



Advancing Gender-Responsive Climate Action Through National Adaptation Plan (NAP) Processes

NAP Global Network Synthesis Report, 2019–2020



AUTHOR

Angie Dazé

CORRECT CITATION

Dazé, A. (2020). *Advancing Gender-Responsive Climate Action Through National Adaptation Plan (NAP) Processes* (NAP Global Network synthesis report 2019–2020). International Institute for Sustainable Development. <http://napglobalnetwork.org/resource/gender-responsive-nap-processes-synthesis-report-2019-2020>

ABOUT THE NAP GLOBAL NETWORK

The NAP Global Network was created in 2014 to support developing countries in advancing their NAP processes and help accelerate adaptation efforts around the world. To achieve this, the Network facilitates sustained South–South peer learning and exchange, supports national-level action on NAP development and implementation, and enhances bilateral support for adaptation and climate-sensitive sectors through donor coordination. Financial support for the Network has been provided by Austria, Canada, Germany, and the United States. The Secretariat is hosted by the International Institute for Sustainable Development (IISD). For more information, visit www.napglobalnetwork.org.

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

ACKNOWLEDGEMENTS

The author would like to thank the following individuals for their helpful contributions in the development of this report: Clare Church (IISD), Julie Dekens (IISD), Anne Hammill (IISD), Cameron Hunter (IISD), Daniel Morchain (IISD), and Seblewongel Negussie (GCF).

CONTACT INFORMATION

NAP Global Network Secretariat

c/o International Institute for Sustainable Development (IISD)

111 Lombard Avenue, Suite 325

Winnipeg, Manitoba, Canada R3B 0T4

Phone: +1 (204) 958-7700

Email: info@napglobalnetwork.org

CREATIVE COMMONS LICENSE

This report is licensed under a [Creative Commons Attribution-NonCommercial-ShareAlike 4.0 International License](https://creativecommons.org/licenses/by-nc/4.0/). This publication may be freely quoted and reproduced provided that i) the source is acknowledged, ii) the material is not used for commercial purposes, and iii) any adaptations of the material are distributed under the same licence.

© 2020 International Institute for Sustainable Development (IISD)

Cover photo: [Jonathan Torgovnik/Getty Images/Images of Empowerment](https://www.gettyimages.com/detail/stock-photo/Jonathan-Torgovnik/Getty-Images/Images-of-Empowerment) (CC BY-NC 4.0)

All images remain the sole property of their source and may not be used for any purpose without the written permission of the source.

Advancing Gender-Responsive Climate Action Through National Adaptation Plan (NAP) Processes

NAP Global Network Synthesis Report, 2019-2020

May 2020

DISCLAIMER

This report is issued solely for public information purposes, including any references to the United Nations Framework Convention on Climate Change (UNFCCC), the Kyoto Protocol and the Paris Agreement, and any relevant decisions with respect thereto. No liability is assumed for the accuracy or uses of the information provided. As a technical publication, the exact language used should not be understood to change or reinterpret anything contained in these relevant decisions referenced above. For purposes of clarity, in particular, the concise term “NAP process” is applied throughout the document instead of the phrase “process to formulate and implement national adaptation plans” contained in Decision 1/CP.16 and subsequent decisions. As contained in the decisions, the “NAP process” was established to enable least-developed country parties to formulate and implement National Adaptation Plans (NAPs), building upon their experience in preparing and implementing national adaptation programs of action. It is a means of identifying medium- and long-term adaptation needs and developing and implementing strategies and programs to address those needs. Please note that, by following this approach, this publication neither aims to reinterpret any existing decision under the UNFCCC nor does it intend to pre-empt any potential future decisions on this issue.

Executive Summary

Climate change and gender inequality are increasingly seen as interconnected, requiring an integrated approach that builds climate resilience while also promoting human rights and justice, particularly for people who are marginalized. The National Adaptation Plan (NAP) process provides an unprecedented opportunity to reduce vulnerability to climate change, while also redressing social and gender inequalities. To realize this potential, a gender-responsive approach to the NAP process is needed. Such an approach ensures that gender differences are addressed, participation in adaptation decision making is equitable, and adaptation investments yield equitable benefits for people of all genders and social groups.

Our first synthesis report, *Towards Gender-Responsive NAP Processes: Progress and Recommendations for the Way Forward*, highlighted the challenges and opportunities that countries face in taking a gender-responsive approach to their NAP processes and made recommendations for taking this forward. Two years on, we see that significant progress has been made in certain areas, notably in terms of positioning women as adaptation stakeholders and the use of gender analysis for adaptation planning. At the same time, however, there is limited evidence of progress in a number of areas, and we believe that more effort is needed. These areas include the establishment of inclusive and gender-equitable mechanisms for sustained stakeholder engagement, as well as consideration of gender in the institutional arrangements that are established for adaptation.

Table ES1 provides an overview of our assessment of progress in six key areas. These assessments are based on a systematic review of NAP documents, a review of a selection of NAP readiness proposals to the Green Climate Fund (GCF), and documentation and monitoring of NAP Global Network country engagement.

Table ES1. Review of progress on integrating gender considerations in NAP processes

Area	Assessment of progress	Explanation
<p>Positioning of women as adaptation stakeholders</p>	 <p>Significant progress</p>	<p>In the sample of NAP documents that we reviewed in 2018, we noted that women were most often identified as a particularly vulnerable group and/or as beneficiaries of adaptation actions. In this review, we found that more NAP documents are recognizing women as a stakeholder group in the adaptation planning process and a number explicitly recognize women's leadership in adaptation. Though only an initial step toward a truly inclusive approach, this represents a positive shift in the framing of adaptation and gender issues.</p>
<p>Use of gender analysis to inform adaptation planning</p>	 <p>Significant progress</p>	<p>Our first synthesis report found that there was limited evidence that context-specific gender analysis was used in NAP processes. Since then, a number of countries have conducted targeted gender analyses to inform different steps in their NAP processes. Further, more than half of GCF NAP readiness proposals include activities related to the use of gender analysis and/or sex-disaggregated data to inform adaptation planning. These efforts will help to ensure more informed and gender-responsive adaptation action while also contributing to the evidence base on the gender dimensions of climate change in different contexts.</p>
<p>Creation of an enabling legal and policy environment for gender-responsive NAP processes</p>	 <p>Some progress</p>	<p>The 2018 report highlighted the importance of broader policies and plans to create an enabling environment for the integration of gender in the NAP process. Some countries are making the linkages between climate change and gender equality at the national level through the development of gender and climate change strategies and the establishment of gender screening and social safeguard processes for adaptation policies, plans, and programs. These efforts contribute to raising the awareness of actors across the government and beyond and can help to put in place the mandates, systems, and capacities needed to integrate gender in NAP processes.</p>

Area	Assessment of progress	Explanation
<p>Integration of gender considerations in monitoring & evaluation (M&E) of adaptation</p>	 Some progress	<p>The majority of NAP documents demonstrate that gender is expected to be integrated in the M&E systems established for adaptation, but in most cases, details are not provided. A number of the GCF NAP readiness proposals also indicate that M&E-related activities will address gender considerations. M&E is a challenging area for countries in general, but there are a number of ways to ensure that the systems established are gender-responsive. This is essential to ensure that learning on gender-responsive approaches can be applied as NAP processes progress and to enable incorporation of gender and social dimensions in communications and reporting on adaptation.</p>
<p>Inclusive and gender-equitable stakeholder engagement in the NAP process</p>	 Limited progress	<p>While some NAP documents indicate that women/women's organizations participated in the formulation of the plan, there is less evidence that countries are establishing platforms for sustained stakeholder engagement, including through the GCF projects. As NAP processes advance, it will be essential that countries create inclusive mechanisms for ongoing stakeholder engagement, from national to local levels, and that these are communicated and facilitated in a gender-responsive manner.</p>
<p>Consideration of gender in institutional arrangements for adaptation</p>	 Limited progress	<p>Few of the NAP documents present any evidence that gender has been considered in the institutional arrangements for adaptation, and only one third of the GCF proposals mention the establishment of institutional arrangements that consider gender. Going forward, it will be important to establish sustainable mechanisms for collaboration between gender and climate change actors, as well as to track, report, and improve on gender equity in institutional arrangements in the NAP process over time.</p>

Looking forward, the areas presented above will continue to be important: where progress has been made, ongoing efforts will be needed to promote replication in other countries and continuous improvement in practice toward gender-responsive NAP processes; where limited progress has been made, more attention and investment are required. Governments, development partners, and support programs must commit resources, build capacities, and allow time for further progress to be made.

There are a few other areas where additional investment will be needed in the coming years to build on the current momentum:

- **Capacity development**, focusing both on understanding gender and climate change linkages and on practical tools and approaches for gender-responsive adaptation.
- **Vertical integration in the NAP process**, to strengthen the linkages between national and subnational adaptation decision making toward a better understanding of context-specific gender issues that must be considered at different levels.
- **Gender-responsive adaptation finance**, to ensure that investment decisions by governments, development partners, and the private sector take gender into consideration.

Documentation and sharing of experiences and lessons learned—including through peer learning processes—will continue to be important, to demonstrate progress under the United Nations Framework Convention on Climate Change Gender Action Plan, as well as to inspire action on gender-responsive and inclusive approaches in all NAP processes.

Table of Contents

1	Introduction	1
2	Key Considerations and Concepts for a Gender-Responsive Approach.....	2
3	Context	4
4	Synthesis Approach.....	6
5	Gender-Responsive NAP Processes: Review of progress.....	7
6	Looking Forward.....	14
	References.....	16
	Annex 1: Overview of Gender Reviews of NAP Documents	20
	Annex 2: Overview of Gender Reviews of GCF NAP Readiness Proposals.....	21

Acronyms and Abbreviations

COP	Conference of the Parties
GAP	Gender Action Plan
GCF	Green Climate Fund
M&E	monitoring and evaluation
NAP	National Adaptation Plan
NDC	Nationally Determined Contribution
UNFCCC	United Nations Framework Convention on Climate Change

1

Introduction

Around the world, the momentum on climate action is growing. While countries are working to enhance their commitments to achieving the goals of the Paris Agreement, the Global Commission on Adaptation also declared 2020 the Year of Action in an effort “to accelerate and scale climate solutions” (World Resources Institute, 2019). At the same time, the global community is engaged in a review of the Beijing Declaration and Platform for Action, the most ambitious plan ever agreed for achieving gender equality, 25 years after its adoption. These complex challenges—climate change and gender inequality—are increasingly seen as interconnected, requiring an integrated approach that builds climate resilience while also promoting human rights and justice, particularly for people who are marginalized.

The National Adaptation Plan (NAP) process provides an unprecedented opportunity to reduce vulnerability to climate change while also redressing social and gender inequalities. This is recognized in the United Nations Framework Convention on Climate Change (UNFCCC) process, which calls for NAP processes to be participatory, to consider vulnerable groups and communities, and to integrate gender considerations.

In our first synthesis report, we highlighted the challenges and opportunities faced by countries in addressing gender considerations in their NAP processes and made recommendations for taking this forward (Dazé & Dekens, 2018). Two years on, we see that significant progress has been made in certain areas, notably in terms of positioning women as adaptation stakeholders and the use of gender analysis for adaptation planning. At the same time, however, there is limited evidence of progress in a number of areas, and we believe that more effort is needed. These areas include the establishment of inclusive and gender-equitable mechanisms for sustained stakeholder engagement, as well as consideration of gender in the institutional arrangements that are established for adaptation. With increased awareness of the need for gender-responsive approaches in climate action, there are opportunities for progress on these essential areas in the coming years.

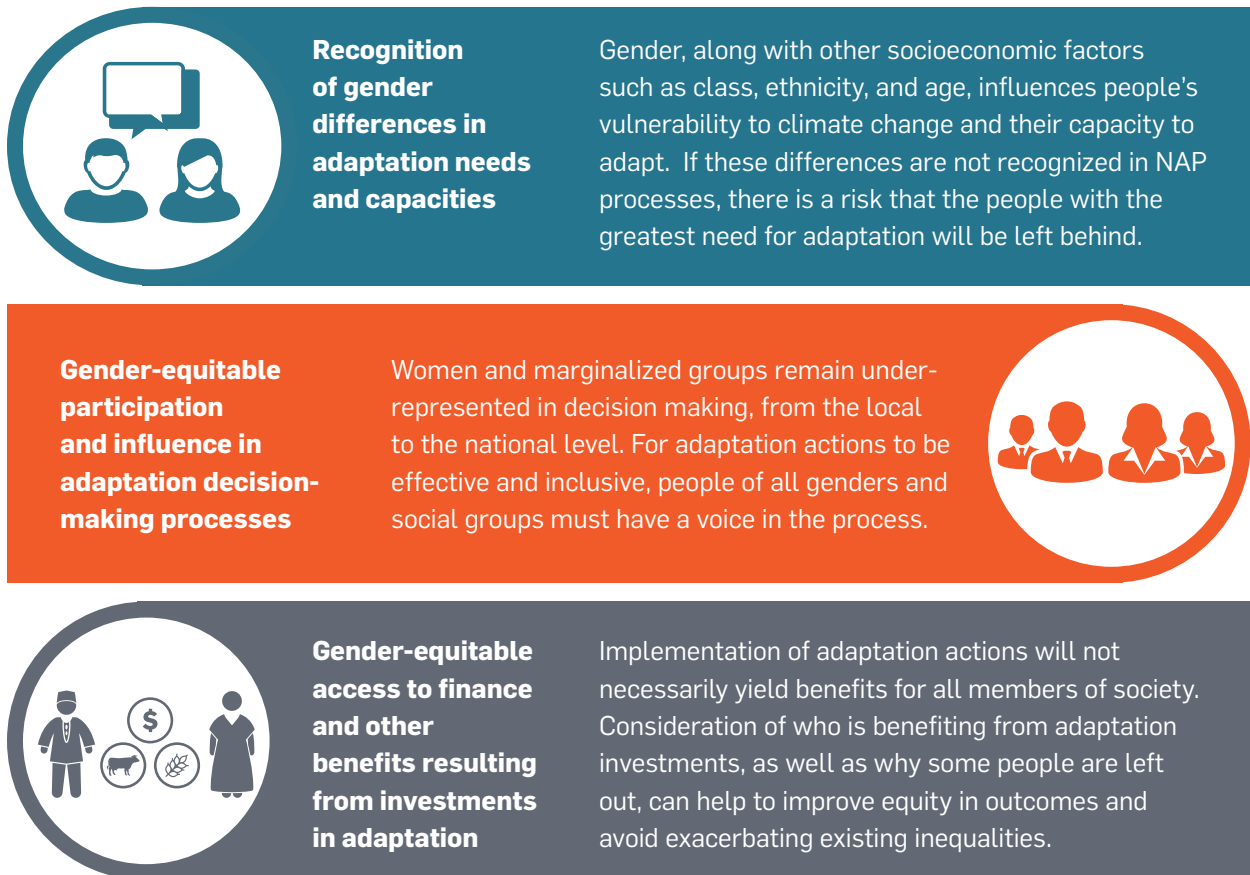
2

Key Considerations and Concepts for a Gender-Responsive Approach

A gender-responsive approach requires the consideration of gender issues throughout all aspects of the NAP process, including planning, implementation, and monitoring and evaluation (M&E). It also involves the integration of gender across the enabling activities for the process, which address capacity development, institutional arrangements, information sharing, and financing (NAP Global Network & UNFCCC, 2019). Figure 1 presents the key considerations for making NAP processes gender-responsive.

Figure 1. Key considerations for gender-responsive NAP processes

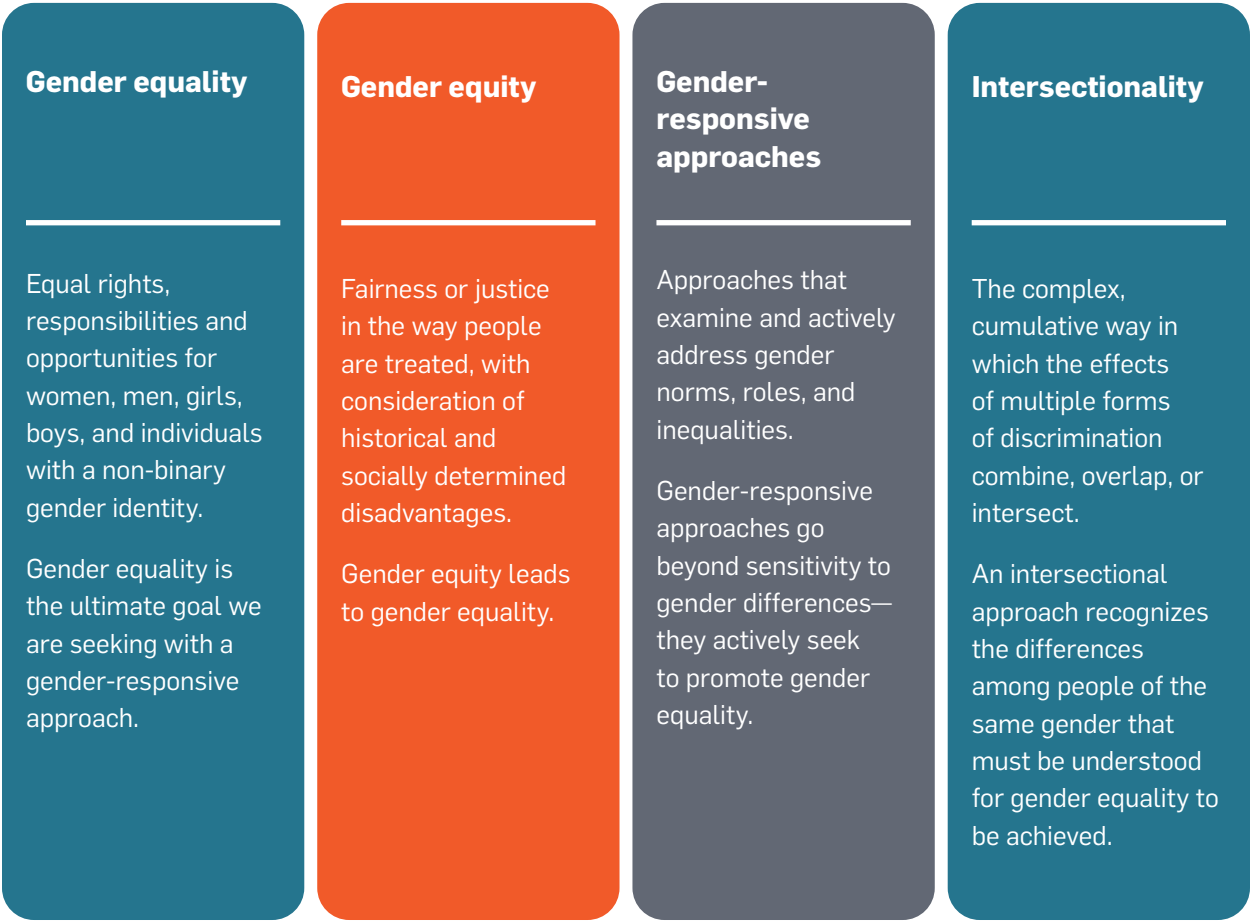
A GENDER-RESPONSIVE NAP PROCESS INVOLVES:



Source: Adapted from NAP Global Network, 2019.

In undertaking a gender-responsive approach, it is important to have a basic understanding of gender concepts such as those presented in Figure 2. More information on these concepts, as well as a more detailed explanation of the rationale and considerations for a gender-responsive NAP process, can be found in the *Toolkit for a Gender-Responsive Process to Formulate and Implement NAPs* (NAP Global Network and UNFCCC, 2019).

Figure 2. Important gender concepts



Sources: Cooperative for Assistance and Relief Everywhere & International Center for Research on Women, 2007; Merriam-Webster, 2019a, 2019b; NAP Global Network & UNFCCC, 2009; United Nations Population Fund, 2005; UN Women Training Centre, 2017; World Health Organization, 2009.

3

Context

Since our first synthesis report in 2018, there have been a number of developments that have changed the context for gender-responsive NAP processes.

First, at the 25th Conference of the Parties (COP 25) in December 2019, parties to the UNFCCC agreed the enhanced Lima Work Program and Gender Action Plan (GAP). This decision provides a roadmap for gender-responsive climate action under the UNFCCC over the next five years, acknowledging parties' commitments in relation to human rights, gender equality, and the empowerment of women. It recognizes the role played by parties and stakeholders, as well as the Secretariat, in promoting gender-responsive climate action and the need to support developing countries in this regard. The enhanced GAP reflects an increased focus on implementation, including efforts to improve access to finance for local communities, women's organizations, and Indigenous Peoples. It also highlights the need for gender-equitable participation in planning and climate action at all levels. NAPs are specifically mentioned as one of the relevant mechanisms for integrating gender considerations in climate policies and actions (UNFCCC, 2019).

Also, at COP 25, a new toolkit was launched to support country efforts to pursue a gender-responsive NAP process. The *Toolkit for a Gender-Responsive Process to Formulate and Implement NAPs* was developed by the Least Developed Countries Expert Group and the Adaptation Committee under the UNFCCC, in collaboration with the NAP Global Network. This toolkit builds on previous guidance on integrating gender considerations into NAP processes, providing a practical, flexible approach that recognizes the country-driven and context-specific nature of adaptation planning. It establishes a set of gender-responsive principles for the NAP process and offers guidance on integrating gender-responsiveness in the different steps and enabling activities. The toolkit also provides tools, practical examples, and links to useful resources for a gender-responsive approach (NAP Global Network & UNFCCC, 2019).

Under the Paris Agreement, parties are working to enhance their Nationally Determined Contributions (NDCs) before COP 26. In the first iteration, submitted in 2015, analysis by the Women's Environment and Development Organization (WEDO) found that 34% of countries (all low and middle income) included gender considerations in their NDCs. Among these, approximately one third referred to gender and/or women in relation to adaptation, while a slightly smaller number treated gender as a cross-cutting issue (Gender Climate Tracker, n.d.). Given the importance of NDCs in establishing goals and targets for climate action, the integration of

gender-related information can help to create a mandate for gender-responsive approaches to implementation. So far, two developing countries—the Marshall Islands and Suriname—have submitted their second NDCs. In both cases, gender has been incorporated as a cross-cutting issue (Republic of Suriname, 2020; Republic of the Marshall Islands, 2018).

Beyond the UNFCCC, there is also increasing recognition of the gender dimensions of climate change. In 2020, the United Nations marks 25 years of implementation of the Beijing Declaration and Platform for Action, which outlined concrete commitments to gender equality focused on 12 key areas, including education, gender-based violence, and the environment (United Nations, 1995). Though climate change was not a strong focus of the original declaration, it is emerging as an important area of concern in the review of progress to date. The political declaration from the Fourth Conference on Women in March 2020 highlighted climate change as a new challenge requiring “intensified efforts” (United Nations Economic and Social Council, 2020, p. 4) and called for a number of actions, namely: mainstreaming of a gender perspective in climate policies; recognizing the disproportionate impact of climate change on vulnerable women and girls; strengthening the resilience and adaptive capacity of women and girls; and promoting women’s participation and leadership related to climate change (United Nations Economic and Social Council, 2020). The interlinkages between climate change adaptation and gender were also recognized by the Global Commission on Adaptation, which highlighted the need for a gender-responsive approach in their global report (Bapna et al., 2019).

These recent developments reflect a growing understanding at the global level that climate action will not be effective if it is not gender-responsive. Further, the push for strong action to address the impacts of climate change—while also addressing human rights and justice issues—represents an opportunity for progress in gender equality. This provides countries with a strong basis for tackling the gender dimensions of climate change through NAP processes.

4

Synthesis Approach

This second synthesis report draws on three main sources of information:

- **Systematic review of NAP documents:** Since our first synthesis report, the number of countries who have communicated their NAP documents to the UNFCCC has doubled, from nine to 18. We have applied the same methodology to systematically review these new documents, providing us with insights from a larger sample. Please see Annex 1 for an overview of the results of the document reviews, including a list of the countries concerned.
- **Review of a selection of NAP readiness proposals to the Green Climate Fund (GCF):** As of the end of March 2020, 50 countries have received approval for readiness projects through the GCF's adaptation planning window (personal communication, S. Negussie, April 9, 2020). These proposals outline key activities related to country NAP processes over the coming years. A rapid review exercise was conducted to identify gender-related activities in a sample of 35 NAP readiness proposals. A list of the countries and an overview of the results is provided in Annex 2.
- **Documentation and monitoring of NAP Global Network country engagement:** Beyond NAP documents, countries are producing a number of other documents that represent milestones in their adaptation planning processes. Further, as part of the NAP Global Network's monitoring system, we conduct periodic interviews with our government partners to explore how the knowledge and capacities gained through the technical assistance and peer learning activities are being applied in their NAP processes. These documents and interviews have also informed the analysis presented in this report.

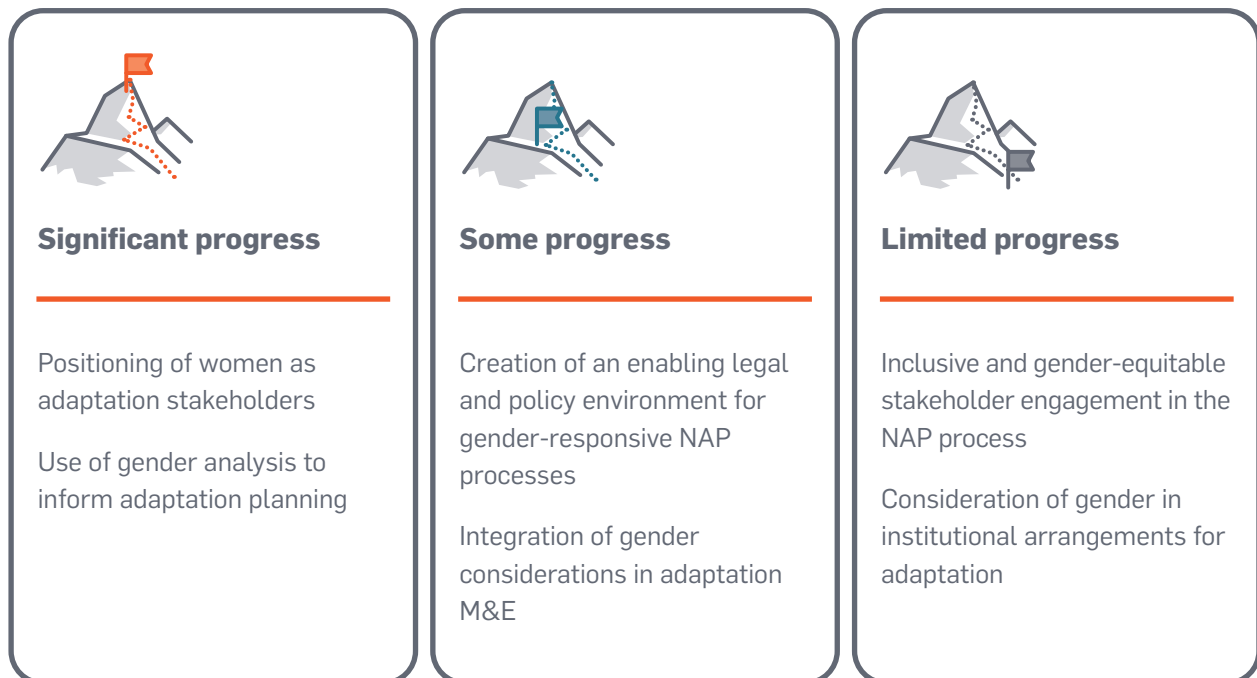
Because each country's NAP process is unique and all are at different stages, it can be difficult to get a full picture of how countries are approaching the challenge of integrating gender in their NAP processes. However, we believe that the above sources of information provide helpful insights into the efforts that countries are making. We have used this information to identify common themes and draw out any changing trends from the previous synthesis report. The following sections present these findings.

5

Gender-Responsive NAP Processes: Review of progress

NAPs are much more than documents; they are ongoing, iterative processes that integrate climate change adaptation in development planning, decision making, and budgeting. There are entry points to address the gender dimensions of adaptation throughout the process, as well as in the enabling activities (NAP Global Network & UNFCCC, 2019). Over the last two years, considerable progress has been made in some aspects of integrating gender considerations in country NAP processes, while other areas are lagging behind. In this section, we review progress in six key areas that are particularly important for ensuring NAP processes are gender-responsive. These areas are closely aligned with the recommendations we made in the first synthesis report in 2018. An overview of this review of progress is provided in Figure 3.

Figure 3. Review of progress on integrating gender considerations in NAP processes



SIGNIFICANT PROGRESS



Positioning of Women as Adaptation Stakeholders

The discourse on gender and adaptation has often focused on women as a particularly vulnerable group due to the historical and persistent barriers presented by discriminatory social norms and power structures. As we have argued before (see, for example, Dazé & Dekens, 2018), this is part of the story about gender and adaptation, but it is not the whole story. When women and people of non-binary genders face marginalization, this exacerbates their vulnerability to the impacts of climate change, and these issues must be overcome for adaptation to be effective. At the same time, the challenge of adapting to climate change requires diverse knowledge, collaboration, and collective problem solving, and all members of society are stakeholders in the process.

In reviewing NAP documents that have been posted to NAP Central more recently, we observe a shift in the way that women are positioned. In the initial sample, we found that women are most often identified as a particularly vulnerable group and/or as beneficiaries of adaptation actions (Dazé & Dekens, 2018). In the newer documents, there is a considerable increase in the proportion that recognize women as a stakeholder group in the adaptation planning process. For example, Kiribati's updated NAP document identifies women as a distinct stakeholder group in the implementation process and commits to reporting on how women have influenced the planning and implementation process (Government of Kiribati, 2019).

Further, a number of documents explicitly recognize women's leadership in adaptation. In one such example, Uruguay's NAP, which focuses on the agricultural sectors, notes that women and younger members of families tend to act as agents of change, moving the household to adopt innovations (Ministerio de Ganadería, Agricultura y Pesca, 2019, p. 69). The NAP document from Saint Vincent and the Grenadines highlights the need to harness the leadership of both women and men throughout adaptation planning, budgeting, and implementation (Government of Saint Vincent and the Grenadines, 2019). Though only an initial step toward a truly inclusive approach, this represents a positive shift in the framing of adaptation and gender issues.

SIGNIFICANT PROGRESS



Use of Gender Analysis to Inform Adaptation Planning

In order for countries to effectively integrate gender considerations in their NAP processes, they must undertake gender analysis. This analysis is the foundation for addressing gender differences and tackling inequalities. It should be applied throughout the process, focusing on different issues and going to different depths depending on available information and resources for the analysis. Gender analysis for the NAP process must

consider the policy and institutional context for the NAP process, as well as the technical analysis of the links between gender and climate change, across different sectors, livelihood strategies, and levels of implementation. Gender analysis provides NAP teams with a better understanding of context-specific issues and their implications for the NAP process. This enables the identification of actions to improve both the process and the results of adaptation planning and implementation (Dekens & Dazé, 2019; NAP Global Network & UNFCCC, 2019).

Our first synthesis report found limited evidence that context-specific gender analysis had been used to inform NAP processes (Dazé & Dekens, 2018). Since then, more countries are recognizing the need for this analysis in their NAP processes. For example, the Ministry of Environment, Ecology and Forests in Madagascar undertook a gender analysis at the outset of the country's NAP process. This analysis yielded recommendations such as tailoring communication products and methods for agro-meteorological information to address the needs of both female and male farmers and ensuring gender-balanced participation and women's leadership in community water management institutions (Ministère de l'Environnement, de l'Écologie et des Forêts, 2019). These recommendations have been integrated into the NAP document, which has recently been finalized but not yet communicated to the UNFCCC (Ministère de l'Environnement et du Développement Durable, 2019).

In Ethiopia, the NAP document was completed in 2017 (though it was not communicated to the UNFCCC until 2019). While it noted the country's commitment to addressing gender considerations in the NAP process, the document was not informed by specific gender analysis (Federal Democratic Republic of Ethiopia, 2019). Recognizing this, the Environment, Forest and Climate Change Commission prioritized a gender analysis as a key step in its NAP process. The analysis produced specific recommendations for each of the adaptation options and strategic priorities identified in the NAP document (Environment, Forest and Climate Change Commission, 2019). These recommendations have been integrated into the implementation roadmap for the NAP, which was subsequently developed. In another instance, Kiribati's gender analysis (Dekens, 2017) was used by the government to develop an updated NAP document, which demonstrates a more comprehensive integration of gender issues than the previous version (Government of Kiribati, 2019).

These examples highlight the value of gender analyses for informed adaptation planning and implementation. They also demonstrate that these analyses can be useful at different points in the NAP process, whether in the initial stages, in an update to a planning document, or in the transition to implementation of adaptation actions. It's also encouraging to see that more than half of the GCF NAP readiness proposals include activities related to the use of gender analysis and/or sex-disaggregated data to inform adaptation planning. For example, in Albania, a stocktaking exercise will compile gender-disaggregated data in order to analyze the socioeconomic impacts of climate change (Republic of Albania & United Nations Development Programme, 2019). These efforts will help to ensure more informed and gender-responsive adaptation action while also contributing to the evidence base on the gender dimensions of climate change in different contexts.

SOME PROGRESS



Creation of an Enabling Legal and Policy Environment for Gender-Responsive NAP Processes

The 2018 synthesis report highlighted the importance of broader policies and plans in creating an enabling environment for the integration of gender in the NAP process (Dazé & Dekens, 2018). Recently, we have found that countries are increasingly making the linkages between climate change and gender equality. Governments have taken a range of different approaches to promoting the integration of adaptation and gender issues in climate policy frameworks and actions. For example, in Côte d'Ivoire, a gender and climate change strategy has been developed that aims to integrate gender and social inclusion in all of the country's climate actions. To achieve this, the strategy identifies four strategic priorities: information and awareness-raising on gender and climate change linkages, capacity development for gender-responsive climate action, empowerment of women and girls to engage in resilience-building activities, and coordination between climate change actors and gender actors (République de la Côte d'Ivoire, in press).

Similarly, through its Ministry of Economic Growth and Job Creation, Jamaica developed a readiness proposal to the GCF for National Designated Authority strengthening, with a specific focus on facilitating a gender-responsive approach to climate change adaptation and mitigation. The proposal includes the development of a National Gender and Climate Change Strategy and Action Plan (Ministry of Economic Growth and Job Creation, 2019). In another approach, the Government of Saint Vincent and the Grenadines (2019) aims to develop national guidelines on how to apply gender screening and environmental and social safeguards that will guide the consideration of gender in efforts to integrate adaptation in policies, plans, and programs.

While not all specific to the NAP process, these efforts reflect a growing recognition that gender dimensions must be addressed in climate policies, strategies, and actions. This contributes to raising the awareness of actors across the government and beyond. Further, these measures can help to put in place the mandates, systems, and capacities that will create an enabling environment for the integration of gender in NAP processes.

SOME PROGRESS



Integration of Gender Considerations in Adaptation M&E

How adaptation actions are monitored and evaluated can tell us a lot about the gender-responsiveness of NAP processes. The M&E system for adaptation determines what types of data are collected, how they are analyzed, and how effectiveness is determined. Consequently, it's essential that M&E systems are established in ways that

facilitate the monitoring of gender-differentiated results, as well as reflection on who is and isn't benefiting from adaptation investments and why. This ensures that learning on gender-responsive approaches can be applied as NAP processes progress. It also enables the incorporation of gender and social dimensions in communications and reporting on adaptation. This has been recognized as a priority by a number of countries aiming to integrate gender in their NAP processes (Dazé & Dekens, 2018).

Among the new NAP documents posted to NAP Central, two thirds demonstrate evidence that gender is expected to be integrated in the M&E systems established for adaptation. For example, the logical framework in Ethiopia's NAP document includes sex-disaggregated indicators to track progress in implementing adaptation actions (Federal Democratic Republic of Ethiopia, 2019), while Grenada's NAP document indicates that the M&E system will be designed to analyze and report on progress in addressing gender (Government of Grenada, 2018). This is also an area of activity in the GCF NAP readiness proposals: more than one third include activities related to M&E that integrate gender considerations. Pakistan's proposal, for example, indicates that the M&E system that will be established for the NAP process will incorporate gender aspects (Islamic Republic of Pakistan & United Nations Environment Programme, 2018).

Adaptation M&E will undoubtedly remain a challenging area for countries in general, but a number of actions can ensure that M&E systems for the NAP process effectively integrate gender considerations. As a starting point, involving gender actors in the development of M&E frameworks can help to address key issues and build on existing data. Progress indicators for adaptation processes must include indicators of gender equality and women's empowerment, while frameworks for evaluation should examine both gender-differentiated vulnerabilities and the impacts of adaptation actions on women, men, nonbinary people, and marginalized groups. Finally, the collection of sex-disaggregated data is essential to allow for differentiated vulnerability assessments, gender analysis, and tracking of equity of participation in and results from adaptation investments (NAP Global Network & UNFCCC, 2019).

LIMITED PROGRESS



Inclusive and Gender-Equitable Stakeholder Engagement in the NAP Process

NAP processes are intended to be participatory, involving stakeholders across different sectors and levels. While many NAP teams are making a considerable effort in engaging their colleagues in different ministries and institutions at the national level, we have observed that less emphasis has been placed on the participation of a broader range of actors, including subnational authorities, local civil society organizations, and communities. Gender-equitable and inclusive stakeholder engagement is fundamental to a gender-responsive approach, as it helps to ensure that decision making reflects diverse needs and priorities and that historical barriers to

participation are not reinforced through the NAP process. This becomes even more important as the focus shifts to implementation.

The review of NAP documents showed that a greater proportion of the recently submitted documents indicate that women participated in the formulation of the adaptation plan. For example, Uruguay's NAP for the agriculture sectors indicates that the formulation process involved nine stakeholder workshops with over 200 participants from the public and private sectors, civil society, and academia, including one specifically for rural women (Ministerio de Ganadería, Agricultura y Pesca, 2019). However, there is less evidence that countries are establishing platforms for sustained stakeholder engagement. Looking forward, just under half of the GCF NAP readiness proposals include stakeholder engagement with consideration of gender among the activities.

As NAP processes advance, countries must create inclusive mechanisms for ongoing stakeholder engagement from national to local levels. These mechanisms should involve civil society organizations, academic institutions, and private sector actors. They should also recognize women and marginalized groups as distinct stakeholder groups and make specific efforts to ensure that they are able to meaningfully participate. This approach also necessitates the use of inclusive communication methods (considering illiteracy, for example) and gender and social diversity among the facilitators of stakeholder engagement processes (NAP Global Network & UNFCCC, 2019).

LIMITED PROGRESS



Consideration of Gender in Institutional Arrangements for Adaptation

The institutional arrangements that are established to facilitate adaptation planning, implementation, and M&E are essential in determining how the NAP process unfolds. It is therefore important that these mechanisms are gender-equitable and inclusive and that they integrate gender expertise. From a practical point of view, this may imply the inclusion of the government ministry or agency responsible for gender in adaptation coordination mechanisms. It also requires attention to gender balance in any decision-making bodies.

Overall, less than half of the total NAP documents that have been submitted to NAP Central present any evidence that gender has been considered in the institutional arrangements for adaptation, and only a third of the GCF NAP readiness proposals mention the establishment of institutional arrangements that consider gender. Some of these represent potential good practices—for example, in Azerbaijan, the proposal includes the creation of a national-level Adaptation Working Group that will include representatives from the State Committee on Family, Women and Children Affairs, as well as gender specialists (Republic of Azerbaijan & United

Nations Development Programme, 2019). As well, a significant number of the proposals indicate that gender expertise will be included as part of the project team; however, it is not clear how this will be institutionalized once the GCF-funded phase is over. Going forward, it will be important to establish sustainable mechanisms for collaboration between gender and climate change actors, as well as to track, report, and improve on gender equity in institutional arrangements in the NAP process over time (NAP Global Network & UNFCCC, 2019).

6

Looking Forward

With the enhanced UNFCCC GAP in place and growing awareness among adaptation actors that gender-responsive approaches are essential for success, the next couple of years have the potential to be transformational in terms of addressing the social and gender dimensions of adaptation. Even with limited support and capacity, many countries have taken concrete steps to improve the gender-responsiveness of their NAP processes. As countries move forward, the additional resources provided through the GCF NAP readiness funding will enable them to overcome some of the resource gaps that have constrained progress to date. That said, a concerted effort will be required by governments and their partners to ensure that the necessary systems and capacities are in place to sustain gender-responsive approaches over the longer term.

The six areas we reviewed in the previous section will continue to be important as NAP processes advance. Where progress has been made, ongoing efforts will be needed, for example, to ensure continuous improvement in the framing of gender and adaptation issues. Gender analysis must be applied throughout the NAP process, including in implementation and M&E, to ensure informed and evidence-based decision making. The experience and lessons learned by governments that have addressed the legal and policy dimensions should inspire efforts in other countries. M&E will continue to be a challenging area that will require ongoing support, helping countries to move beyond counting women and men to a more nuanced, truly gender-responsive approach.

In the areas where limited progress has been made, more effort is required. For example, while some countries have included stakeholder engagement activities as part of their GCF NAP readiness proposals, this does not represent the sort of sustained engagement that is needed to have an inclusive and gender-responsive NAP process. Similarly, though the GCF funding will provide gender expertise to support the NAP process in a number of countries, this does not address the need for longer-term institutional arrangements to facilitate coordination between gender and climate change actors. As NAP processes advance, governments, development partners, and support programs must commit resources, build capacities, and allow time for these mechanisms to be established and operationalized.

Beyond these six, there are a few other areas where additional investment will be needed in the coming years to build on the current momentum:

- **Capacity development:** Capacities to integrate gender considerations in NAP processes remain a barrier. Among adaptation actors, there is a lack of understanding of what a gender-

responsive approach looks like in practice, while gender actors may have knowledge gaps in relation to engaging with processes focused on climate change. This has not received adequate attention in the GCF proposals, so additional investments will be required, focusing both on understanding gender and climate change linkages and on practical tools and approaches for gender-responsive adaptation.

- **Vertical integration in the NAP process:** By strengthening the linkages between national and subnational adaptation decision making, countries can move toward a better understanding of context-specific gender issues that must be considered at different levels. Capacity building for subnational authorities and local organizations to facilitate inclusive decision-making processes and do gender analysis is essential to ensure that gender-differentiated priorities are articulated and communicated to the national level. At the same time, national-level policies and plans must create an enabling environment for gender-responsive action at subnational levels, for example, by ensuring that climate services reach the local level and are targeted to different gender and social groups. Countries will need resources and support to ensure that these linkages are in place and functioning effectively (Dazé, Price-Kelly, & Rass, 2016).
- **Gender-responsive adaptation finance:** As countries secure finance for the implementation of adaptation actions, there are opportunities to take a gender-responsive approach, whether in funding proposals, private sector engagement, or through gender-responsive budgeting. International finance mechanisms such as the GCF and the Adaptation Fund, as well as bilateral development partners, demand that gender considerations be integrated in funding proposals; however, we need to ensure that these commitments carry through implementation and that adequate resources are allocated for gender expertise and capacity building for this to be effective. Within governments, the capacity constraints mentioned above need to be overcome for an integrated approach to gender and climate change in budgeting for public sector spending. As well, more effort is needed to bring private sector actors into the conversation about gender and climate change, to ensure that women's leadership is promoted and that investments yield gender-equitable benefits.

As governments move forward on these essential elements of their NAP processes, partnerships and ongoing support will be needed to facilitate dialogue among relevant actors and ensure access to gender tools and expertise. It will be important to continue documenting and sharing these efforts so that other actors can benefit from these experiences. This will also help to demonstrate progress under the GAP, providing a basis to continually increase ambition toward gender equality in the UNFCCC process as we move forward in implementing the Paris Agreement. Creating opportunities for South–South peer learning among government actors and stakeholders in NAP processes can inspire action toward gender-responsive and inclusive approaches to ensure that no one is left behind in adaptation efforts.

References

- Bapna, M., Brandon, C., Chan, C., Patwardhan, A. & Dickson, B. (2019, September). *Adapt now: A global call for leadership on climate resilience*. Global Commission on Adaptation. https://cdn.gca.org/assets/2019-09/GlobalCommission_Report_FINAL.pdf
- Cooperative for Assistance and Relief Everywhere (CARE) & International Center for Research on Women. (2007). *Inner spaces outer faces initiative: Tools for learning and action on gender and sexuality*. http://www.care.org/sites/default/files/documents/MH-2008-ISOFI-Toolkit_2008.pdf
- Dazé, A. & Dekens, J. (2018). *Towards gender-responsive NAP processes: Progress and recommendations for the way forward* (NAP Global Network Synthesis Report, 2017–2018). <http://napglobalnetwork.org/resource/towards-gender-responsive-nap-processes-progress-recommendations-way-forward/>
- Dazé, A., Price-Kelly, H., & Rass, N. (2016, November). *Vertical integration in National Adaptation Plan (NAP) processes: A guidance note for linking national and sub-national adaptation*. NAP Global Network. <http://napglobalnetwork.org/resource/vertical-integration-national-adaptation-plan-nap-processes/>
- Dekens, J. (2017, December). *Strengthening gender considerations in Kiribati's National Adaptation Plan (NAP) process*. NAP Global Network. <http://napglobalnetwork.org/wp-content/uploads/2017/12/napgn-en-2017-strengthening-gender-considerations-kiribatis-nap-process.pdf>
- Dekens, J. & Dazé, A. (2019). *Conducting gender analysis to inform National Adaptation Plan (NAP) processes: Reflections from six African countries* (NAP Global Network Briefing Note). International Institute for Sustainable Development. <http://napglobalnetwork.org/wp-content/uploads/2019/04/napgn-en-2019-conducting-gender-analysis-to-inform-nap-processes.pdf>
- Environment, Forest and Climate Change Commission. (2019). *Integrating gender considerations in Ethiopia's National Adaptation Plan (NAP) process: Analysis and recommendations*. Federal Democratic Republic of Ethiopia. <http://napglobalnetwork.org/resource/integrating-gender-considerations-in-ethiopias-national-adaptation-plan-nap-process/>
- Federal Democratic Republic of Ethiopia. (2019). *Ethiopia's climate resilient green economy: National Adaptation Plan*. <https://www4.unfccc.int/sites/NAPC/Documents/Parties/Final%20Ethiopia-national-adaptation-plan%20%281%29.pdf>
- Gender Climate Tracker. (n.d.). *Gender in Nationally Determined Contributions: Quick analysis*. <https://genderclimatetracker.org/gender-ndc/quick-analysis>

- Government of Grenada. (2018). *National Climate Change Adaptation Plan (NAP) for Grenada, Carriacou and Petite Martinique 2017-2021*. Ministry of Climate Resilience, the Environment, Forestry, Fisheries, Disaster Management and Information. https://www4.unfccc.int/sites/NAPC/Documents/Parties/Grenada_National%20Adaptation%20Plan_%202017-2021.pdf
- Government of Kiribati. (2019). *Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management*. <http://napglobalnetwork.org/wp-content/uploads/2019/09/Kiribati-Joint-Implementation-Plan-for-Climate-Change-and-Disaster-Risk-Management-2019-2028.pdf>
- Government of Saint Vincent and the Grenadines (2019). *National Adaptation Plan for Saint Vincent and the Grenadines*. https://www4.unfccc.int/sites/NAPC/Documents/Parties/FINAL%20NAP_SVG_Approved.pdf
- Islamic Republic of Pakistan & UNEP (2018). *Building capacity to advance National Adaptation Plan Process in Pakistan*. (Green Climate Fund Readiness and Preparatory Support Proposal). <https://www.greenclimate.fund/sites/default/files/document/readiness-proposals-pakistan-unep-adaptation-planning.pdf>
- Merriam-Webster. (2019). *Learner's Dictionary: Equity*. <http://www.learnersdictionary.com/definition/equity>
- Merriam-Webster. (2019). *Intersectionality*. <https://www.merriam-webster.com/dictionary/intersectionality>
- Ministère de l'Environnement, de l'Écologie et des Forêts. (2019). *Pour un processus du Plan National d'Adaptation (PNA) qui réponde aux questions de genre à Madagascar*. MEEFM et Réseau mondial de PNA/International Institute for Sustainable Development (IISD). <http://napglobalnetwork.org/resource/pour-un-processus-de-plan-national-dadaptation-pna-qui-reponde-aux-questions-de-genre-a-madagascar/>
- Ministère de l'Environnement et du Développement Durable. (2019, November). *Plan National d'Adaptation au Changement Climatique (PNA) Madagascar*. Government of the Republic of Madagascar.
- Ministerio de Ganadería, Agricultura y Pesca. (2019). *Plan Nacional de Adaptación a la Variabilidad y el Cambio Climático para el Sector Agropecuario*. Government of Uruguay. <https://www4.unfccc.int/sites/NAPC/Documents/Parties/NAP%20Agriculture%20Uruguay.pdf>
- Ministry of Economic Growth and Job Creation. (2019, September 5). *Facilitating a gender-responsive approach to climate change adaptation and mitigation in Jamaica* (Green Climate Fund Readiness and Preparatory Support Proposal v.4). Government of Jamaica.
- NAP Global Network & UNFCCC. (2019). *Toolkit for a gender-responsive process to formulate and implement National Adaptation Plans (NAPs)*. Dazé, A., and Church, C. (lead authors). International Institute for Sustainable Development. <http://napglobalnetwork.org/resource/toolkit-for-gender-responsive-national-adaptation-plans/>

- NAP Global Network (2019, June 3). *Addressing gender equality in climate change adaptation* (Infographic). <http://napglobalnetwork.org/resource/infographic-addressing-gender-equality-in-climate-change-adaptation/>
- Republic of Albania & United Nations Development Programme. (2019). *Advancing Albania's planning for medium and long-term adaptation through the development of a National Adaptation Planning (NAP) process* (Readiness and Preparatory Support Proposal to the Green Climate Fund). <https://www.greenclimate.fund/sites/default/files/document/readiness-proposals-albania-undp-adaptation-planning.pdf>
- Republic of Azerbaijan & United Nations Development Programme. (2019). *National Adaptation Planning (NAP) Support Project for adaptation planning and implementation in Azerbaijan* (Readiness and Preparatory Support Proposal to the Green Climate Fund). <https://www.greenclimate.fund/sites/default/files/document/readiness-proposals-azerbaijan-undp-adaptation-planning.pdf>
- Republic of Suriname. (2020, December 19). *Nationally Determined Contribution 2020*. <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Suriname%20Second/Suriname%20Second%20NDC.pdf>
- Republic of the Marshall Islands (2018, November 22). *Nationally Determined Contribution*. <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Marshall%20Islands%20Second/20181122%20Marshall%20Islands%20NDC%20to%20UNFCCC%2022%20November%202018%20FINAL.pdf>
- République de la Côte d'Ivoire. (in press, February). *Stratégie Nationale Genre et Changements Climatiques de la Côte d'Ivoire* (draft).
- United Nations. (1995, September 4–15). *Beijing Declaration and Platform for Action*. Fourth World Conference on Women, Beijing, China. https://www.un.org/en/events/pastevents/pdfs/Beijing_Declaration_and_Platform_for_Action.pdf
- United Nations Economic and Social Council. (2020, March 9–20). *Political declaration on the occasion of the twenty-fifth anniversary of the Fourth World Conference on Women*. Commission on the Status of Women, 64th session. <https://www.unwomen.org/en/csw/csw64-2020/session-outcomes>
- United Nations Framework Convention on Climate Change. (2019). *Gender and climate change: Enhanced lima work programme on gender and its gender action plan* (FCCC/CP/2019/L.3). https://unfccc.int/sites/default/files/resource/cp2019_L03E.pdf
- United Nations Framework Convention on Climate Change NAP Central. (n.d.). *National Adaptation Plans: NDCs from developing countries*. <https://www4.unfccc.int/sites/NAPC/Pages/national-adaptation-plans.aspx>
- United Nations Population Fund. (2005). *Frequently asked questions about gender equality*. <https://www.unfpa.org/resources/frequently-asked-questions-about-gender-equality>

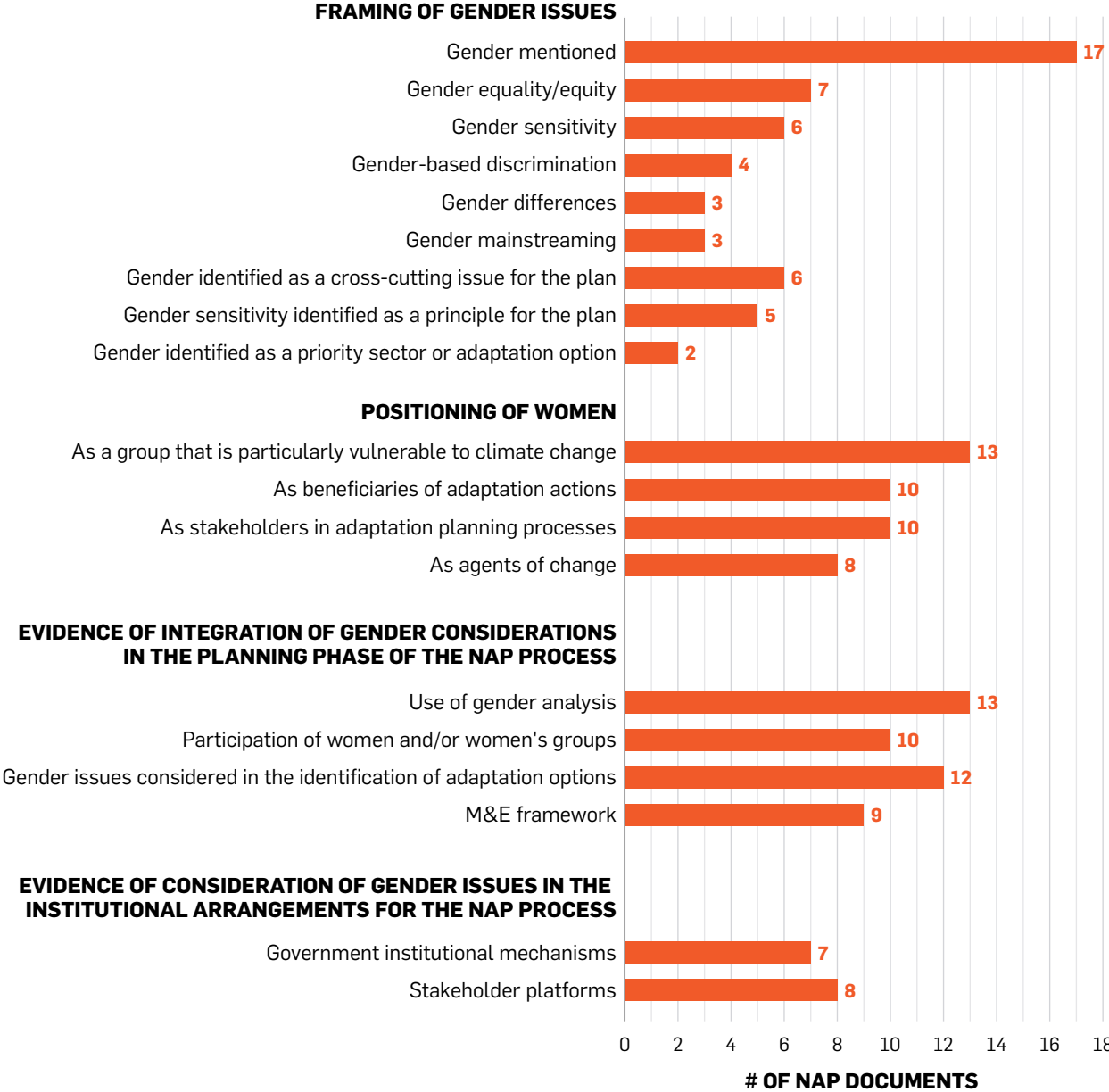
UN Women Training Centre (2017). *Gender equality glossary*. <https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36>

World Health Organization. (2009). *Integrating gender into HIV/AIDS programmes in the health sector: Tool to improve responsiveness to women's needs*. https://www.ncbi.nlm.nih.gov/books/NBK143049/pdf/Bookshelf_NBK143049.pdf

World Resources Institute. (2019, September 24). *Release: Global Commission on Adaptation launches "Year of Action" to accelerate climate adaptation* (Press Release). <https://www.wri.org/news/2019/09/release-global-commission-adaptation-launches-year-action-accelerate-climate-adaptation>

Annex 1: Overview of Gender Reviews of NAP Documents

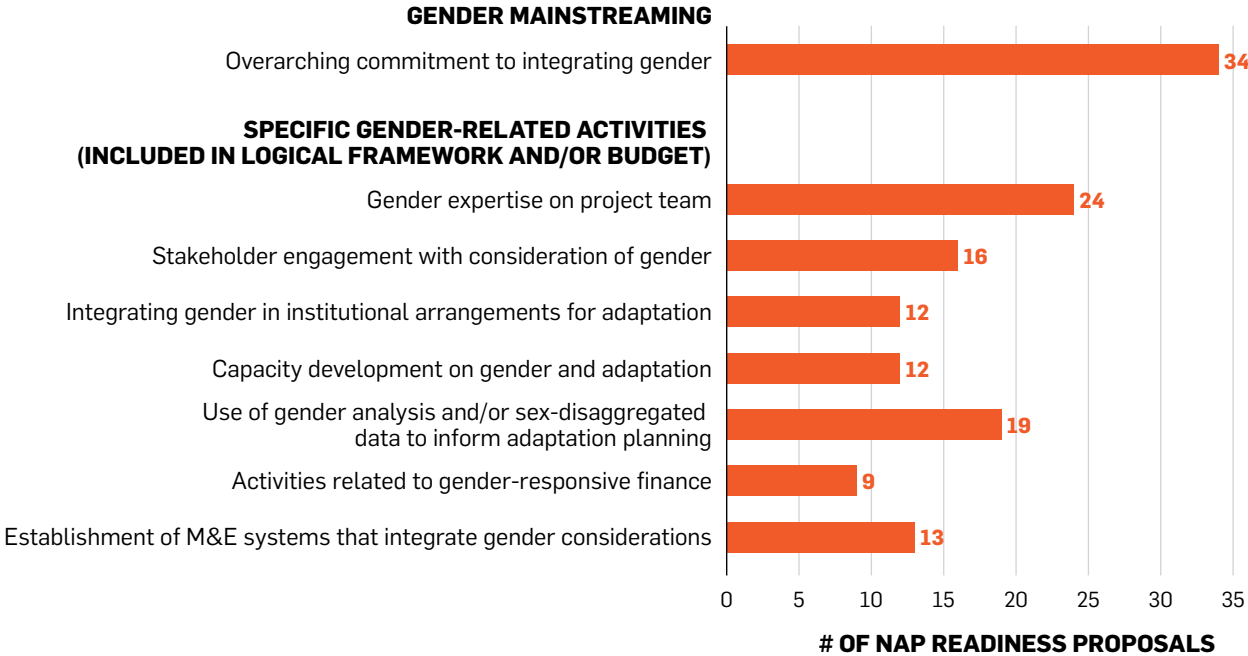
Reviews were completed for 18 NAP documents from the following countries: Brazil, Burkina Faso, Cameroon, Chile, Colombia, Ethiopia, Fiji, Grenada, Guatemala, Kenya, Kiribati, Saint Lucia, Saint Vincent and the Grenadines, Sri Lanka, the State of Palestine, Sudan, Togo, and Uruguay.



NOTE: A lack of evidence in the document does not necessarily mean that gender hasn't been considered in a particular aspect of the NAP process; it may simply be a lack of documentation or that there is additional work to be done to elaborate particular aspects of the plan.

Annex 2: Overview of Gender Reviews of GCF NAP Readiness Proposals

Rapid reviews were completed for 35 NAP readiness proposals from the following countries: Albania, Antigua and Barbuda, Argentina, Armenia, Azerbaijan, Bangladesh, Benin, Bhutan, Bosnia and Herzegovina, Chad, Chile, Colombia, Costa Rica, Côte d'Ivoire, Democratic Republic of the Congo, Dominica, Dominican Republic, Ecuador, Eswatini, Gabon, Ghana, Guatemala, Haiti, Honduras, Iraq, Kenya, Liberia, Madagascar, Mauritania, Mongolia, Nepal, Niger, Pakistan, Uruguay, Zimbabwe.





**NAP
Global
Network**

**Coordinating Climate-Resilient
Development**

www.napglobalnetwork.org

info@napglobalnetwork.org

 [@NAP_Network](https://twitter.com/NAP_Network)

 [@NAPGlobalNetwork](https://www.facebook.com/NAPGlobalNetwork)

Financial support provided by:

Ce projet a été réalisé avec l'appui financier de :



**Government
of Canada**

**Gouvernement
du Canada**



**Federal Ministry
for Economic Cooperation
and Development**



Secretariat hosted by:

Secrétariat hébergé par :

