (Bangladesh) and inundation of burial grounds and communal places affecting identity and cohesion (Tuvalu). This approach of mapping risk pathways points to monitoring that pairs service-oriented actions and physical outcomes with health, livelihood and cultural outcomes. Only 29.7 per cent of risk pathways reported rest on a named individual or mixed climate scenario (39.2 per cent in the NAPs of SIDS, 24.9 per cent in the NAPs of the LDCs) – most describe the current climate.

57. **Thematic targets under the global goal on adaptation.** The NAPs as a whole have broad coverage of the global goal on adaptation thematic targets, with individual NAPs placing emphasis on different targets. On average, each NAP addresses 6.6 of the seven thematic targets. All NAPs address the targets relating to water and sanitation, food and agriculture, ecosystems and biodiversity, and infrastructure and settlements, while 40 also address the target relating to health and 25 also address the target relating to cultural heritage. Regarding solutions, those relating to poverty eradication and livelihoods (35.7 per cent of all NAPs) and infrastructure and settlements (28.2 per cent) account for the largest shares of solutions (see figure 3).

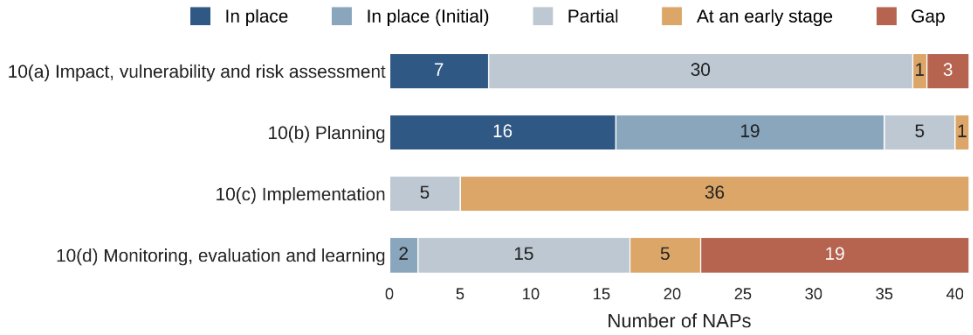
Figure 3
Shares of adaptation solutions at the level of the country groupings mapped to each thematic target under the global goal on adaptation



Notes: (1) "All LDCs and SIDS"; (2) a solution mapped to several targets counts in each; (3) the target numbers related to paragraph numbers of decision 2/CMA.5.

58. **Dimensional targets under the global goal on adaptation.** The NAPs analysed focus more on the planning target than on the implementation and the monitoring, evaluation and learning targets. Analysis of progress against the four dimensional targets finds planning in place or initially in place in 35 of 41 the LDCs and SIDS, implementation in the early stages in 36 countries and monitoring and learning a gap in 19 countries, which is similar to the findings under parts 1–4 (see figure 4). The 41 NAPs contain 777 investment concepts, which are not evidence of financed projects.

Figure 4
Status of progress towards the dimensional targets under the global goal on adaptation in the 41 national adaptation plans of the least developed countries and small island developing States



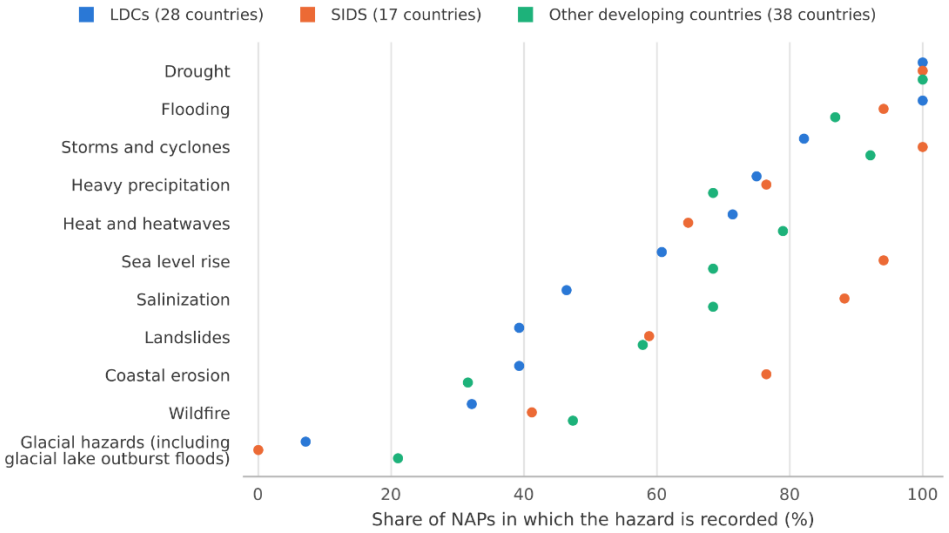
Note: Each NAP was classified against each dimensional target in para. 10 of decision 2/CMA.5, by the analysts, who extracted the NAP into the NAPX data sheets, using the terms in place, in place (initial), partial, early and gap; these are assessments of the content of the plan, not ratings of implementation or performance.

B. Developing countries

59. To extend the analysis beyond the LDCs and SIDS, the contents of all 79 NAPs of developing country Parties as at 30 September 2026 were coded using NAPX in a NAP attributes database, one record per NAP. Seventy-six records are automated keyword first-pass reads and three are evidence-based reads with page references; none has yet been reviewed or double-coded. Results are reported for hazards, where the first pass agrees with the NAPX read, but not for NAP quality attributes, where there is no such agreement.

60. **Hazards.** Drought was recorded in all 79 NAPs, flooding in 92.0 per cent and storms and cyclones in 90.0 per cent (see figure 5). Heat and heatwaves was recorded in 73.0 per cent of NAPs. Drought is a planning concern in every NAP, and the coastal aspects of adaptation stand out for the SIDS.

Figure 5
Recording of hazards in the 79 national adaptation plans of developing countries, by country grouping



61. **NAP contents.** The presence of a keyword shows that a topic was discussed, not that the NAP considered it fully. The NAPs were processed in two ways: a first-pass read looked for mentions of keywords, while another assessment looked at the quality of evidence presented. For the 41 NAPs of the LDCs and SIDS the first-pass and evidence-based reads can be compared. They agree on the common hazards – drought, flooding and sea level rise – but diverge on NAP content (see figure II.5). The first-pass read found a monitoring and evaluation framework reported in 33 NAPs, whereas the evidence-based read found monitoring and learning not to be a gap in 22 NAPs. The first-pass read rated 34 NAPs as implementation-ready, whereas the evidence-based read found implementation beyond an early stage in 5 NAPs. These differences point to the pitfall of using a keyword search in the NAP to demonstrate how an issue was addressed.

C. Recommended next steps

62. Countries could be invited by the SBI, through the LEG, to validate the NAPX data summary of their NAP and, in future NAPs, to number adaptation priorities, provide costing for each adaptation priority, report actions with owners and milestones, report finance accessed for each stage of NAP implementation and report indicators with baselines and targets.

IX. Analytical framework part 6: registry of adaptation priorities and pipeline catalogue

63. Part 6 relates to linking adaptation priorities identified in NAPs with the investment concepts or projects proposed to deliver them, including following those priorities throughout the process to prepare a project profile, a concept note and a funding proposal, and finally to securing funding approval for implementation. An adaptation priority registry with a linked project pipeline catalogue is under development by the LEG for this purpose.

64. The adaptation priority registry is being designed on the basis of the contents of submitted NAPs rather than drawn from an existing information system. Each priority receives a unique, country-assigned identifier in the format PR-[three-letter International

Organization for Standardization country code]-[adaptation priority number] (e.g. PR-MWI-00017 for the seventeenth priority identified in the NAP of Malawi). A project pipeline catalogue links to the registry and records for each priority the associated project profile, investment concept and concept note, the funding window targeted and dated status markers aligned with the relevant milestone measures under part 2 of the analytical framework.

65. **Priority identification.** No register of national adaptation priorities exists. An adaptation priority documented in a NAP is currently a line of text in a table in a portable document format file: it has no name that survives the NAP, no number that carries over to an update of the NAP and no identifier that a funding proposal, a record of funding approval or a progress report could cite.

66. **Adaptation priority registry.** In the adaptation priority registry being developed by the LEG, each priority in a submitted NAP will be assigned a unique identifier, and would be recorded together with its source reference in the NAP, relevant details and costing, as well as the hazards and systems it addresses, so that project concept notes and proposals, documents such as no-objection letters, and national reports submitted to the UNFCCC under the ETF can cite it. Under the ETF, information is already requested from Parties as to whether an activity is anchored in a national strategy (table III.6 of the common tabular formats adopted in decision 5/CMA.3).

67. **Project pipeline catalogue.** A catalogue of project profiles, concept notes and investment concepts linked to the adaptation priority registry would record for each entry the priorities it serves, the funding window it targets and dated status markers – profile prepared (M16), concept note prepared (M17), delivery partner secured (M20), proposal submitted (M21) and proposal approved (M22).

Recommended next steps

68. Countries could be invited by the SBI to number the adaptation priorities identified in their NAPs or adopt adaptation priority registry identifiers, and to cite them in project profiles, concept notes and proposals.

69. The boards of the climate funds could be invited by the SBI, the COP or the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement to add a NAP reference field for the priority identifier to proposal templates and approval records.

X. Analytical framework part 7: alignment of adaptation priorities between national adaptation plans and climate fund project documents

70. Part 7 relates to the implementation of NAPs as described in the documents of projects approved for funding, and explores whether those project documents refer to the corresponding NAP in general or to a specific priority within it. The analysis under this part of the framework draws on the proposed adaptation priority registry (under part 6 of the analytical framework), on project documents of the GCF (under part 3) and on project documents of the AF and the GEF (including the LDCF and the SCCF).

71. The project documents of the AF, the GCF and the GEF were collated into an adaptation projects collection. As at 30 September 2026, the collection comprised 2,877 documents for 2,263 projects: 183 AF proposals; 339 GCF funding and simplified approval proposals; and 2,355 GEF project identification forms and chief executive officer endorsement documents, including for projects to be funded by the LDCF and the SCCF.

72. Every statement in a document asserting alignment with a national or a subnational plan, policy or strategy was extracted verbatim, with its page number. Statements referring to the NAP (excluding those in the national adaptation programme of action, in fund template text or in reference to NAP formulation support) were graded as ‘strong’ or ‘moderate’ and analysed by an automated tool for citation of a specific adaptation priority identified in the NAP. The 78 projects that the tool flagged as citing a priority (see table II.7) were reviewed

manually. The statements are automated extractions and were verified against the source document before quotation.

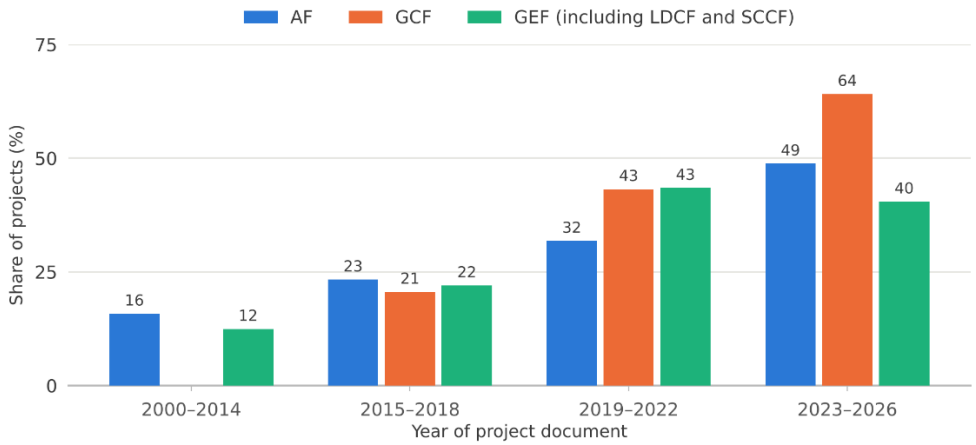
73. **Alignment statements.** The project documents analysed contain 19,171 statements of alignment with a NAP, and 1,912 of the 2,263 projects (84.0 per cent) have at least one such statement.

74. **References to NAPs.** Evidence of alignment of projects under the AF, the GCF and the GEF with a country's NAP was found for 577 projects: 25.0 per cent of all projects and 43.0 per cent of adaptation-relevant projects (see table 3). References are becoming more frequent: the share rises from 13.0 per cent of adaptation-relevant project documents dated between 2000 and 2014 to 42.0 per cent dated between 2019 and 2022 and 47.0 per cent dated between 2023 and 2026, and reaches 64.0 per cent when only GCF project documents dated between 2023 and 2026 are considered (see figure 6).

Table 3
Alignment of funded projects with adaptation priorities identified in national adaptation plans, as evidenced in fund project documents, by fund

	Number of projects (share of projects (%))			
Filters applied successively	*AF*	*GCF*	*GEF*	***Total***
Number of projects	183	339	1 741	**2 263**
Document with at least one alignment statement (any national instrument)	164 (90)	333 (98)	1 415 (81)	**1 912 (84)**
Document with any NAP-specific evidence (strong or moderate)	57 (31)	153 (45)	367 (21)	**577 (25)**
Document with strong NAP evidence	47 (26)	138 (41)	303 (17)	**488 (22)**
Document with strong NAP evidence and a specific priority cited (automated review)	6 (3)	21 (6)	46 (3)	**73 (3)**
Document with a specific NAP priority cited (manual review of 78 flagged projects)	0 (0)	7 (2)	12 (1)	**19 (1)**

Figure 6
Share of project documents with NAP-specific alignment evidence, by year of project document and fund



75. *Note*: Since the GCF approved its first projects in 2015, there are no data for before 2015.**GCF project portfolio.** Adaptation projects account for half of approved GCF funding in nominal terms (USD 10.3 billion) and 60 per cent in grant-equivalent terms, with about 29 per cent of this amount approved for the LDCs and 12 per cent for SIDS (see table II.5).

76. **Specific adaptation priorities.** Links between projects and specific priorities identified in NAPs are emerging. The automated tool flagged 78 projects as citing a specific

priority. On manual review, 19 of those were found to mention a priority sector, programme or action in the corresponding NAP, which is less than 1 per cent of all projects and 3 per cent of projects with a NAP alignment statement (see table II.7). All 19 projects that mention a priority date from 2021 or later, and 16 date between 2024 and 2026. Citation at the level of priority is feasible and has begun without any requirement to do so (see the box below); the adaptation priority registry proposed under part 7 of the analytical framework would make doing so systematic and countable.

Examples of text in documents for adaptation projects under the Green Climate Fund that refer to an adaptation priority identified in a national adaptation plan

Timor-Leste (GCF FP171, 2021): "the Project is identified as a priority adaptation project in Timor-Leste's National Adaptation Plan (NAP)" (section D.5, p.82).

Benin (GCF SAP055, 2025): "The project closely aligns with the NAP's health adaptation priorities established option 4 titled 'improving health infrastructure, equipment, health products, and other services adapted to climate change'" (section D.5, p.50).

Senegal (GCF FP262, 2025): "The Programme is directly aligned with Senegal's NDCs [nationally determined contributions], NAPAs [national adaptation programmes of action], and National Adaptation Plans (NAPs), ensuring coherence with national priorities and commitments under the Paris Agreement" (para. 121, p.49).

XI. Analytical framework part 8: finance flows for formulating and implementing national adaptation plans

77. The principal finding of the overview of climate finance flows and financial support provided by developed country Parties to developing country Parties for formulating and implementing NAPs (see para. 9 above) is that finance flows for NAP formulation are easy to identify from current reports of the funds, whereas those for NAP implementation are not. The solution would only require that a NAP reference field be added to fund project document templates, a NAP marker be added to the Creditor Reporting System of the Development Assistance Committee of the Organisation for Economic Co-operation and Development, and finance flows for NAPs be included in the eighth Biennial Assessment and Overview of Climate Finance Flows to be prepared by the Standing Committee on Finance.

XII. Closing remarks

78. More NAPs have been formulated and submitted for this reporting period than ever before. The NAPs of the LDCs and SIDS show that those countries have a shared understanding of the core climate risks. The NAPs have broad coverage of the global goal on adaptation. The climate funds are responding: the share of project documents showing evidence of linkage between the project and the relevant NAP has risen, and many countries have a project with a document citing their NAP.

79. The bottleneck lies on the pathway from completed NAP to fundable project proposal for an adaptation priority identified therein: priorities that are not yet costed by measure, the LDCs without a national delivery partner, complexity in the preparation of full proposals and a lack of measurement data for these steps. Those are the areas in which countries, as well as the LEG and its partners, can have the most influence in addressing.

80. Each action has a baseline that should be improved on in the next reporting period, for example the percentage of NAPs with individually costed measures based on adaptation priorities identified in the NAPs, the number of the LDCs with a national or matched delivery partner, the number of the LDCs outside the readiness system, the number of NAPs submitted

by the LDCs for which priorities carry adaptation priority registry identifiers and the percentage of project documents citing a specific NAP priority.

81. The analytical framework presented in this report has been designed to produce reports on progress in the NAP process that are comparable from year to year: every measure has a source and can be attributed to a stage of the process and specific date.

Annex I

Developing country Parties with a national adaptation plan submitted as at 20 October 2026*

Developing country Party	*LDC/SIDS*	*Date of submission*	*Document title*[a]
Albania		27 October 2021	National Adaptation Planning (NAP) to Climate Change in Albania: Framework for the Country Process
Angola	LDC	5 October 2026	National Adaptation Plan 2026-2035
Antigua and Barbuda	SIDS	24 June 2025	National Adaptation Plan
Argentina		23 November 2023	National Adaptation Plan
Armenia		24 September 2021	National Adaptation Plan
Azerbaijan		12 November 2024	Initial National Adaptation Plan
Bahrain		30 November 2025	The Kingdom of Bahrain's National Adaptation Investment Plan (NAIP)
Bangladesh	LDC	23 March 2023	National Adaptation Plan of Bangladesh (2023–2050)
Benin	LDC	8 July 2022	Plan National d'Adaptation aux Changements Climatiques du Bénin
Bhutan		22 September 2023	National Adaptation Plan (NAP) of the Kingdom of Bhutan
Bosnia and Herzegovina		21 December 2022	Bosnia and Herzegovina National Adaptation Plan – NAP
Brazil		12 May 2016	National Adaptation Plan to Climate Change
		20 February 2026	Climate Adaptation Plan National Adaptation Strategy
Brunei Darussalam		24 December 2025	Brunei Darussalam National Adaptation Plan
Burkina Faso	LDC	15 October 2015	Burkina Faso National Climate Change Adaptation Plan (NAP)

* Not formally edited or formatted.

Developing country Party	*LDC/SIDS*	*Date of submission*	*Document title*[a]
		24 March 2025	Plan National d'Adaptation Aux Changements Climatiques (PNA) du Burkina Faso (2024 – 2028)
Burundi	LDC	4 December 2023	Plan National d'Adaptation Initial
Cabo Verde	SIDS	23 October 2022	National Adaptation Plan of Cabo Verde
Cambodia	LDC	7 July 2021	Cambodia Climate Change Strategic Plan 2014–2023
Cameroon		26 October 2015	Plan National d'Adaptation aux Changements Climatiques du Cameroun
Central African Republic	LDC	16 February 2022	Plan National Initial d'Adaptation aux Changements Climatiques de la République Centrafricaine
Chad	LDC	15 February 2022	First National Climate Change Adaptation Plan of Chad
Chile		7 September 2017	Plan Nacional de Adaptación al Cambio Climático
Colombia		27 February 2018	Plan Nacional de Adaptación al Cambio Climático: Adaptación bases conceptuales
Costa Rica		5 May 2022	Plan Nacional de Adaptación al Cambio Climático 2022–2026
Democratic Republic of the Congo	LDC	6 July 2022	National Adaptation Plan to Climate Change (2022–2026)
Ecuador		21 March 2023	Plan Nacional de Adaptación al Cambio Climático del Ecuador (2023–2027)
Ethiopia	LDC	1 March 2019	Ethiopia's Climate Resilient Green Economy National Adaptation Plan
Fiji	SIDS	12 December 2018	Republic of Fiji National Adaptation Plan
Ghana		10 April 2026	Ghana National Adaptation Plan 2025
Grenada	SIDS	6 November 2019	National Climate Change Adaptation Plan (NAP) for Grenada, Carriacou and Petite Martinique
		10 November 2025	

Developing country Party	*LDC/SIDS*	*Date of submission*	*Document title*[a]
			2025 – 2030 National Climate Change Adaptation Plan (NAP) for Grenada, Carriacou and Petite Martinique
Guatemala		2 August 2019	Plan de Acción Nacional de Cambio Climático – PANCC – segunda edición
Guinea	LDC	5 August 2026	Plan National d'Adaptation (PNA) au Changement Climatique
Haiti	LDC, SIDS	5 January 2023	Plan National d'Adaptation au Changement Climatique (PNA)
Indonesia		13 November 2025	National Adaptation Plan (NAP) Republic of Indonesia 2026 – 2030 on The Pathway Toward 2035
Israel		23 March 2025	Israel's National Adaptation Plan for Climate Change
Jordan		10 March 2025	The National Climate Change Adaptation Plan of Jordan – 2022
Kenya		28 February 2017	Kenya National Adaptation Plan 2015–2030
Kiribati	LDC, SIDS	21 January 2020	Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management (KJIP) 2019–2028
Kuwait		11 February 2021	Kuwait National Adaptation Plan 2019–2030: Enhanced Climate Resilience to Improve Community Livelihood and Achieve Sustainability
Lao People's Democratic Republic	LDC	16 October 2025	National Adaptation Plan
Lebanon		30 December 2025	Lebanon's National Adaptation Plan Strategy & Roadmap
Lesotho	LDC	18 November 2025	National Adaptation Plan (NAP) Building Climate Resilience for Sustainable Development 2025
Liberia	LDC	16 December 2021	Liberia National Adaptation Plan (2020–2030)
Madagascar	LDC	29 May 2022	Plan National d'Adaptation au Changement Climatique (PNA) Madagascar

Developing country Party	*LDC/SIDS*	*Date of submission*	*Document title*[a]
Marshall Islands	SIDS	9 December 2023	The National Adaptation Plan of the Republic of the Marshall Islands
Mongolia		8 April 2025	National Adaptation Plan to Climate Change Mongolia 2024–2030
Montenegro		8 September 2025	Climate Change Adaptation Plan 2025–2035 with the Action Plan 2025–2027
Morocco		5 January 2024	Plan National Stratégique d'Adaptation (PNSA-2030)
Mozambique	LDC	7 July 2023	Mozambique's National Adaptation Plan
Nepal	LDC	30 October 2021	National Adaptation Plan 2021–2050
Niger	LDC	14 November 2022	Plan National d'Adaptation aux Changements Climatiques
Nigeria		29 September 2026	Nigeria's National Adaptation Plan
Pakistan		15 August 2023	National Adaptation Plan Pakistan 2023
Papua New Guinea	SIDS	11 April 2023	Papua New Guinea National Adaptation Plan
Paraguay		3 May 2020 Updated 14 July 2022	Plan Nacional de Adaptación al Cambio Climático
Peru		22 July 2021	Plan Nacional de Adaptación al Cambio Climático del Perú: un insumo para la actualización de la Estrategia Nacional ante el Cambio Climático
Philippines		30 May 2024	National Adaptation Plan of the Philippines 2023–2050
Republic of Moldova		26 June 2024	The National Climate Change Adaptation Programme until 2030
Republic of Nauero	SIDS	16 June 2026	Republic of Nauru Framework for Climate Change Adaptation and Disaster Risk Reduction II [RONAdapt II] 2025
Saint Lucia	SIDS	21 September 2018	Saint Lucia's National Adaptation Plan 2018–2028
Saint Vincent and the Grenadines	SIDS	14 November 2019	National Adaptation Plan for Saint Vincent and the Grenadines

Developing country Party	*LDC/SIDS*	*Date of submission*	*Document title*[a]
Samoa	SIDS	24 July 2026	Samoa National Adaptation Plan
Serbia		12 July 2024	Climate Change Adaptation Programme for the period 2023–2030
Sierra Leone	LDC	8 February 2022	Government of Sierra Leone National Adaptation Plan
Somalia	LDC	25 September 2025	National Adaptation Plan of Somalia 2026–2030
South Africa		29 September 2021	National Climate Change Adaptation Strategy
South Sudan	LDC	1 November 2021	First National Adaptation Plan for Climate Change
Sri Lanka		1 November 2016	National Adaptation Plan for Climate Change Impacts in Sri Lanka
State of Palestine		11 November 2016	National Adaptation Plan to Climate Change
Sudan	LDC	26 September 2016	National Adaptation Plan
Suriname	SIDS	2 June 2020	Suriname National Adaptation Plan
Thailand		18 April 2024	Thailand’s National Adaptation Plan
Timor-Leste	LDC, SIDS	31 March 2021	Timor-Leste’s National Adaptation Plan: Addressing climate risks and building climate resilience
Togo	LDC	17 January 2018	Plan National d’Adaptation aux Changements Climatiques du Togo
Tonga	SIDS	27 October 2021	Joint National Action Plan 2 on Climate Change and Disaster Risk Reduction 2018–2028
Trinidad and Tobago	SIDS	15 May 2024	National Adaptation Plan for the Republic of Trinidad and Tobago
Tuvalu	LDC, SIDS	15 November 2025	Tuvalu National Adaptation Plan
United Republic of Tanzania	LDC	14 January 2026	National Adaptation Plan 2025 – 2035
Uruguay		3 December 2021	Plan Nacional de Adaptación a la Variabilidad y el Cambio Climático para el Sector Agropecuario de Uruguay

Developing country Party	*LDC/SIDS*	*Date of submission*	*Document title*[a]
			Plan Nacional de Adaptación a la Variabilidad y el Cambio Climático en Cuidades e Infraestructuras
			National Adaptation Plan to Climate Change and Variability for Coastal Zone in Uruguay (Coastal-NAP)
			Plan Nacional de Adaptación a la Variabilidad y el Cambio Climático Sector Energía
		2 August 2024	
			Plan Nacional de Adaptación a la Variabilidad y al Cambio Climático Sector Energía
Viet Nam		4 September 2025	Report on the National Adaptation Plan for the Period 2021 - 2030, with a vision to 2050 (Updated)
Zambia	LDC	11 November 2023	National Adaptation Plan for Zambia
Zimbabwe		25 October 2024	Zimbabwe's National Climate Change Adaptation Plan

[a] Titles are reproduced as received, and the documents are available at https://napcentral.org/submitted-NAPs.

Annex II

Supporting tables and figures for the evaluation of progress in formulating and implementing national adaptation plans under the analytical framework presented in this report*

Table II.1
The delivery-partner constraint (structural indicators)

Indicator	*Value*	*As-at*
GCF accredited entities	158 (106 direct access: 88 national + 18 regional; 52 international); 168 per March 2026 reporting	31 Oct 2025 / 28 Mar 2026
Entities approved for accreditation vs able to transact	177 approved · 138 with signed legal arrangements	14 Sep 2026
Direct-access entities with an approved funding proposal	42 of 106	Mar 2026
Median accreditation time to Board approval	688 days (national, LDC) · 317 days (regional) · 490 days (international)	2022 evaluation
AF implementing entities	62 (39 national; 9 regional; 14 multilateral)	15 Apr 2026
LDCs with a national direct-access entity accredited at the GCF or the AF	approximately 15 of 44 (best-effort cross-walk of entity directories)	30 Sep 2026
SIDS with a national direct-access entity accredited at the GCF or the AF	approximately 10 of 39 (best-effort cross-walk of entity directories)	30 Sep 2026
NDA / focal point designations	148 of 154 non-Annex I countries	2025 country-ownership evaluation

Source: GCF report to COP (cp2025/07a01a, 31 Oct 2025); GCF news (28 Mar 2026); GCF Accredited Entities tracker (14 Sep 2026); GCF/B.44/Inf.08 (Mar 2026); IEU, Independent evaluation of GCF investments in the LDCs, Vol. I (2022), p.xviii; IEU, GCF/B.43/04 (2025), para 24; adaptation-fund.org implementing entities (15 Apr 2026); FRLD/B.9/14 cross-fund entity list (24 Jun 2026); UN OHRLLS lists.

Table II.2
GCF implementation portfolio (approved and disbursed always paired)

Indicator	*Value*	*As-at / stage*
Projects approved / GCF funding	360 projects / USD 20.5 billion	7 Jul 2026 · approved
Cumulative disbursements	USD 6.6 billion against USD 20.2 billion committed to 352 projects since 2015 = 32.7%	30 Apr 2026 · disbursed

* Not formally edited or formatted.

Indicator	*Value*	*As-at / stage*
Adaptation share of approved funding	50% nominal (USD 10.3bn); 60% grant-equivalent (USD 8.0bn) – bases never mixed	7 Jul 2026 · approved
LDC / SIDS shares	USD 5.9 billion (~29%) / USD 2.4 billion (~12%)	7 Jul 2026 · approved
Portfolio status composition	362 approved funding proposals: 8 lapsed, 3 discontinued; alongside 22 cancelled readiness grants and 4 cancelled preparation grants	30 Apr 2026
Approval to first disbursement, median months by approval year	15 (2019), 14 (2020), 16 (2021), 17 (2022), 9 (2023) – the series stops at 2023	2023 cohort · published series
Approval to first disbursement, current	Not published. The 2024 portfolio performance report states only that the average "still exceeds targets", and gives no number	2024 report · confirmed absent
Funding proposal submission to Board approval	Median 311 days, against 192 days for simplified-approval proposals	1 Aug 2024 – 31 Jul 2025

Source: GCF portfolio dashboard (7 Jul 2026); GCF/B.45/Inf.11 (30 Apr 2026), paras 7, 9 and 49; GCF at a glance: performance metrics, operational time chart; GCF/B.43/Inf.10/Add.01, Annual portfolio performance report (2024), p.32; Fourteenth Report of the GCF to the COP, p.9.

Table II.3
Candidate lessons, with evidence and next-cycle observables

Candidate lesson	*Evidence (this report)*	*User · next-cycle observable*
1. Formulation windows outperform project cycles at moving money	Disbursement ratios: GCF NAP readiness 60.1%; AF 67.0%; LDCF 60.1%; GCF implementation portfolio 32.7%	COP, funds · the four ratios recomputed
2. Raising country caps shifted the constraint to liquidity and entry †	Caps doubled (AF 40m; LDCF 20m) yet LDCF balance 83.35m; AF 2025 raise 45% of target; 11 LDCs zero GEF-8 access	COP guidance · LDCF balance; AF target; zero-access count
3. Light templates unlock country demand fast †	FRLD first call: 176 compliant requests, 119 countries, ~USD 2.8bn in six months	Fund boards · FRLD B.10 approvals and conversion
4. The accreditation floor, not the entity count, is the delivery-partner constraint †	106 of 158 entities are direct access but only 42 have ever had a proposal approved; 177 approved for accreditation, 138 able to transact; median 688 days to Board for a national LDC entity against 317 regional; ~13/44 LDCs with a national	GCF Board, LEG · the 42/106 ratio, the 138/177 ratio, and both LDC counts

Candidate lesson	*Evidence (this report)*	*User · next-cycle observable*
	DAE; the same six LDCs outside readiness as 2025	
5. NAP readiness processing has slowed	171 days average against 106 in the prior period; NAP proposals 211 days against a 245-day 2015–2021 baseline; cohort definitions inconsistent across GCF reports	GCF secretariat · one consistently defined cohort series
6. Iteration is beginning	Two updated NAPs in one period (Grenada, Brazil); revision dates now visible on NAP Central	Countries, LEG · count of updated NAPs
7. Simplification reforms have not produced the speed they were designed for †	The GCF simplified approval process is no faster than the standard one and its evaluator recommends discontinuing it, with preparation costs up to USD 750,000, "3 to 10" times comparable funds; the Adaptation Fund's streamlined accreditation left timeframes unchanged, with accreditation still taking two to three years. Two reforms, two funds, two independent evaluations, the same result	Fund boards · median SAP approval time; AF accreditation duration. The pattern suggests the constraint is not template length
8. Self-report and assessment diverge where both are published †	In 2021 accredited entities self-reported 56% of projects progressing as planned against the secretariat's 31% on schedule; the 2024 report gives a secretariat figure only (60% on track), so the divergence can no longer be observed	Fund boards, CMA · restore the dual metric. Directly relevant to a voluntary, self-reported indicator architecture (Part 4)
9. Numbered priority citation already happens without being required †	An Adaptation Fund concept note from Uruguay cites NAP measures by code (M12, M14, M16, M27, M28) with no registry, no requirement and no decision behind it; the common tabular formats adopted in decision 5/CMA.3 (their table III.6) already carry the anchoring field	Fund boards, SBI · count of proposals citing a priority by code

Table II.4
The gaps ledger

Gap	*Indicator, current value (15 Sep 2026)*	*Invited addressee · action*	*Change counter*
G1. No financing modality takes the NAP as its unit of account	None at GCF/AF/GEF; every project re-enters a full project cycle; the FRLD's country-envelope start-up shows an alternative design exists	COP · guidance to the operating entities on programmatic, NAP-based modalities	Reported since at least 2021 · unchanged
G2. LDCs outside the readiness system	Six LDCs have never accessed GCF readiness – the same six as 2025	GCF secretariat, LEG · targeted outreach and partner matching	Unchanged since 2025

Gap	*Indicator, current value (15 Sep 2026)*	*Invited addressee · action*	*Change counter*
G3. The disbursement-timing series has gone stale	Median months from approval to first disbursement published by approval year to 2023 (15, 14, 16, 17, 9) and not since; the 2024 performance report states the average "still exceeds targets" without the figure	GCF Board · invited to resume the series it already publishes	Series exists but stops at 2023
G4. No NAP tagging in fund or CRS reporting	GCF/GEF: none. AF: COP 30 requested NAP-contribution reporting in the 2026 AF annual report	Fund boards; SCF (BA8); OECD DAC · NAP-reference field and marker	MOVEMENT: first uptake at the AF
G5. GCF concept-note register and conversion rate unpublished	The chain's most consequential filter is unmeasurable; the formulation-to-implementation valley cannot be computed for the GCF	GCF Board · invited to publish the register and conversion series	Unchanged
G6. Aggregate reporting cannot be disaggregated to NAPs	BA6 and OECD CRS carry no NAP marker; BA7 lands after this report's drafting	SCF; OECD DAC · marker in BA8 / CRS	Unchanged · remedy in Part 8
G7. No measurement architecture covers the access stage	Group 3 maps to no Belém dimensional target –, and the LEG census reaches only its first step; both instruments are blind to packaging a priority and to securing a partner to carry it to approval – a gap inherited from the assess–plan–implement–monitor cycle both follow	CMA metadata work to CMA 9; LEG · at least one indicator under 10(c) that locates a failure to implement rather than only recording it	NEW – first reported 2026
G8. The partner search leaves no record when it fails	M20 is observable on success and invisible on failure; it is the only hard stop in the chain. No record exists in either reference country, or in any fund register, of a search that did not find a partner	Countries, LEG, fund boards · publish a partner-search record. This requires no new instrument and no decision anywhere – a country can keep the record itself	NEW – first reported 2026
G9. The drafting stage is excluded from the only end-to-end target that exists	The GCF's nine-month service standard "does not include the time taken by project partners to develop the full proposal between those two stages" – the longest stage of the chain	GCF Board · remove the exclusion, or publish the total alongside it with the exclusion stated	NEW – first reported 2026

Gap	*Indicator, current value (15 Sep 2026)*	*Invited addressee · action*	*Change counter*
G10. No priority identifier travels through the approval record	0.18% of 1,626 alignment statements identify which priority; 73.6% of proposals name a NAP at document level. The common tabular formats adopted in decision 5/CMA.3 (their table III.6) already carry the anchoring field, and an AF concept note from Uruguay already cites NAP measures by code	SBI, fund boards, OECD DAC · carry a priority identifier through the approval record; specify the registry that would populate it	NEW – with movement already visible in practice
G11. Adaptation options in NAPs are largely uncosted	Only 26 of 59 NAPs reviewed to 28 Feb 2025 contain cost estimation for individual adaptation options; LDC costing is typically one national lump sum; 8 of 23 LDC plans record no estimate	Countries, LEG, readiness providers · strengthen costing of adaptation options, which the sector already recommends on its own account	NEW – the binding constraint on every ratio in this report

Measurement status describes the public record, not any country. A gap marked unmeasured is one where no published source supports a cross-country reading. That is a statement about the architecture; it is never a finding about a government.

Table II.5
Stage evidence for the 79 developing countries with a NAP, by group (number of countries)

Stage	*Measure or proxy*	*LDCs (28)*	*SIDS (17)*	*Other developing (38)*	*All (79)*
0	NAP on NAP Central (M9)	28	17	38	79
0 / 8	Updated NAP on NAP Central (M28)	1	1	2	4
2	Planning in place or initially in place (NAPX, 10(b))	22	16	not yet read	35
4–5	Fund project document dated after the NAP year (proxy for M21)	24	15	31	66
4–5	…of which refers to the NAP (strong or moderate)	22	15	27	60
3–5	Project document names a specific NAP priority (reviewed; proxy for M17)	11	6	2	17
7	Implementation beyond an early stage (NAPX, 10(c))	2	4	not yet read	5
8	Monitoring and learning not assessed as a gap (NAPX, 10(d))	15	8	not yet read	22

Source: NAP Central register (10 August 2026); Adaptation Projects Collection (20 September 2026); NAPX v2.1 (23 September 2026); Country_panel_79_NAPs.xlsx. LDC and SIDS columns overlap by four countries. A document in a fund archive shows that a proposal reached the fund, not that it was approved. Stages 1 and 6 require the fund registers and entity directories.

Table II.6
Years from NAP submission to the first fund project document citing the NAP, with censoring

Group	*Countries*	*Completed*	*Median years*	*Distribution (years: countries)*	*Still waiting*	*Open waits, NAPs to 2024*
LDCs	28	22	1	1: 12, 2: 9, 3: 1	6 (5 since 2025)	Burundi (2023)
SIDS	17	15	1	1: 8, 2: 3, 3: 2, 4: 2	2 (2 since 2025)	–
Other developing	38	27	1	1: 19, 2: 3, 3: 2, 4: 1, 5: 1, 7: 1	11 (7 since 2025)	Paraguay (2020); Kuwait (2021); Republic of Moldova (2024); Serbia (2024)
All	79	60	1	1: 37, 2: 14, 3: 4, 4: 3, 5: 1, 7: 1	19 (14 since 2025)	Paraguay (2020); Kuwait (2021); Burundi (2023); Republic of Moldova (2024); Serbia (2024)

Source: Country panel. Earliest dated document of each project; only documents dated in a year strictly after the NAP year count, so gaps are whole years of at least one. Multi-country projects count for each beneficiary country; 723 undated projects are excluded.

Table II.7
Review of the 78 projects flagged by the automated rule as citing a specific NAP priority

Result of review	*AF*	*GCF*	*GEF*	*All funds*
Specific NAP priority named	0	7	12	19
General reference to NAP priorities	4	12	18	34
NAP process or plan not yet adopted	2	3	8	13
Not the NAP (other instrument or acronym)	1	3	8	12
Total flagged by the automated rule	7	25	46	78

Source: Review of the extracted statements, 24 September 2026 (Specific_priority_review_78.xlsx). "Specific" requires that a priority sector, programme, action or area of an adopted NAP is named and linked to the project.

Figure II.1
The NAP implementation path

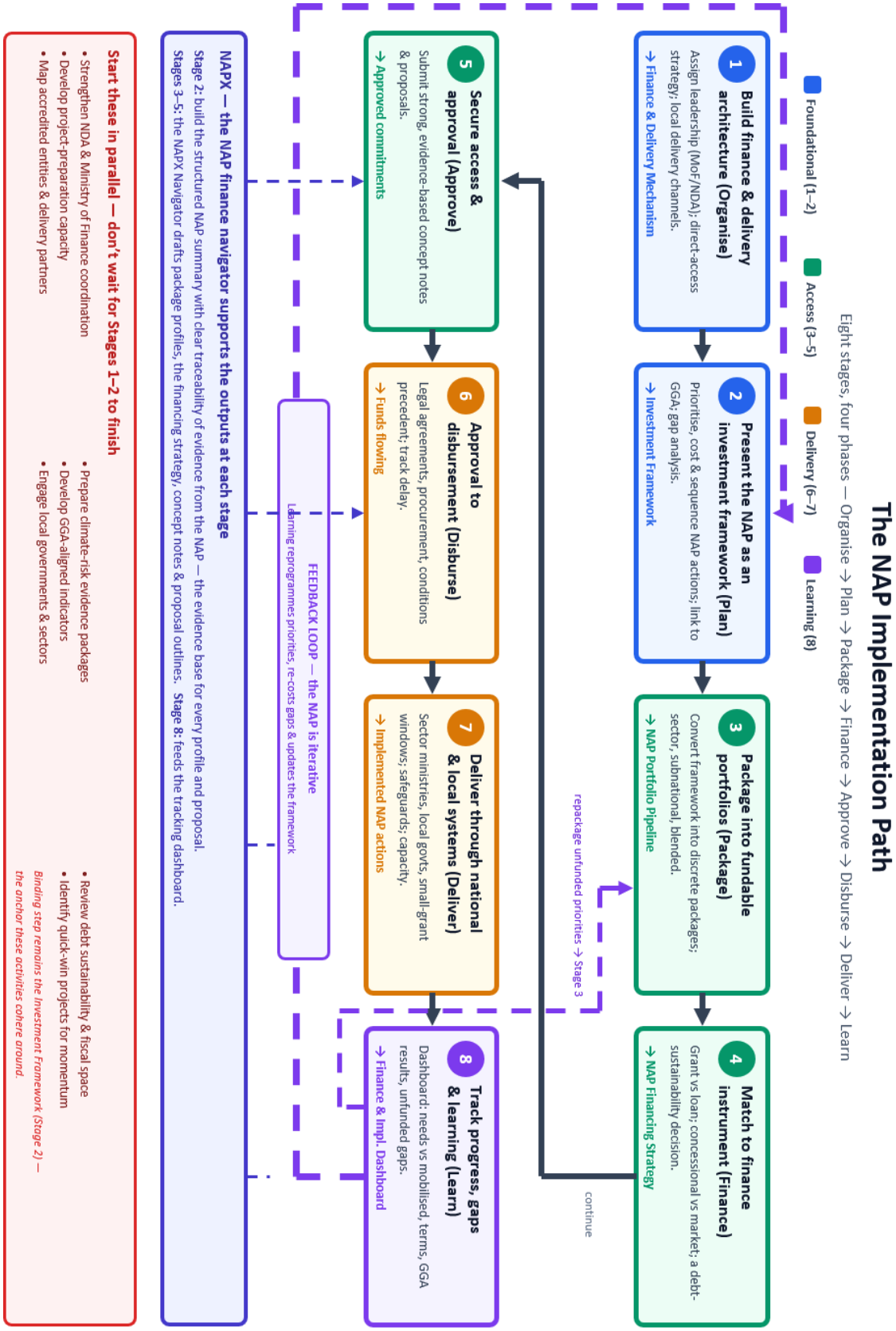
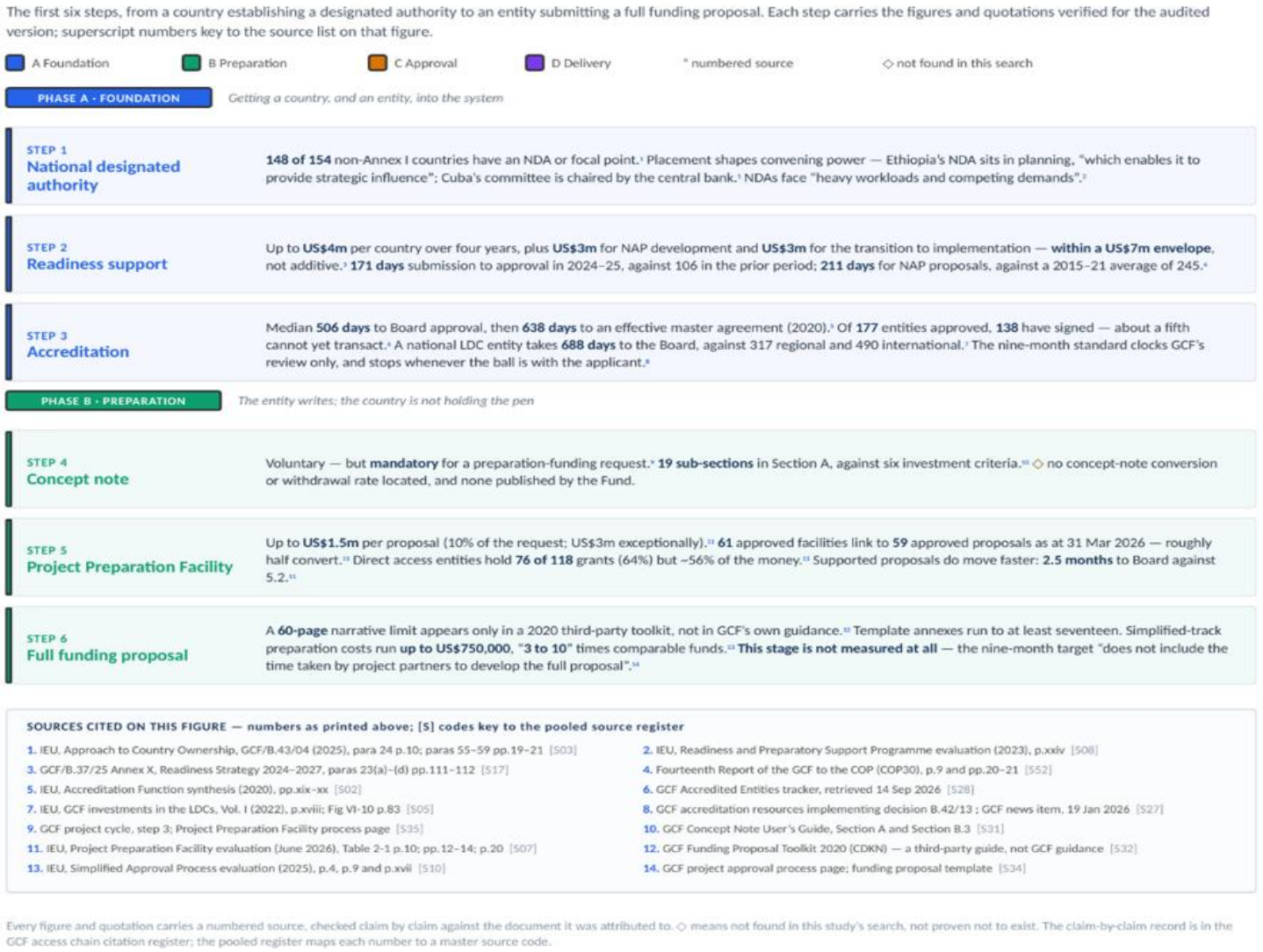


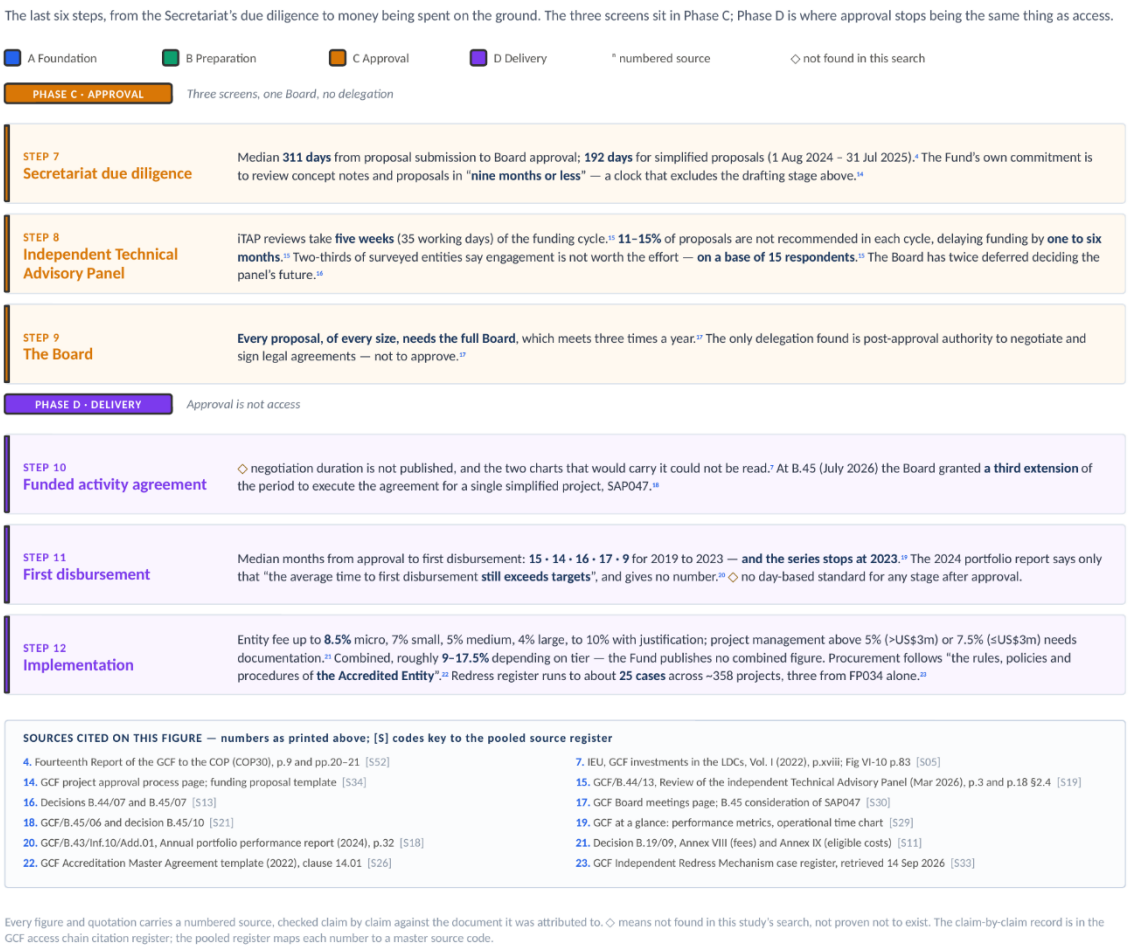
Figure II.2

The GCF access chain, phases A and B: foundation and preparation (steps 1–6)



Source: GCF access chain citation register, September 2026; superscript numbers key to the sources listed on the figure. ◇ means not found in this study's search, not proven not to exist.

Figure II.3
The GCF access chain, phases C and D: approval and delivery (steps 7–12)



Source: As for figure II.2.

Figure II.4

The NAP-to-delivery chain along the three axes of country, fund and delivery agency: who does what, who decides, and who is paid

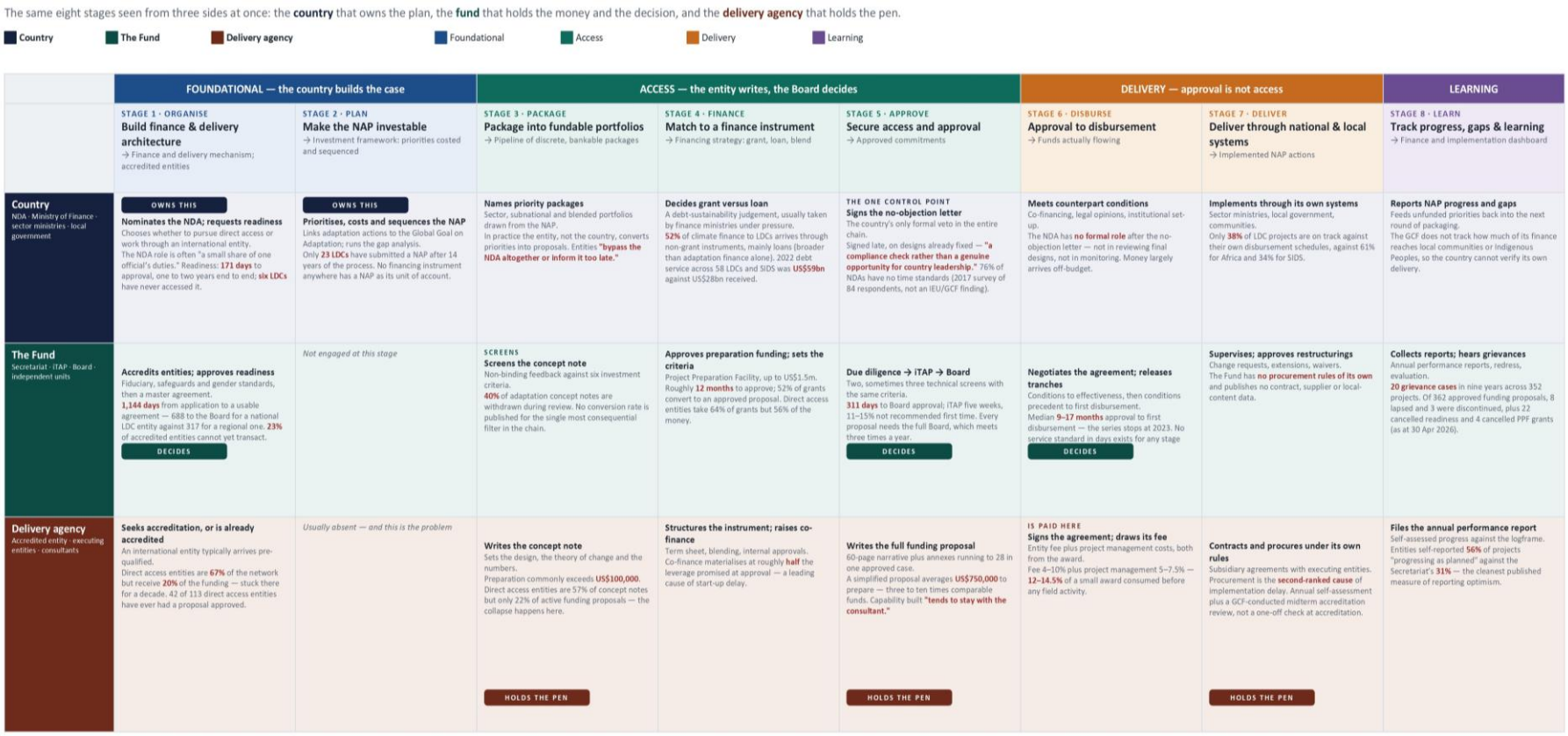
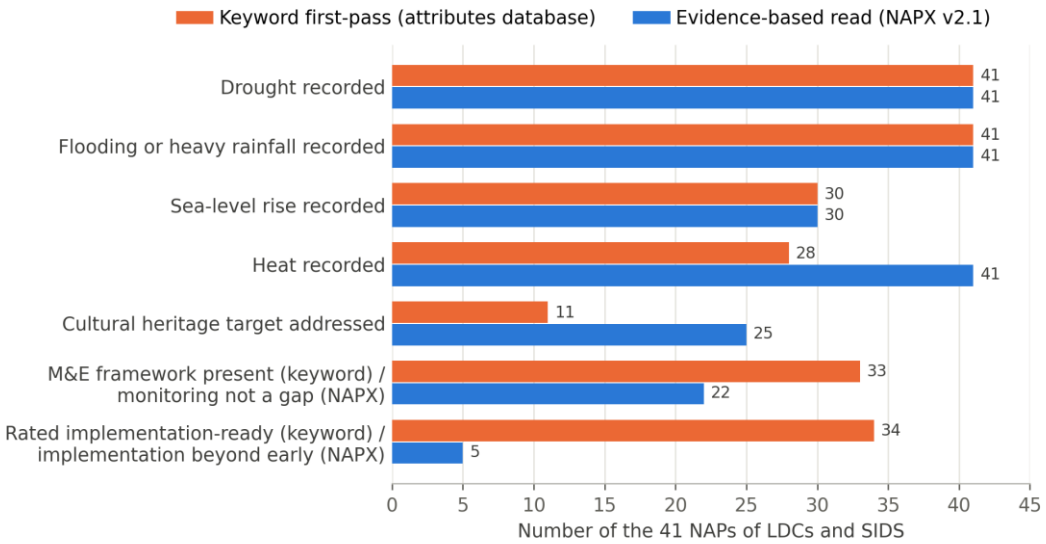


Figure II.5
Keyword first-pass and evidence-based reads compared, 41 NAPs of LDCs and SIDS



Source: NAP attributes database (keyword first pass); NAPX v2.1 data sheets (evidence-based read). The last two rows compare related, not identical, attributes: the presence of a framework or a readiness score against the analyst status for dimensional targets 10(c) and 10(d).

Annex III

Sources of data used in evaluating progress in formulating and implementing national adaptation plans under the analytical framework presented in this report*

All figures were harvested from public sources between 1 August and 15 September 2026 or transcribed from official trustee documents supplied to the study, under the PS-2026-01 protocol: sanctioned fetch tools only; every value carrying URL, stage label, universe and as-at date; no values from memory; absences recorded as findings only where the search was documented. Key vintages: NAP Central register – 10 August 2026; NAP Global Network corroboration – 27 August 2026; FCCC/SBI/2026/8 LDC figures – 13 March 2026; GCF pledges, LDCF and SCCF – 31 March 2026; GCF portfolio – 7 July 2026 (approvals) and 30 April 2026 (disbursements); GCF readiness – 31 July 2025; GCF accredited-entities tracker – 14 September 2026; Adaptation Fund – 31 December 2025; FRLD – 31 May 2026; alignment-claim scan – 17 June 2026; the two populated reference countries – 15 September 2026.

Observability tiers, applied throughout. Tier A is public database evidence – NAP Central, GCF readiness and project data, Adaptation Fund and LDCF/GEF databases, GCF NDA and accreditation directories, UNFCCC registries – harvestable for all countries every cycle, and headline tables are built from Tier A only. Tier B is the NAP document itself, read as a document, available for every country that has submitted a plan and used to enrich Tier A, never to substitute for it. Tier C is country or delivery-partner reporting with no public trace, reported as reported, flagged as such, and never merged into a public-data count. The tiering is not a quality judgement.

* Not formally edited or formatted.