

Gender-Responsive National Adaptation Plan (NAP) Processes: Progress and promising examples

NAP Global Network Synthesis Report, 2021–2022



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ABOUT THE NAP GLOBAL NETWORK

The NAP Global Network was created in 2014 to support developing countries in advancing their NAP processes, and help accelerate adaptation efforts around the world. To achieve this, the Network facilitates South–South peer learning and exchange, supports national-level action on NAP formulation and implementation, and generates, synthesizes, and shares knowledge. The Network’s members include individual participants from more than 155 countries involved in developing and implementing NAPs. Financial support for the Network has been provided by Austria, Canada, Germany, Ireland, the United Kingdom, and the United States. The Secretariat is hosted by the International Institute for Sustainable Development. For more information, visit www.napglobalnetwork.org.

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NAP Global Network Synthesis Report, 2021–2022

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Executive Summary

This report is the third in a series of synthesis reports developed by the National Adaptation Plan (NAP) Global Network that assess progress on gender-responsive approaches in NAP processes at the global level. It comes at a time when countries have continued to make progress in advancing their NAP processes despite the overwhelming impacts of the COVID-19 pandemic. It coincides with the midpoint of the Gender Action Plan under the United Nations Framework Convention on Climate Change (UNFCCC), making this a good moment to reflect on progress in integrating gender considerations in NAP processes. We explore this through a systematic review of the NAP documents submitted to the UNFCCC, as well as through practical examples that illustrate how countries are taking a gender-responsive approach to their NAP processes.

When it comes to NAP documents, we observe progress in the following areas:

- **Framing of gender issues:** More countries are referring to gender equality and gender-responsive approaches in their NAP documents, along with other concepts that may provide entry points for an intersectional approach, such as inclusion and human rights.
- **Positioning of women:** Though there are still a larger number of NAPs that position women as a particularly vulnerable group, we are seeing more and more where the potential of women as agents of change in adaptation is recognized.
- **Use of gender analysis to inform adaptation planning:** An increasing number of NAP documents show evidence that gender analysis has been used to inform the framing of adaptation issues, or to make the case for the consideration of gender issues in implementation.
- **Consideration of gender in institutional arrangements for adaptation:** The inclusion of the ministry responsible for gender in the institutional arrangements for adaptation is indicated in an increasing proportion of the NAP documents, either as part of coordination mechanisms or as responsible for implementing particular actions.
- **Capacity building on gender and adaptation in the NAP process:** The need for targeted capacity development on gender and adaptation is receiving more attention in recently submitted NAP documents, with a focus on both government actors and, in some cases, non-governmental stakeholders.
- **Integration of gender considerations in adaptation monitoring and evaluation:** There is increasing recognition in NAP documents that gender considerations must be integrated into adaptation monitoring and evaluation, through specific indicators and the collection of disaggregated data, among other approaches.

Beyond the documents, there are a number of promising examples where countries have taken concrete steps to integrate gender considerations into their NAP processes. The Central African Republic and Chad have undertaken targeted gender analyses to inform their NAP processes, with the latter focused on exploring the role of knowledge, attitudes, and behaviours related to gender in advancing gender-responsive NAP processes. In Ghana and Kenya, visual storytelling has provided a basis for dialogue on adaptation among national-level decision-makers and women on the front lines of climate change. The ministries responsible for environment and gender in Côte d'Ivoire signed a memorandum of understanding to formalize their collaboration on gender and climate change. Training for government actors in the Republic of the Marshall Islands and the Dominican Republic has enhanced capacities for gender-responsive approaches in their NAP processes, while in Suriname, gender has been integrated into the monitoring, evaluation, and learning framework for the water resources sector adaptation plan.

In our 2020 synthesis report, we pointed to the transformative potential of the coming years in terms of advancing gender-responsive and socially inclusive approaches to adaptation. While there is still a long way to go, there are many things to be celebrated in this review of progress. This progress demonstrates the potential of NAP processes as a mechanism for ensuring that climate action addresses gender and social inequalities. This potential comes from their participatory, cross-sectoral, and iterative nature, as well as the fact that they are focused on medium- and longer-term planning, recognizing that social contexts are dynamic and that systemic change takes time. As countries increasingly move from planning to implementation of adaptation actions, more opportunities are created to work with diverse stakeholders to build resilience while also creating more equitable communities and societies.

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Acronyms and Abbreviations

CSW	Commission on the Status of Women
FACJ	feminist action for climate justice
GAP	Gender Action Plan
IPCC	Intergovernmental Panel on Climate Change
M&E	monitoring and evaluation
NAP	National Adaptation Plan
UNFCCC	United Nations Framework Convention on Climate Change

1

Introduction

Despite the overwhelming impacts of the COVID-19 pandemic, governments around the world have continued to make progress in advancing National Adaptation Plan (NAP) processes. The latest update from the Least Developed Countries Expert Group under the United Nations Framework Convention on Climate Change (UNFCCC) reported that 129 of 154 developing countries had initiated their NAP processes, with many of these having completed additional activities to move the process forward (UNFCCC, 2021a), and the number of NAP documents submitted to the UNFCCC has more than tripled since 2018 (UNFCCC NAP Central, n.d.). Further, the UNFCCC Gender Action Plan (GAP) has reached its midpoint, making this a good moment to reflect on progress in integrating gender considerations in NAP processes.

This report is the third in a series of synthesis reports developed by the NAP Global Network that assess progress on gender-responsive approaches in NAP processes at the global level. The last report, developed in 2020, highlighted improvements in certain areas but also identified areas where more effort was needed. In this report, we update the analysis of NAP documents to include new documents submitted to the UNFCCC as of the end of 2021. We also share promising examples, where countries have taken concrete steps toward gender-responsive approaches, to share the learning and provide inspiration for other countries on their NAP journeys.

2

Context

Since our last synthesis report in 2020, the broader context for gender-responsive climate action has evolved. Notably, the COVID-19 pandemic has had an unprecedented impact on lives and livelihoods, changing the way we live, work, and manage risks to our health and that of our families and communities. The pandemic has illuminated the ways in which gendered roles and responsibilities influence the ways in which people experience crises. For example, women have borne the burden of interruptions in school and daycares during the pandemic (Diallo et al., 2020), with data from 16 countries showing that women did 29% more childcare per week than men (UN Women, 2022). It has also illustrated how existing inequalities can be exacerbated by shocks—UN Women (2022) estimates that an additional 47 million women and girls around the world will be pushed into extreme poverty by the pandemic. These findings are relevant for consideration of how climate change interacts with gender inequality.

At the same time, the linkages between gender and climate change are receiving increased attention at the international level. The Generation Equality Forum, which culminated in Paris in July 2021, led to the establishment of an action coalition focused on feminist action for climate justice (FACJ), one of six in the Global Acceleration Plan. Among other objectives, the FACJ action coalition aims to build the resilience of women and girls to climate and disaster risks (Generation Equality Forum, 2021), which is closely aligned with the objectives of the NAP process. The forum saw governments, UN agencies, civil society, and the private sector make commitments to advancing gender equality over the coming 5 years, with over 200 of these focused on climate action (Generation Equality Forum, n.d.). Please see Box 1 for details on the NAP Global Network's commitment, in partnership with the governments of Ghana and Côte d'Ivoire. An accountability framework is under development to track the implementation of these commitments over the coming years (Generation Equality Forum, 2022).

In March 2022, the sixty-sixth session of the Commission on the Status of Women (CSW) was held, with the priority theme of “achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental and disaster risk reduction policies and programmes” (CSW, 2022, p. 1). The conclusions call for the integration of gender in NAPs, along with other plans and policies related to environmental sustainability and disaster risk reduction. They emphasize the need for an intersectional approach that addresses issues such as racism, discrimination on the basis of religion or belief, and the exclusion of people with disabilities. Throughout the conclusions, the need to respect human rights and ensure women's full, equal,

and meaningful participation and leadership in climate-related decision making at all levels is highlighted. The importance of a whole-of-government approach to achieving gender-responsive climate action is also noted (CSW, 2022).

Within the UNFCCC process, negotiations on gender and climate change at the 26th Conference of the Parties (COP 26) highlighted the ongoing challenges in achieving full, equal, and meaningful participation by women in country delegations and mechanisms established under the Convention, the Kyoto Protocol, and the Paris Agreement (UNFCCC, 2021a). A notable addition to the report on gender composition was the presentation of data on speaking times in plenaries and selected meetings during the subsidiary body meetings in 2021, which were held virtually. Despite the fact that the numbers of women and men on party delegations are almost equal (49% women and 51% men), men accounted for 60% of the speakers and 74% of the speaking time in plenaries (UNFCCC, 2021b), emphasizing the need to look beyond the numbers when considering gender balance in participation.

This year marks the intermediate review of the GAP (UNFCCC, 2019), which includes capacity building to mainstream gender in NAPs as a specific activity (Activity A.1). In addition, there are a number of other areas where country NAP processes can contribute to GAP implementation (Dazé, 2020b). For example, NAP processes are a key mechanism to facilitate stakeholder engagement—including women's groups and gender actors—in adaptation decision making (Activity D.5). To inform their NAP processes, some countries are undertaking gender analyses that help to build the evidence base on gender and climate change (Activity A.4). In addition, NAP processes involve the establishment of monitoring and evaluation (M&E) systems for adaptation, providing an opportunity to ensure the collection of disaggregated data (Activity D.7) and tracking of progress on gender through NAP processes (Activity E.2) (Dazé, 2020b; UNFCCC, 2019). Progress on gender-responsive NAP processes is, therefore, one indicator of progress in implementing the GAP.

Box 1. A commitment to gender-responsive NAP processes at the Generation Equality Forum

At the Generation Equality Forum in July 2021, the International Institute for Sustainable Development, in its role as the Secretariat of the NAP Global Network, committed to working with interested government partners to advance gender-responsive climate action. We made this commitment in partnership with two governments that are already showing leadership in this area: Côte d'Ivoire and Ghana. The commitment falls within the blueprint for action on FACJ, harnessing the potential of NAP processes to build the resilience of women and girls to disaster risks. Since making this commitment, we have worked with eight countries on different aspects of gender-responsive approaches in their NAP processes.

3

Gender-Responsive NAP Processes: Key considerations

Gender-responsive approaches are ones that actively promote gender equality by addressing gender norms, roles, and inequalities (NAP Global Network & UNFCCC, 2019; World Health Organization, 2009). These approaches are intersectional, recognizing that complex forms of discrimination—based on race, sexual orientation, or disability, for example—can overlap to influence people's experiences based on their multiple identities (NAP Global Network & UNFCCC, 2019; Merriam-Webster, n.d.; Swedish International Development Cooperation Agency, 2015; UN Women Training Centre, 2017). In the context of the NAP process, this means that an intersectional gender lens must be applied throughout all stages, from assessing vulnerabilities, to prioritizing and implementing adaptation actions, to tracking and reporting on progress. It also requires attention to gender considerations in enabling activities, including capacity development, institutional arrangements, information sharing, and financing (NAP Global Network & UNFCCC, 2019).

Adopting a gender-responsive approach typically involves consideration of three sets of key questions (NAP Global Network, 2019):

- How do people's needs and capacities for adaptation differ? Why do these differences exist?
- Who has a voice in adaptation decision making? Who is left out?
- Who will benefit from investments in adaptation? Who may be left behind?

Below, we unpack why these questions underpin a gender-responsive approach based on the latest evidence.

How do people's needs and capacities for adaptation differ? Why do these differences exist?

People's vulnerability to the impacts of climate change varies based on a range of factors that include where they live, how they sustain their livelihoods, and how wealthy they are. Areas affected by conflict, weak governance, and barriers in access to resources and services have higher vulnerability (Pörtner et al., 2022). The IPCC highlights the role of "historical and ongoing patterns of inequity, such as colonialism" (Pörtner et al., 2022, p. 14) in exacerbating the

vulnerability of Indigenous Peoples and certain communities, and notes that high levels of inequity within a society make it less resilient to climate change (Pörtner et al., 2022). At an individual level, gender intersects with other factors that drive marginalization, such as race, ethnic origin, disability, Indigenous identity, sexuality, and gender identity to shape vulnerability (Pörtner et al., 2022). Gender-related roles, responsibilities, and the unpaid care burden that is often carried by women also influence people's experiences with climate change.

Capacities for adaptation also differ for different groups. There is wide recognition that Indigenous and Traditional Knowledge are essential for adaptation (IPCC, 2022; UNFCCC, 2015) and that people of different genders have unique knowledge and lived experiences that must be harnessed for effective climate action (Deutsche Gesellschaft für Internationale Zusammenarbeit, 2021; Fortnam et al., 2019; UNFCCC, 2022). There is also emerging evidence that people who face marginalization are skilled at managing risks, providing important insights for climate risk management (Bell et al., 2020; Gaillard et al., 2016). At the same time, barriers faced by women and marginalized groups in, for example, gaining access to and control over land and other natural resources can inhibit their capacity to act on adaptation (Castañeda Camey et al., 2020; Fortnam et al., 2019; Mbow et al., 2019). Without recognition of these differences—and why they exist—in NAP processes, critical knowledge may be overlooked, and the people who most need support to manage climate risks may be left behind (Dazé, 2020).

Who has a voice in adaptation decision making? Who is left out?

The underrepresentation of women in decision making related to climate action has been widely reported (see, for example, Strumskyte et al., 2022). This disparity exists at all levels and across the public, private, and non-governmental sectors (CSW, 2021; Strumskyte et al., 2022). People with other intersectional identities are also underrepresented; for example, a recent analysis found that there is a lack of representation of people with disabilities in climate discussions (Kett et al., 2021). These gaps are important not just from a rights point of view, but also for the success of adaptation—the IPCC notes that “inclusive governance that prioritizes equity and justice in adaptation planning and implementation leads to more effective and sustainable adaptation outcomes” (IPCC, 2022, p. 30). There is also some evidence that women may perform better as leaders during crises; for example, studies conducted during the COVID-19 pandemic found that jurisdictions led by women had better outcomes (Garikipati & Kambhampati, 2020) and that women leaders were perceived as more effective by people working with them (Zenger & Folkman, 2020). For all of these reasons, diverse participation and equitable influence in adaptation decision making, at all levels, are essential for NAP processes to be effective.

Who will benefit from investments in adaptation? Who will be left behind?

The IPCC notes that “adaptation actions do not automatically have positive outcomes for gender equality” (Pörtner et al., 2022, p. 73). Without attention to gender and social inequalities,

investments in adaptation may not lead to equitable benefits for all members of society. Therefore, a gender-responsive approach must consider who is benefiting from investments in adaptation, and who may be left behind (NAP Global Network & UNFCCC, 2019). This requires explicit consideration during the prioritization of adaptation actions, making sure that the needs of people of different genders and social groups are not overlooked. It is critically important for budgeting and the allocation of resources to ensure that access to finance and other resources for adaptation is equitable. Additionally, the question of equity in benefits must guide M&E efforts to allow for adjustments when outcomes are not fairly distributed, to avoid exacerbating existing inequalities, and to promote learning around what works for gender-responsive and inclusive adaptation (NAP Global Network & UNFCCC, 2019).

Decision-makers, adaptation stakeholders, and advocates must keep these questions in mind when decisions about processes and investments in the NAP process are being made. Gender analysis is an essential tool for exploring these questions and applying an intersectional gender lens throughout decision making. More information on the 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 & UNFCCC, 2019).

4

Synthesis Approach

The analysis presented in this report draws on two key sources of information:

- *Systematic review of NAP documents:* Over the 4 years since our first synthesis report, the number of NAP documents that have been communicated to the UNFCCC has more than tripled, from nine to 31.¹ Using the same methodology applied in our previous synthesis reports, we have systematically reviewed these documents, providing a basis for assessing progress since our first synthesis report in 2018. The findings from this assessment are presented in Section 5. Appendix 1 provides an overview of the specific results, as well as a list of the countries that are included in the sample.
- *NAP Global Network country engagement:* As of March 2022, the NAP Global Network has provided technical support for NAP processes to more than 50 countries, with 16 of these receiving support specifically on integrating gender considerations. This engagement provides us with important insights into the different activities countries are undertaking as they move through their NAP processes. Some of these countries are among those that have communicated their NAPs to the UNFCCC; however, others have not yet taken this step. We draw on the knowledge and learning gained from our support to country NAP processes to share promising examples of progress in Section 6, recognizing that this is only a snapshot of the broader progress that is occurring on gender-responsive NAP processes.

The above highlights an important distinction between NAP *documents* and NAP *processes*: the documents submitted to the UNFCCC tend to provide a higher-level overview of climate-related vulnerabilities, adaptation priorities, and how the latter will be implemented. Though an important basis for understanding how countries are approaching adaptation, NAP documents generally do not capture all of the steps that countries have taken to arrive at the prioritized actions, nor do they include details of implementation strategies or M&E systems.

Consequently, we have also included practical examples that may not be captured in NAP documents to provide a fuller picture of progress. That said, each country is adopting a tailored approach to their NAP process, so these must be treated as indicative examples to illustrate how gender-responsive approaches can be advanced.

¹ This refers to the 31 NAP documents submitted to NAP Central as of the end of December 2021 (UNFCCC NAP Central, n.d.).

5

Gender in NAP Documents: Review of progress

In this section, we share the findings from the systematic review of the 31 NAP documents that were submitted to the UNFCCC as of the end of 2021—this includes the nine documents that were captured in our first synthesis report, an additional nine that were submitted between the 2018 and 2020 reports, and 13 that were submitted since the last report. We provide an assessment of progress in six key areas: the framing of gender issues, the positioning of women, use of gender analysis, institutional arrangements, capacity building, and M&E. Since the last report, we have added an additional element to the analysis focusing on sexual and reproductive health and rights (SRHR). Please see Box 2 for more information.

The findings in these different areas are presented below.

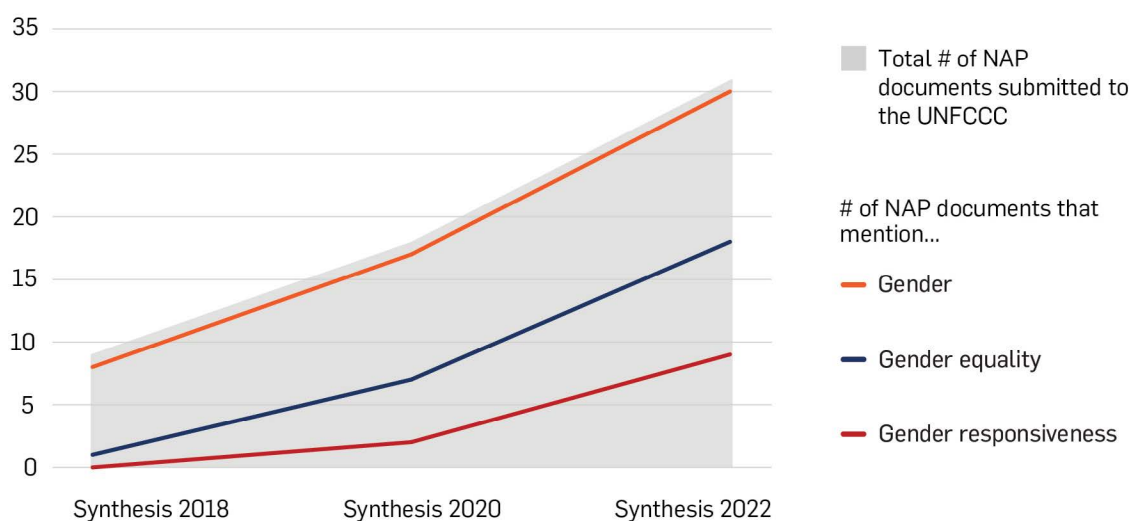
Framing of Gender Issues

The framing of gender issues in NAP documents has evolved since 2018. There has been an increase in the proportion of documents that make reference to gender equality. More than half of all the NAP documents now include this concept, up from a single document in the 2018 review. Countries are building their NAPs to include priority thematic areas and adaptation actions that explicitly promote gender equality. For example, Nepal's NAP document contains a priority adaptation program on “gender equality and social inclusion, livelihoods and governance,” which aims to address the increased vulnerability of women and other marginalized groups to climate change through capacity building and specific actions for improving livelihoods (Government of Nepal, 2021).

Almost one third of all NAP documents (29%) now refer to gender responsiveness, whereas in the 2018 review none of the documents referenced this approach. The greatest increase has happened since 2020, which coincides with the establishment of the enhanced GAP; this may suggest that the GAP update process raised awareness of the need for a gender-responsive approach. Among the recently submitted documents, some countries have chosen to include the promotion of gender-responsive approaches to climate change adaptation as a guiding principle of their NAPs. For example, the NAP from Armenia indicates that by recognizing and addressing differences, adaptation can help promote the participation of women in decision making (Government of the

Republic of Armenia, 2021). In another example, Timor-Leste aims to formulate principles to ensure its NAP process is gender responsive, to be applied in policies, projects, and programs across sectors and levels, including subnational (Secretariat of State for Environment, 2021).

Figure 1. Framing of gender issues in NAP documents



Source: Authors' diagram.

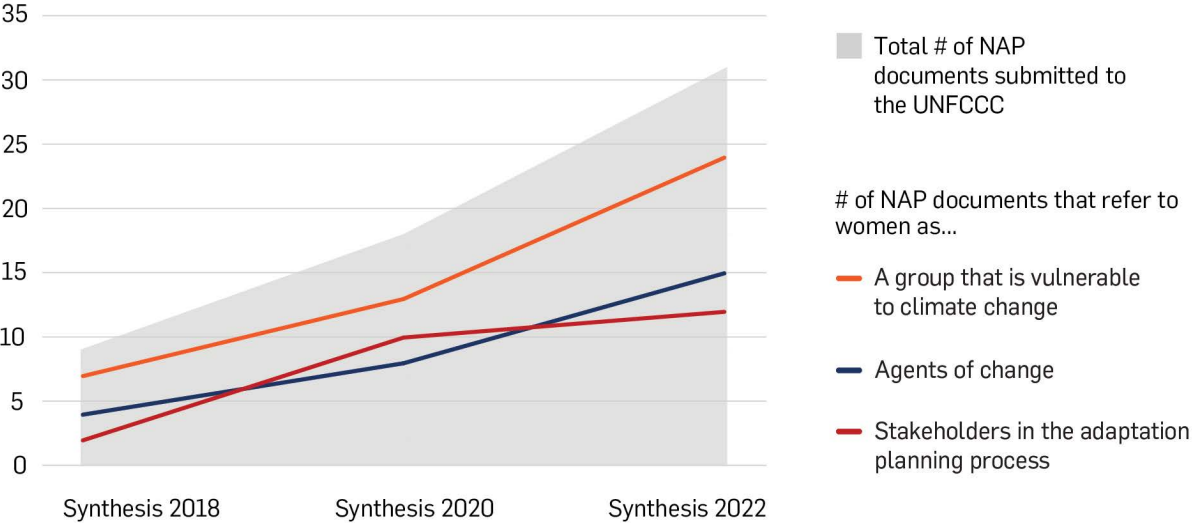
More NAP documents are including other relevant concepts that may provide entry points for gender and social inclusion considerations to be integrated into NAPs. For example, 71% of all the documents make reference to concepts like inclusion, empowerment, human rights, and discrimination. Many documents also include references to other vulnerable groups, such as the elderly, youth, Indigenous Peoples, people with disabilities, and others from other socially marginalized groups. In one example, the NAP document from Tonga points out that men, women, children, people with disabilities, the poor, and the elderly are affected by climate change in different ways. The document contains specific adaptation actions to integrate these groups into the development of sectoral plans (Department of Climate Change, 2018).

Positioning of Women in NAP Documents

The proportion of NAPs positioning women as a particularly vulnerable group has remained relatively consistent, currently at around three quarters of the documents. Some of the recently submitted documents, like South Sudan's NAP, make reference to the relationship between gender inequality and vulnerability to climate change. The NAP discusses how women and girls are more vulnerable to the impacts of climate change due to a variety of socio-cultural factors, and how climate change impacts may disproportionately affect women and girls, with the potential to increase inequality (Ministry of Environment and Forestry, 2021).

Within the review of new documents submitted during the 2020–2021 period, a limited number identified women as a stakeholder group in the adaptation planning process. Given the importance of gender-balanced and inclusive stakeholder engagement for the effectiveness of NAP processes, this is disappointing to see. However, since 2018 there has been a steady increase in the number of NAP documents that recognize women as agents of change in adaptation planning processes. Approximately half of all NAPs now recognize that the inclusion of women and the recognition of their lived experiences can strengthen the outcomes of adaptation planning processes. For example, Liberia’s NAP states that although women are particularly vulnerable to climate change impacts, “their unique knowledge and perspectives also provide opportunities for inclusive, equitable, and efficient adaptation responses and coping strategies” (Environmental Protection Agency, 2021, p. 65). This reflects a growing recognition that women and men bring different perspectives and strategies to adaptation.

Figure 2. Positioning of women in NAP documents



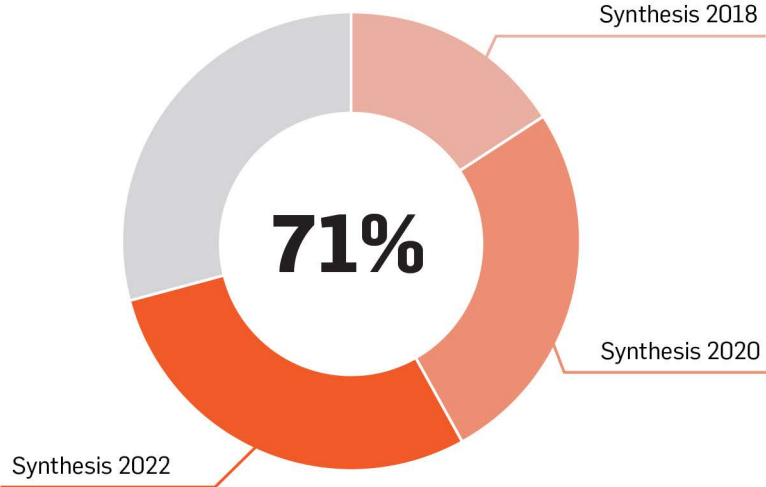
Source: Author diagram.

Use of Gender Analysis to Inform Adaptation Planning

Countries continue to recognize the importance of using gender analysis to inform adaptation planning. A significant number of NAP documents (71%) demonstrate evidence that gender analysis has either informed the framing of the document or pointed to the need to build gender considerations into the implementation of the NAP. For example, in South Africa’s NAP document, it was noted that literacy rates among women and other vulnerable groups remain low, and as such, when formulating communication strategies, this needs to be considered so that the approach is inclusive of people who cannot read or write (Department of Forestry, Fisheries and

the Environment, 2021). Cambodia's NAP document commits to the creation and application of guidelines to assess if the budgets for ongoing and future adaptation projects are gender responsive (National Climate Change Committee, 2013). These examples highlight how gender analysis can be used to inform different activities under NAPs.

Figure 3. Percentage of NAP documents that include evidence of gender analysis



Source: Author diagram.

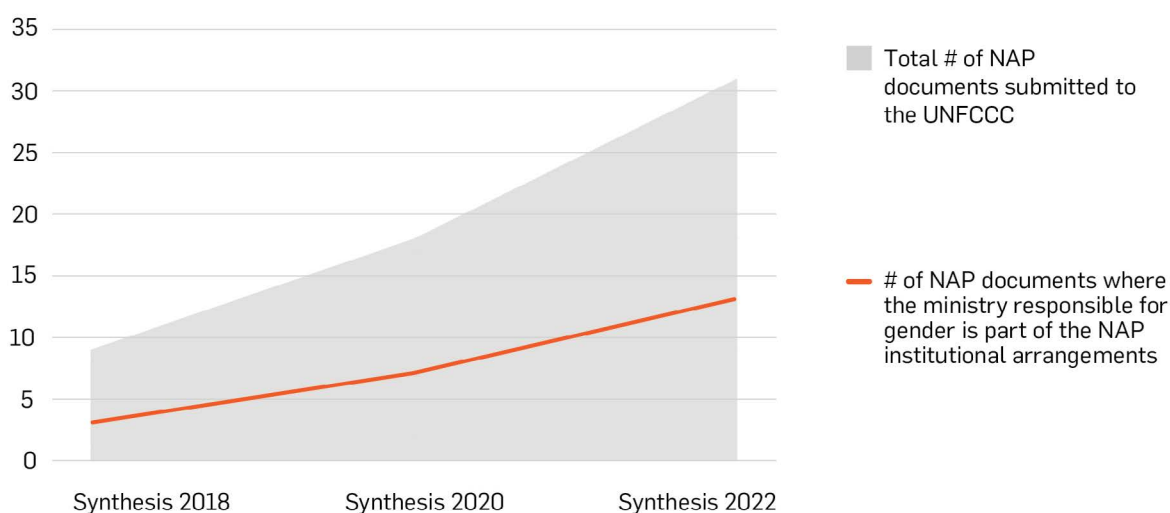
Consideration of Gender in Institutional Arrangements for Adaptation

Progress has been made on the integration of gender considerations into the institutional arrangements for countries' NAP processes since the 2020 review was completed. Nearly half of the recently submitted documents mention the ministry or department responsible for gender equality as part of the NAP institutional arrangements. Generally, we have observed two different approaches for integrating gender into institutional arrangements. The first approach was the inclusion of the women's ministry in working groups and other coordination mechanisms created for the development and implementation of the NAP. For example, in Liberia, the NAP document indicates that the process will be led by the Environmental Protection Agency in coordination with other ministries, including the Ministry of Gender, Children, and Social Protection (Environmental Protection Agency, 2021).

The second approach was to have the gender bureau or women's ministry listed as the responsible agency for implementing specific adaptation actions, coordinating thematic sector work programs, or leading in the tracking of indicators in the M&E system. For example, the NAP document for Nepal has the Ministry of Women, Children and Social Welfare listed as the coordinating ministry

for their Gender Equality, Social Inclusion, Livelihoods and Good Governance thematic sector (Government of Nepal, 2021). This demonstrates that countries are beginning to recognize ministries responsible for gender equality as key partners in the implementation of adaptation actions prioritized in NAPs.

Figure 4. Inclusion of ministries responsible for gender equality in institutional arrangements for adaptation

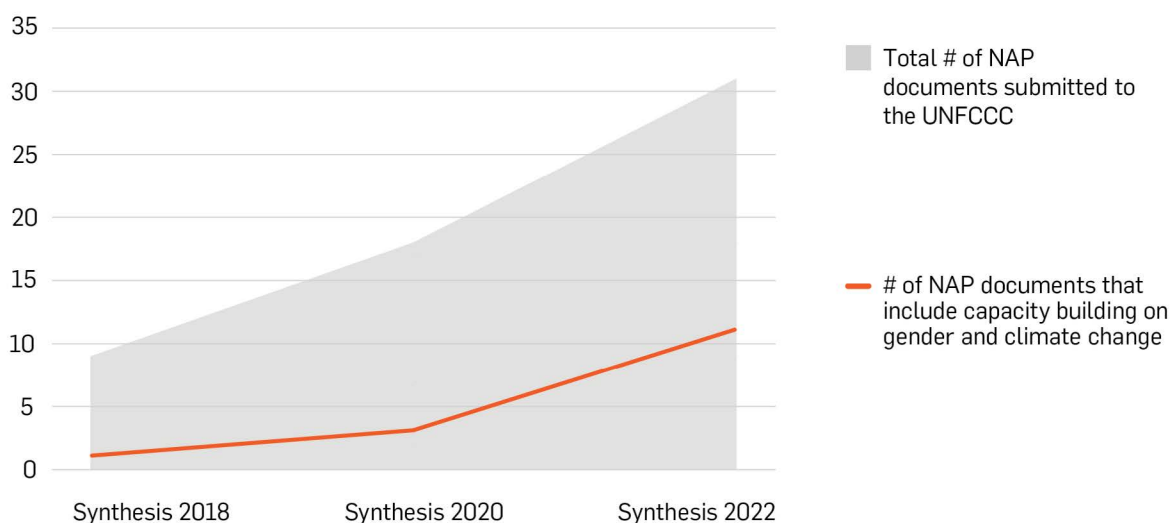


Source: Author diagram.

Capacity Building on Gender and Climate Change in the NAP Process

Our 2020 synthesis report highlighted the need for additional investment in capacity development for gender-responsive NAP processes, recognizing that capacities are needed by both climate change and gender actors (Dazé, 2020a). In the review of recently submitted NAP documents, we found that nearly two thirds included references to capacity-building activities with regards to gender and climate change, compared to very few of the NAPs reviewed for previous synthesis reports. In the recently released documents, more countries recognize the need to build capacity on this issue in their ministries, line agencies, and departments responsible for their NAPs. For example, Tonga's NAP includes specific adaptation actions to develop capacity in gender mainstreaming and social inclusion in its climate change and disaster risk management agencies (Department of Climate Change, 2018). Several countries recognize the need for capacity-building activities for women and marginalized groups, including Nepal, whose NAP recognizes that increased access to capacity building and training will be needed to reduce climate vulnerability for women and marginalized groups (Government of Nepal, 2021).

Figure 5. NAP documents that include capacity-building activities on gender and climate change

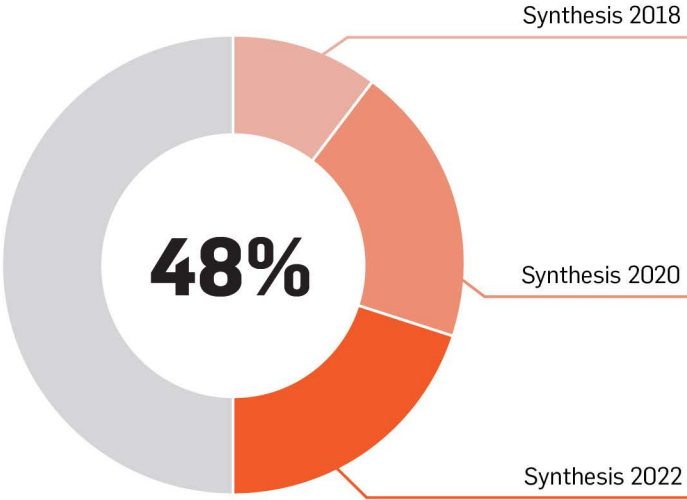


Source: Author diagram.

Integration of Gender Considerations in Adaptation M&E

More countries are indicating that they will address gender issues in their adaptation M&E systems, with just under half of all NAPs reporting that their M&E systems will integrate gender considerations. Countries understand that M&E systems must facilitate the collection of gender-disaggregated data, track specific indicators on the participation of women's groups in the NAP process, and allow for the identification of new opportunities to ensure that there are equitable benefits from adaptation actions. For example, Nepal's NAP document presents the M&E system as an opportunity to collect gender-disaggregated data and data on social inclusion so that they can ensure that resources for and benefits from adaptation actions are equitable (Government of Nepal, 2021). Other countries are incorporating specific indicators that track participation of women's groups and other organizations in the NAP process. For example, Suriname's M&E framework includes indicators that track the number of women's groups engaged in training and capacity-building activities and for assessing the extent to which adaptation actions reduce gender and social inequalities (Government of Suriname, 2019).

Figure 6. Percentage of NAP documents that indicate gender considerations will be integrated into their M&E systems



Source: Author diagram.

Box 2. SRHR in NAP documents

Building on our 2020 report, jointly developed with Women Deliver (NAP Global Network & Women Deliver, 2020), we have continued tracking how SRHR are reflected in NAP documents. The latest analysis shows that more than half of the NAP documents submitted to date include some reference to SRHR. This includes mentions of gender-based violence, pregnancy and maternal health, and HIV/AIDS. For example, the NAP from Suriname notes the need for training on sexual and gender-based violence for volunteers working in disaster zones (Government of Suriname, 2019).

6

Gender in NAP Processes: Promising examples

Recognizing that NAP documents are only one indicator of progress on adaptation action, this section presents promising examples from countries that are taking concrete steps to integrate gender considerations into their NAP processes.

Gender Analysis: The basis for gender-responsive adaptation action in the Central African Republic

The Ministry of Environment and Sustainable Development in the Central African Republic submitted its first NAP to the UNFCCC in February 2022. The NAP treated gender as a cross-cutting issue and includes specific activities, such as incorporating gender analysis in risk and vulnerability assessments, raising awareness of gender and social issues as they relate to climate change, and integrating gender considerations in capacity-development processes for the NAP (République Centrafricaine, 2022). A gender analysis was conducted to support the gender-responsive implementation of the NAP. The analysis emphasized the gender equality framework that is already in place, including a national policy for equity and equality, a strategy to combat gender-based violence, and an action plan on women, peace, and security. It highlighted the gender issues that must be taken into consideration in the NAP, including the prevalence of gender-based violence, barriers to land tenure for women, and lower enrolment in education for girls. However, recent data is limited. The underrepresentation of women in government and private sector institutions was also noted as an issue to be addressed (Ministère de l'Environnement et du Développement Durable, 2022).

The gender analysis presented recommendations for the implementation of the NAP process for both enabling activities and sector-based adaptation actions. For example, to ensure that efforts to strengthen governance and institutional coordination on adaptation are gender-responsive, it recommended that the government build the capacity of the gender focal points in relevant ministries to support adaptation processes. Recommendations for gender-responsive adaptation in the agricultural sector focused on issues such as equitable access to information, services, and markets, as well as the need to support women's entrepreneurship in agribusinesses. The need for gender expertise throughout the implementation process was also included in the recommendations (Ministère de l'Environnement et du Développement Durable, 2022).

Understanding the Role of Knowledge, Attitudes, and Behaviours in Advancing a Gender-Responsive NAP Process in Chad

Led by the Department of Environmental Education and the Fight against Climate Change, the Government of Chad launched its NAP process in 2019. In 2021, an analysis was undertaken to understand the knowledge, attitudes, and behaviours of national actors related to the link between gender and adaptation and how these can inform recommendations for the NAP process. The study engaged a range of climate change and gender actors, including government and civil society representatives. The process found that there is some level of knowledge about the link between gender and climate change among the national actors surveyed; however, this knowledge is not uniform, and major gaps remain. It brought to the forefront the role of the socio-cultural context in creating resistance to gender-responsive approaches—for example, a considerable number of participants believed that violence against women was justified, either always (12%) or under certain circumstances (27%). These types of attitudes represent important barriers to the inclusion of women in decision making for adaptation (Ministère de l'Environnement, de l'Eau et de la Pêche, 2021).

Among other recommendations for the NAP process, the report emphasized the importance of using language related to gender that is most likely to generate consensus, for example, by speaking about equality and human rights. It also noted that the majority of participants (77%) believe that there are other forms of discrimination that are more important to address than gender, so an intersectional approach will be needed to get relevant decision-makers and civil society actors on board. It recommended the meaningful engagement of civil society organizations working for gender equality in the NAP process, as well as the engagement of one or more gender experts to accompany the process to ensure that a gender-responsive approach is adopted (Ministère de l'Environnement, de l'Eau et de la Pêche, 2021). This analysis could be repeated in the future to assess changes in the knowledge, attitudes, and behaviours related to gender equality in the field of climate action in Chad.

Visual Storytelling as a Tool for Amplifying Underrepresented Voices in the NAP Process in Ghana and Kenya

Government actors in Ghana and Kenya recognize that it is important for effective adaptation planning to hear from people on the front lines of climate change, particularly women, who are often underrepresented in decision making. The challenge is how to make these dialogues happen and how to find a common language to talk about climate change, its impacts, and strategies for building resilience. In collaboration with the Environmental Protection Agency in Ghana and the Climate Change Directorate within the Ministry of Environment and Forestry in Kenya, the NAP Global Network and Lensational, a non-profit social enterprise that aims to elevate the voices of

women from underrepresented groups and communities, explored how visual storytelling could be used to communicate women's perspectives and promote dialogue on climate change adaptation.

Through this pilot initiative, groups of women received training in photography and new approaches to storytelling, enabling them to develop visual stories that capture the impacts of climate change on their lives and on their communities, as well as their visions of resilience. During policy dialogues held in March 2022, the trainees had the opportunity to share their stories with national decision-makers, including the NAP teams within government, as well as other actors from civil society, the private sector, and the media. Through round table discussions based on these visual stories, participants developed a shared understanding of the effects of climate change on women's lives and the adaptation priorities for their communities. The decision-makers involved were deeply moved by the dialogues and are committed to furthering this type of approach within their NAP processes, while the trainees appreciated the opportunity to tell their personal stories and to be heard by policy-makers (Hoffmann & Dazé, 2021; L. Kibandi, personal communication, May 12, 2022; NAP Global Network, 2022).

Formalizing Institutional Arrangements for Collaboration on Gender Mainstreaming in Climate Action in Côte d'Ivoire

Since 2018, Côte d'Ivoire's Ministry of the Environment and Ministry of Women have been actively working to collaborate on gender mainstreaming in climate action, including in the country's NAP process. They began with a gender analysis for the NAP process, which helped illuminate context-specific gender and climate change linkages, and provided some practical recommendations that could be followed. This included the establishment of a National Gender and Climate Change Platform, to promote networking among the national stakeholders working on climate change and on gender equality. Efforts were made to build the capacities of these experts, equipping them to work together on the nexus of gender and climate change (Dekens & Anaman, 2022).

An important aspect of strengthening the collaboration was its formalization through the signing of a memorandum of understanding between the two ministries in 2021. This represents a high-level political commitment, as it is the first such agreement to be signed between these particular government actors. It commits to shared action in three main areas: data management and knowledge development; improving gender mainstreaming in climate and sector-based policies and financing; and monitoring and evaluation related to climate action. The memorandum of understanding required considerable effort to realize; however, it is viewed as a meaningful step, demonstrating ownership of the topic and a strong commitment to systematically addressing the links between gender and climate change in the ministries' respective policies, strategies, and programs (Dekens & Anaman, 2022).

Building Practical Capacities of Government Actors on Gender and Climate Change in the Dominican Republic and the Republic of Marshall Islands

In the Dominican Republic and the Republic of the Marshall Islands (RMI), training on gender and climate change was prioritized as an important step in building a gender-responsive NAP process. In June 2021, a training on gender-responsive NAP processes was organized in RMI, attended by 27 representatives of the government and international organizations. The training, based on a gender and human rights analysis conducted for the NAP process, provided participants with an overview of key issues for the NAP process, and explored how to apply a gender lens in the identification of adaptation options, for example by identifying and addressing gender-specific barriers to adaptation and identifying targeted adaptation options for people of different genders, while recognizing that other factors beyond gender may influence vulnerability and adaptive capacity.

In February 2022, a 2-day training workshop was organized in the Dominican Republic to build knowledge on gender and climate change linkages. Nearly 30 government actors representing different ministries—including environment, finance, public administration, and gender—participated in the training. The training covered concepts and theory related to gender, as well as practical tools and approaches such as gender analysis, gender-responsive stakeholder engagement, and gender mainstreaming. Participants indicated that the training had provided them with enhanced capacity to take a gender-responsive approach in their work.

Integrating Gender Considerations in Monitoring, Evaluation, and Learning for Sector-Based Adaptation Actions in Suriname

Suriname's NAP, submitted to the UNFCCC in 2019, makes a commitment to ensuring that adaptation action reduces gender and other social inequalities (Government of Suriname, 2019). To further elaborate the priorities identified in the NAP, a sector adaptation strategy and action plan (SASAP) was developed for the water resources sector.² The SASAP was developed to facilitate a gender-responsive approach to adaptation in the sector. It points to the mandates already in place, including the Gender Vision Policy Document, which includes environment and climate change as a priority area (Ministry of Home Affairs Bureau Gender Affairs, 2019). An overview of gender issues that are important for adaptation in the water resources sector underscores how roles and responsibilities in the sector differ by gender and highlights gender gaps in governance structures at all levels in the country (Government of Suriname, 2022; Ministry of Home Affairs Bureau Gender Affairs, 2019).

² The SASAP was developed under the Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean project and the Global Climate Change Alliance Suriname Adaptation Phase 2 Project.

The SASAP applies a gender lens to adaptation in the water resources sector, providing government actors and NAP stakeholders with a clear set of actions that can be taken—these are outlined in a set of concept notes for priority adaptive measures. Importantly, gender considerations are integrated into the monitoring, evaluation, and learning framework for the SASAP. This includes specific indicators, such as the gender balance in key decision-making structures and gender-disaggregated data on participants in climate change stakeholder institutions. Beyond these output-oriented indicators, the framework provides guidance on evaluating outcomes with consideration of gender issues, for example by comparing the reduction in time spent by people of different genders and ages to fetch drinking water in both “normal” times and during droughts and floods. The learning component explores questions related to the guiding principles for the NAP process, including related to how participation in decision making in the water resources sector can be increased for underrepresented and vulnerable groups (Government of Suriname, 2022).

7

Looking Forward

In our 2020 synthesis report, we pointed to the transformative potential of the coming years in terms of advancing gender-responsive and socially inclusive approaches to adaptation. While there is still a long way to go, there are many things to be celebrated in this review of progress. The increased attention to gender and climate change linkages at the international level demonstrates the momentum that has been created to address this nexus in an integrated way. The evolution in the framing of gender issues, with a more nuanced and intersectional perspective, shows that the adaptation and gender community is learning and adjusting as we go and that this learning is being picked up by national decision-makers and stakeholders in NAP processes. Countries are increasingly treating gender as an issue that cuts across NAP processes, through planning, implementation, and tracking progress, and recognizing that this requires targeted capacity development and institutional arrangements that facilitate collaboration among gender and climate actors.

Looking forward from 2020, we emphasized the need for further effort in three areas: developing capacities to integrate gender considerations in NAP processes; strengthening the linkages between subnational and national adaptation processes; and gender-responsive adaptation finance. The NAP documents demonstrate some progress in relation to commitments to capacity development for gender-responsive approaches, while the practical examples from the Dominican Republic and RMI demonstrate how this can be done. Additional information and analysis would be needed to effectively assess progress in the other two areas: vertical integration and finance. However, we believe that these will continue to need ongoing attention and investment, particularly as countries move from planning to implementation in their NAP processes.

At this midpoint in the GAP, the progress made in advancing gender-responsive NAP processes demonstrates their potential as a mechanism for ensuring that climate action addresses gender and social inequalities. As processes that are participatory, cross-sectoral, and focused on medium- and longer-term planning, NAPs present unique opportunities to analyze and address the gender and social issues that must be addressed for adaptation outcomes to be equitable. Their iterative nature allows for learning and adjustment, recognizing that social contexts are dynamic and that systemic change takes time. As countries increasingly move from planning to implementation of adaptation actions, more opportunities are created to work with diverse stakeholders to build resilience while also creating more equitable communities and societies.

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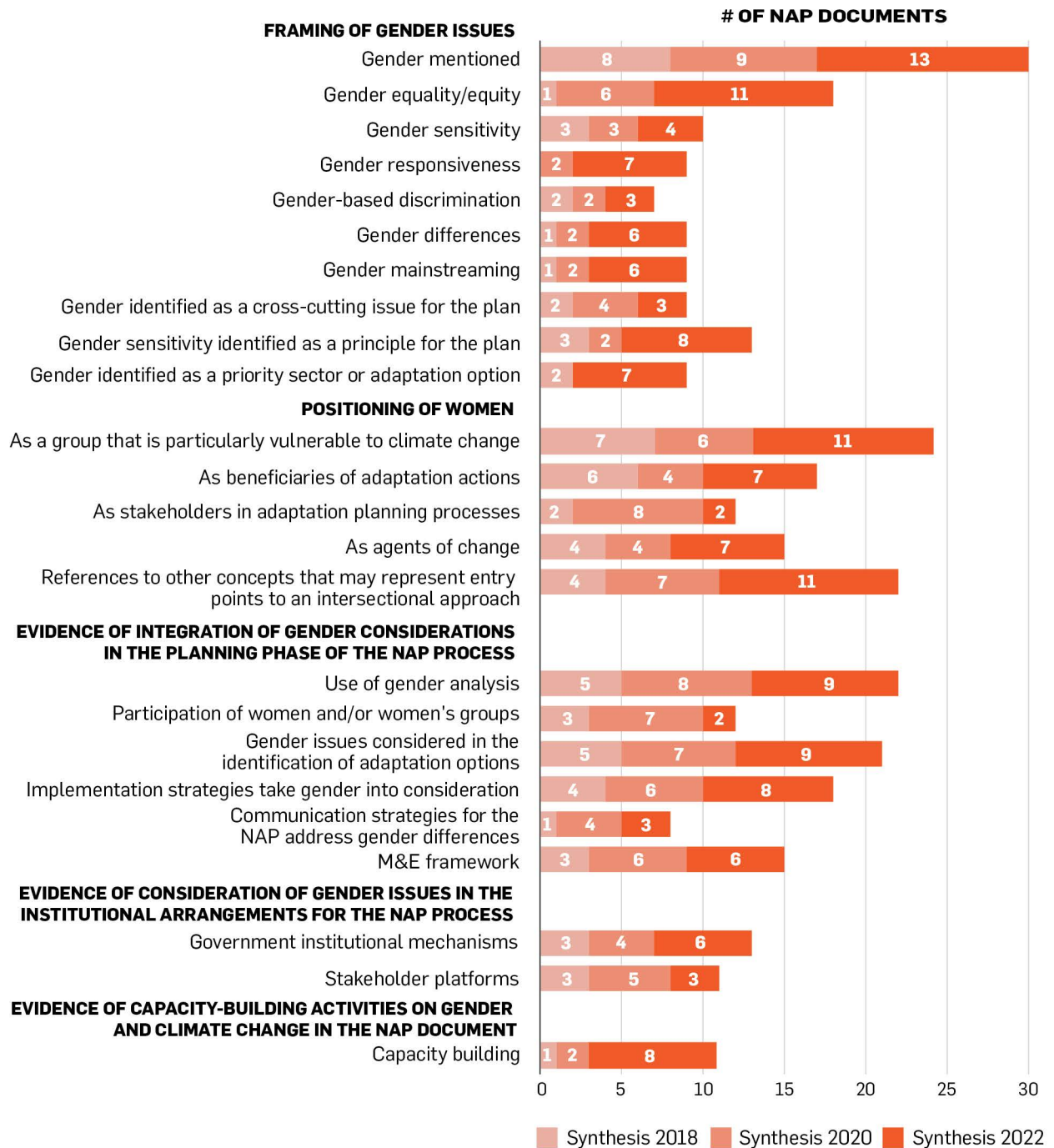
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Appendix 1. Overview of Gender Reviews of NAP Documents

Reviews were completed for 31 NAP documents from the following countries:

- 2018 Synthesis Report: Brazil, Burkina Faso, Cameroon, Chile, Kenya, Palestine, Sri Lanka, Sudan, and Togo
- 2020 Synthesis Report: Colombia, Ethiopia, Fiji, Grenada, Guatemala, Kiribati, Saint Lucia, St. Vincent and the Grenadines, and Uruguay
- 2022 Synthesis Report: Albania, Armenia, Cambodia, Kuwait, Liberia, Nepal, Paraguay, Peru, South Africa, South Sudan, Suriname, Timor-Leste, and Tonga



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 due to a lack of documentation or because there is additional work to be done to elaborate particular aspects of the plan.



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