DRAFT TEXT
on

COP31 agenda item 2f
Organization of work, including for the sessions of the subsidiary bodies
Matters relating to adaptation
National adaptation plans

Version 17/11/2026 11:21

The content of the draft text neither represents agreed views, ideas or text nor attempts to draw any conclusions on possible areas of convergence or divergence. It is not intended to prejudge further work that Parties may wish to undertake, nor does it in any way prevent Parties from expressing other views that they may have in the future.

[Draft decision -/CP.31

National adaptation plans

The Conference of the Parties,

Recalling Article 4, paragraphs 1(b), (e) and (f), 3, 4, 7, 8 and 9, of the Convention,

Also recalling decisions 1/CP.16, 3/CP.17, 5/CP.17, 12/CP.18, 18/CP.19, 3/CP.20, 1/CP.21, 4/CP.21, 6/CP.22, 8/CP.24, 7/CP.25, 3/CP.26, 9/CP.27, 8/CP.30, 15/CP.30, 1/CMA.5, 2/CMA.5, 12/CMA.7 and 26/CMA.7,

Recognizing both the importance of national adaptation plans as country-driven, flexible and non-prescriptive instruments for strengthening adaptation action and resilience, that takess into account national circumstances, priorities, capacities and development needs, and the diversity of adaptation approaches,

Also recognizing that the formulation and implementation of national adaptation plans are continuous, progressive and iterative processes that require sustained provision of support,

Further recognizing that developing country Parties are at different stages of the national adaptation plan process and continue to face challenges in relation to both formulation and implementation of national adaptation plans,

Option 1:

Recognizing the specific needs and special circumstances of developing country Parties, especially those that are particularly vulnerable to the adverse effects of climate change,

Option 2:

Recognizing the importance of the consideration of human rights, gender equality, intergenerational equity and social justice for, and the meaningful participation, as appropriate, of people of African descent and migrants in, the national adaptation plan process and recognizing the specific needs and special circumstances of developing country Parties, particularly those that are particularly vulnerable to the adverse effects of climate change,

Noting with appreciation the work of the Least Developed Countries Expert Group, in collaboration with the Adaptation Committee and the Standing Committee on Finance, and of the secretariat in preparing the 2026 report on progress in the process to formulate and implement national adaptation plans,[1]

[1] FCCC/SBI/2026/23 and Add.1.

I. Progress in the process to formulate and implement national adaptation plans

1. *[Welcomes] [Takes note* of*]* the 2026 report on progress in the process to formulate and implement national adaptation plans[2] and [[*also*] *takes note* of] its addendum;[3]

2. *Recognizes* developing country Parties' progress in advancing their national adaptation plan processes, noting that, as at 16 November 2026, 84 developing country Parties had submitted a national adaptation plan, 13 of which submitted their first national adaptation plan[, including 3 from the least developed countries and small island developing States,] between 19 November 2025 and 16 November 2026,[4] and that the highest number of submissions of national adaptation plans occurred during that reporting period in comparison to previous reporting periods;

3. *Emphasizes* that the number of national adaptation plans submitted is not a measure of progress in their implementation, and that equal attention should be given by Parties to both the formulation and implementation of national adaptation plans, while recognizing that developing country Parties are at different stages in the process and have differing needs and capacities in this context, such as the need for continued financial and technical support;

4. *Notes with concern* that the persistent gap between the formulation and the implementation of national adaptation plans is closely linked to the availability and accessibility of means of implementation, and that Parties continue to face barriers to accessing those means, including inadequate and unpredictable adaptation finance, limited resources for adaptation project preparation, complex accreditation processes for access entities, complex project approval procedures, [technical support constraints,] high transaction costs of project development and delays in disbursement of funding;

II. National adaptation plan progress reports

5. *Emphasizes* that the analytical frameworks, methodologies and technical tools developed by the Least Developed Countries Expert Group mentioned in the 2026 report on progress in the process to formulate and implement national adaptation plans to support and track progress in the formulation and implementation of national adaptation plans are to be used voluntarily and are non-prescriptive and country-driven, and do not constitute a basis for comparison of such progress between developing country Parties, additional reporting requirements, or conditions for accessing financial, technological or capacity-building support for the national adaptation plan process;

6. *Requests* the Least Developed Countries Expert Group to include in future national adaptation plan progress reports an analysis of progress featuring disaggregated data in the formulation and implementation of national adaptation plans across developing country Parties, as well as a separate analysis of the progress of the least developed countries and small island developing States in this regard, and with these analyses taking into account national circumstances and available information;

7. *Takes note* of the options identified in the addendum[5] for improving the traceability of support, including country-validated identifiers for the adaptation priorities contained in national adaptation plans reflected in project documentation and in the project proposal templates and approval records of climate funds [, and a marker for national adaptation plans in the Creditor Reporting System of the Development Assistance Committee of the Organisation for Economic Co-operation and Development,] and *invites* Parties, [the boards of climate funds and other relevant institutions][and the operating entities of the Financial Mechanism and the Adaptation Fund] to consider implementing these options on a voluntary

[2] FCCC/SBI/2026/23.

[3] FCCC/SBI/2026/23/Add.1.

[4] Angola, Bahrain, Brunei Darussalam, Ghana, Guinea, Côte d'Ivoire, Lebanon, Libya, Naoero, Nigeria, Samoa, State of Qatar, and United Republic of Tanzania.

[5] FCCC/SBI/2026/23/Add.1, chaps. III and VII.

basis[, using existing arrangements for doing so and without creating additional requirements or conditions for accessing support];

8. *Requests* the Least Developed Countries Expert Group to include in future national adaptation plan progress reports information on the composition of any task forces established to support the preparation of those reports and *invites* the Group to consider including members in those task forces with specific expertise in the national adaptation plan processes of developing country Parties that are not the least developed countries or small island developing States;

9. *Requests* the [Least Developed Countries Expert Group][Adaptation Committee, in collaboration with the Least Developed Countries Expert Group], in preparing future national adaptation plan progress reports, to present the reporting in a manner that is structured according to the dimensional targets under the United Arab Emirates Framework for Global Climate Resilience,[6] covering impact, vulnerability and risk assessment; planning; implementation; and monitoring, evaluation and learning, drawing on available information and [existing] reporting arrangements under the Convention and the Paris Agreement and without recommending creating additional reporting burden for Parties;

10. *Also requests* the [Least Developed Countries Expert Group][Adaptation Committee, in collaboration with the Least Developed Countries Expert Group,] to include in future national adaptation plan progress reports[, drawing on existing information and without recommending creating additional reporting burden for Parties,] information on practical experience, good practices and lessons learned in relation to integrating consideration of adaptation into development plans, strengthening institutional arrangements for adaptation planning and implementation, fostering synergy of adaptation action across sectors and engaging diverse stakeholders in the national adaptation plan process, as well as on progress in addressing the barriers to successful formulation and implementation of national adaptation plans identified in the 2026 progress report;[7]

11. *Invites* developing country Parties to share, on a voluntary basis through the secretariat's existing online survey on progress in the process to formulate and implement national adaptation plans,[8] information on milestones in the formulation of their national adaptation plans with a view to improving understanding of their experience and targeting provision of support in this context;

III. Overview of climate finance flows and financial support for national adaptation plans

12. *Recalls* paragraph 12 of decision 8/CP.30, in which the Least Developed Countries Expert Group was requested to compile from relevant reports, in collaboration with the Adaptation Committee and the Standing Committee on Finance, an overview of climate finance flows and financial support provided by developed country Parties to developing country Parties for formulating and implementing national adaptation plans for inclusion in the 2026 national adaptation plan progress report;

13. *Notes* [*with concern*] that the addendum to the 2026 national adaptation plan progress report presents information and analysis that extends beyond the scope of the request contained in paragraph 12 of decision 8/CP.30, including by presenting information on financial cooperation among developing country Parties and contributions to climate funds from non-Party entities alongside support provided by developed country Parties;

14.
Option 1:

14. *Requests* the [Least Developed Countries Expert Group, in collaboration with the Adaptation Committee and the Standing Committee on Finance][Adaptation Committee, in collaboration with the Least Developed Countries Expert Group and the Standing Committee

[6] Decision 2/CMA.5, para. 10.
[7] FCCC/SBI/2026/23, chaps. IV–VI.
[8] Available at https://napcentral.org/nap-questionnaire.

on Finance][Standing Committee on Finance], to prepare a revised version of the addendum referred to in paragraph X above that presents the overview referred to in paragraph 12 of decision 8/CP.30 distinctly and consistently with the scope of that mandate, and to make the revised addendum available at least four weeks before the xx session of the Subsidiary Body for Implementation (month year) for consideration;

14*bis*. *Notes* that the request in paragraph 14 above does not constitute a new mandate for data collection or a new reporting arrangement;

Option 2:

14. *Invites* the Standing Committee on Finance to consider compiling, in its eighth Biennial Assessment and Overview of Climate Finance Flows, information on climate finance flows and financial support provided by developed to developing country Parties for the formulation and implementation of national adaptation plans, using the Standing Committee on Finance's established methodologies for the development of Biennial Assessment and Overview of Climate Finance Flows[, and without creating new reporting requirements for Parties];

14*bis*. *Notes with concern* the gaps in the reporting on support [provided by developed country Parties] for national adaptation plans in the common tabular format tables of the first biennial transparency reports, noting that, of the 104 Parties whose first biennial transparency reports contain information on support, only 34 referred to national adaptation plans, only 8 reported on support provided in relation to national adaptation plans [and 26 reported on support received or needed];

14*ter*. [*Urges][Encourages]* developed country Parties, in their reporting under existing arrangements under the Convention and Paris Agreement, to identify the [recipient countries][beneficiaries] of the support they have provided, to distinguish support provided for the formulation of national adaptation plans from support provided for their implementation, and to distinguish approvals of finance from disbursements thereof;

14*quar*. *Invites* the [Green Climate Fund and other climate funds,][the operating entities of the Financial Mechanism and the Adaptation Fund] [, without creating new reporting requirements for Parties] to make information publicly available on all project concept notes received, including those for projects that do not advance to approval, distinguishing institutional review times from total elapsed time from submission of a project proposal to approval of the project[, and *also invites* the Least Developed Countries Expert Group and relevant partners to explore ways to capture data on projects' pre-submission delays, unsuccessful searches for delivery partners and waiting times between the eight stages of implementation of national adaptation plans];

Option 3: no text

IV. Strengthening the process to formulate and implement national adaptation plans

15. *Invites* the [Least Developed Countries Expert Group, within its mandate, in collaboration with the Adaptation Committee,] [Adaptation Committee, in collaboration with the Least Developed Countries Expert Group], the Green Climate Fund, the Adaptation Fund [and relevant partners], to strengthen its provision of guidance and technical [assistance and] support to developing country Parties for the costing of adaptation measures, prioritization of the implementation of interventions set out in national adaptation plans, preparation of [country-led] project proposal concept notes and development of country-owned project pipelines, with particular attention given to Parties that have not yet accessed financial support under the Green Climate Fund;

16. *Encourages* the Least Developed Countries Expert Group to strengthen organization of [country-led and voluntary] matchmaking for funding for the implementation of projects set out in national adaptation plan between developing country Parties and potential delivery partners, with matchmaking to be conducted, for example, at NAP Expos or via other existing platforms;

17. *[Invites][Urges]* the [Green Climate Fund][the operating entities of the Financial Mechanism and the Adaptation Fund] to ensure that its readiness support reflects the iterative nature of the process to formulate and implement national adaptation plans, including the needs of developing country Parties to [update or expand their climate risk and vulnerability assessments] [strengthen their monitoring, evaluation and learning systems] with a view to Parties updating already submitted national adaptation plans;

18. *Encourages* the Least Developed Countries Expert Group to provide targeted support to those least developed countries and small island developing States that have not yet accessed readiness support to enable them to do so, as well as support to national institutions for enabling them [to access financial and technical assistance needed] to pursue accreditation for direct access to the Green Climate Fund and the Adaptation Fund;

19. *Emphasizes* the importance of strengthening country-owned monitoring, evaluation and learning systems for assessing progress in implementing national adaptation plans;

V. Means of implementation

20. *Notes with concern* the persistent inadequacy of the availability of financial resources to developing country Parties for the formulation and implementation of national adaptation plans, the challenges developing country Parties face in accessing available support and that the scale of adaptation finance reported in the addendum as provided does not necessarily reflect the resources that reach developing country Parties or determine the extent to which those resources address their identified adaptation needs;

21. *Emphasizes* that consideration of the adequacy, accessibility and predictability of financial support is central to assessing progress in the implementation of national adaptation plans;

22. *Urges* developed country Parties, noting their obligations under the Convention [and the Paris Agreement], to scale up the provision of adequate, predictable, accessible and predominantly grant-based [or highly concessional] public financial resources, together with technology development and transfer, and capacity-building support, to developing country Parties for the formulation and implementation of national adaptation plans;

23. *Emphasizes* the importance of the [Green Climate Fund, as well as the other operating entities of the Financial Mechanism,] [climate funds] ensuring the simplified and streamlined access of developing countries to funding thereunder, providing enhanced readiness and project preparation support, strengthening direct access modalities for national institutions [and recognizing the special needs and special circumstances of the least developed countries and small island developing States,] without introducing additional conditions or requirements for accessing such support;

24.

Option 1: Notes that substantive matters relating to the adequacy and predictability of climate finance, and guidance for the operating entities of the Financial Mechanism and related requests from the Conference of the Parties to the Standing Committee on Finance, are addressed under the relevant items on the agendas for sessions of the governing bodies, while recognizing that the compilation of an overview of climate finance flows and financial support provided by developed to developing country Parties for formulating and implementing national adaptation plans referred to in paragraph 14 above will be addressed under the agenda item on national adaptation plans of the Subsidiary Body for Implementation at its xx session;

Option 2: no text

VI. Enabling factors and country-driven, inclusive processes

25. *Emphasizes* the importance of [the provision of means of implementation by developed to developing country Parties for strengthening] [strengthening] the enabling

conditions for the implementation of national adaptation plans, including institutional arrangements, policy and legal frameworks, collection system of relevant data, information and knowledge, and inclusive governance;

26. *Also emphasizes* the importance of mainstreaming adaptation in national and subnational policies, development planning, relevant sectoral strategies [and national budgetary processes] with a view to strengthening the implementation of national adaptation plans [and promoting more coherent and effective adaptation action];

27. *Recognizes* that private sector actors play a role in the implementation of national adaptation plans, including by implementing adaptation measures and making available relevant technologies, services and technical expertise, *emphasizes* the importance of engaging private sector actors in translating the priorities set out in national adaptation plans into concrete adaptation action and *affirms* that such engagement complements, and does not replace, the provision of support by developed country Parties under the Convention;

28. *Reaffirms* that the process to formulate and implement national adaptation plans is country-driven, gender-responsive, participatory and fully transparent processes and emphasizes the importance of [the meaningful participation of][of cross-cutting considerations, including by acknowledging the contributions of] Indigenous Peoples, local communities, women, children and youth, persons with disabilities, people of African descent and migrants, in the process[, and the importance of the consideration of gender, human rights, intergenerational equity and social justice, and of participatory and fully transparent approaches];

29. *Affirms* that no single adaptation approach shall be presented as the default, superior or universally applicable pathway, and that the application of climate information, including projections and scenarios in[, and the contribution of traditional, Indigenous and local knowledge to,] adaptation planning and implementation is determined at the national and subnational level taking into account country-specific circumstances, risks and vulnerabilities;

VII. Linkages with the United Arab Emirates Framework for Global Climate Resilience and the second global stocktake

30. *Recognizes* that national adaptation plans are key instruments for the [implementation of the United Arab Emirates Framework for Global Climate Resilience and for making progress towards the targets thereunder] [achievement of the [global goal on adaptation];[9]

31. *Requests* the [Least Developed Countries Expert Group] [Adaptation Committee, in collaboration with the Least Developed Countries Expert Group,] to include in the 2027 national adaptation plan progress report information on how the implementation of national adaptation plans can be enhanced and scaled up towards achieving the targets under the United Arab Emirates Framework for Global Climate Resilience with a view to that information informing the second global stocktake;

VIII. Way forward

32. *Recalls* paragraph 18 of decision 8/CP.30 and paragraph 8 of decision 9/CP.27 and *requests* the Adaptation Committee and the Least Developed Countries Expert Group to enhance their work in moving from identifying to addressing the priority gaps and needs, obstacles and challenges of developing country Parties related to the process to formulate and implement national adaptation plans, including gaps and needs related to the provision of adequate and predictable finance, technology development and transfer, and capacity-building support, and to include information thereon in their annual reports to the Conference of the Parties;

[9] See decision 2/CMA.5, paras. 9–10.

33. *Also requests* the Adaptation Committee to include in its annual report information provided by other constituted bodies and relevant organizations, in their respective reports, on activities aimed at addressing gaps and needs related to the national adaptation plan process;

34. *Decides* to establish on the agenda for sessions of the Subsidiary Body for Implementation a standing item on national adaptation plans with a view to ensuring the continued consideration of progress, challenges, barriers and support needs relating to both the formulation and implementation of national adaptation plans;

35. *Requests* the Adaptation Committee and the Least Developed Countries Expert Group to report on progress in implementing the requests referred to in paragraphs XX above in their annual reports[, and *also requests* developed country Parties to make available adequate resources to those bodies for carrying out the mandates requested in these paragraphs];

36. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in paragraphs XX above;

37. *Requests* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources.

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