

Maximizing the Impacts of Targeted Gender Analyses for the National Adaptation Plan Process



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Introduction

The National Adaptation Plan (NAP) process represents an important opportunity to ensure that investments in adaptation are effective and sustainable and that they generate equitable benefits for people of all genders and social groups, including those who are most vulnerable to the impacts of climate change (Dazé & Hunter, 2022; Dekens & Dazé, 2019). Gender analysis is an essential tool for gender-responsive NAP processes, enabling countries to understand gender differences in climate change impacts, decision-making power, and opportunities to participate in—and benefit from—adaptation, as well as the opportunities and gaps in the policy and institutional context (Dekens & Dazé, 2019; NAP Global Network & United Nations Framework Convention on Climate Change [UNFCCC], 2019). Seizing this opportunity, the NAP Global Network has worked with several countries to undertake targeted gender analyses to inform their NAP processes.

In 2019, the NAP Global Network published a first briefing note on gender analyses for the NAP process (Dekens & Dazé, 2019) describing the rationale and approach used in six African countries¹ and presenting common themes that emerged from the process, as well as lessons learned. A few years on, this second briefing note seeks to assess how the gender analyses have been used as countries advanced their NAP processes, the changes they contributed to, and the key factors that enabled those changes.

¹ Benin, Côte d'Ivoire, Ethiopia, Guinea-Conakry, Madagascar, and Togo.

This assessment focuses on a sample of nine countries that have undertaken gender analyses for their NAP processes since 2017, including five of the six countries covered in the first briefing note, as well as four analyses that were subsequently completed. It is based on a review of country documents, including NAPs, gender and climate change strategies, and other relevant documents (such as implementation strategies) to analyze how the findings and recommendations of the gender analyses have been integrated. The document review was complemented by information gained through exchanges with representatives from four countries.² The countries were able to respond through interviews or by filling in a questionnaire.

In sharing these reflections, we aim to demonstrate the value of targeted gender analysis in promoting adaptation action that is gender responsive, while also documenting learning that may be useful for other countries undertaking gender analysis for their NAP processes. The findings are illustrated by concrete examples from the countries included in the assessment. Finally, key factors are identified for maximizing the impact of these analyses in advancing gender-responsive NAP processes.

Overview of the Gender Analyses

Gender analysis is a tool that builds understanding of gender differences in the distribution of resources, opportunities, and constraints, as well as roles, relationships, and power dynamics among people of different genders. It helps to identify gender-specific needs and priorities, providing a basis for integrating gender considerations in policies, programs, and institutions (Government of Canada, 2017; NAP Global Network & UNFCCC, 2019; Swedish International Development Cooperation Agency, 2015; UN Women Training Centre, 2017).

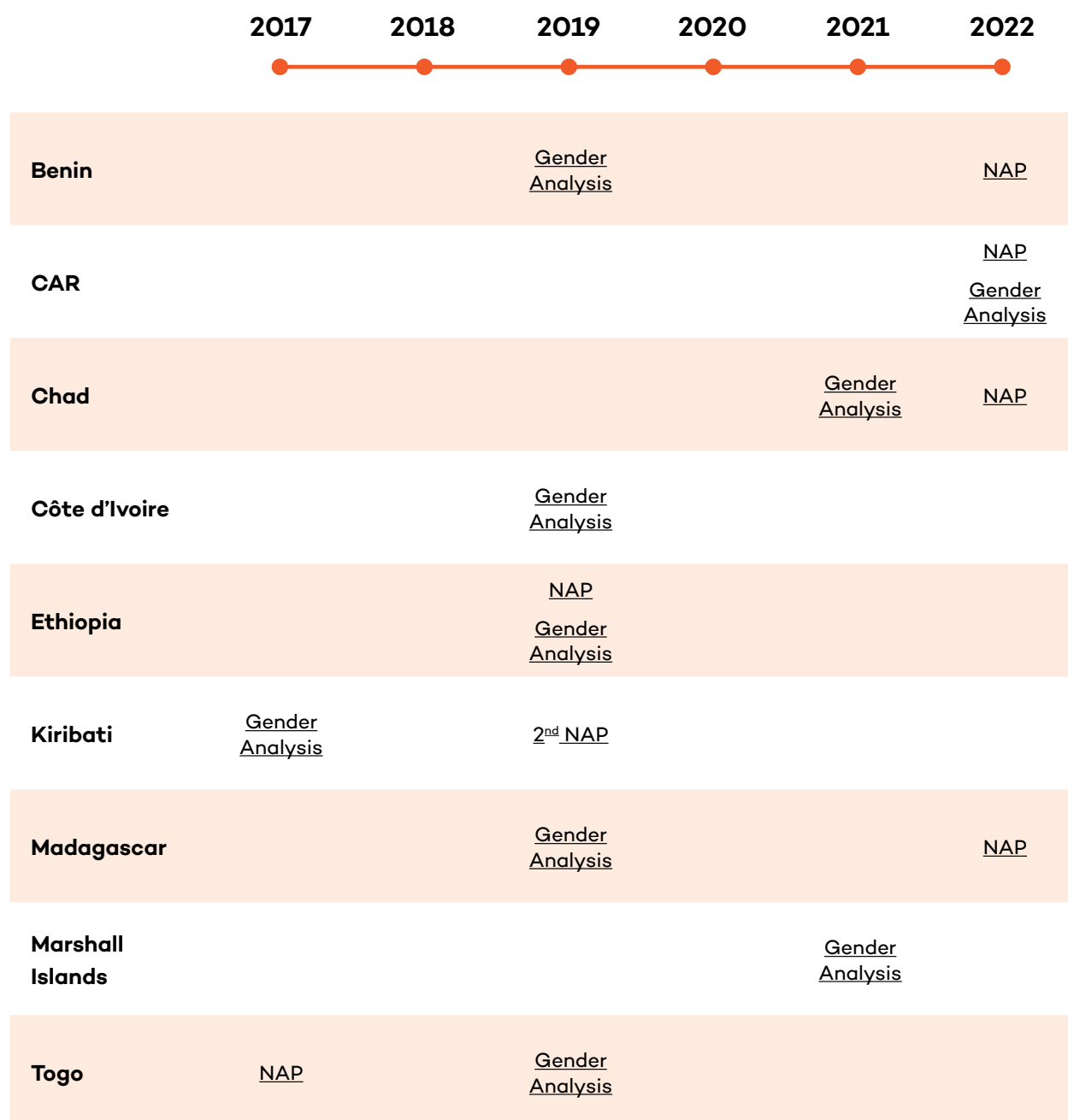
The gender analyses included in this assessment were supported by the NAP Global Network between 2017 and 2022. The countries and the dates of the analysis are shown in Figure 1.

According to the first NAP Global Network briefing note on gender analysis (Dekens & Dazé, 2019), gender analyses for NAP processes typically consist of four major components:

- a policy and institutional analysis, which aims to understand how gender and climate change adaptation are linked, or not, in existing policies, strategies, and institutional arrangements;
- a technical analysis exploring the links between gender and climate change—for example in priority sectors for adaptation—to identify practical considerations for prioritization, implementation, and monitoring, evaluation, and learning (MEL) of adaptation action;
- analysis of the implications for the NAP process, elaborating the findings that are relevant for adaptation decision making; and
- development of recommendations for the NAP process.

² Benin, Central African Republic (CAR), Chad, and Côte d'Ivoire.

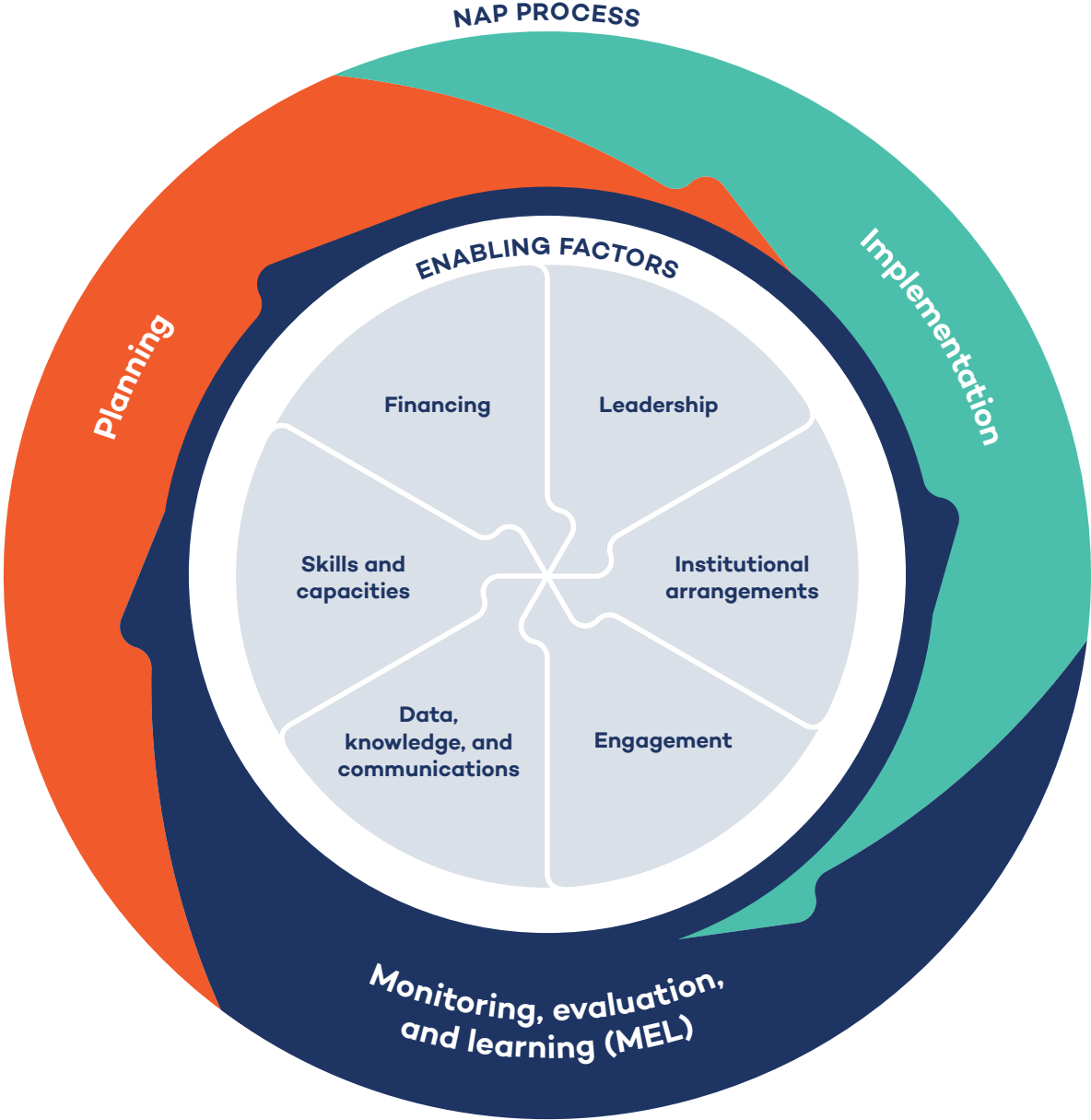
Figure 1. Timing of gender analyses and NAPs included in the assessment



Gender analysis is useful to inform decision making throughout the NAP process, from planning, through implementation, and supporting MEL. It is also important for putting in place the enabling factors for the NAP process (see Figure 2) (Dekens & Dazé, 2019; NAP Global Network & UNFCCC, 2019). The gender analyses reviewed for this briefing note have been mainly carried out in the early stages of the NAP processes. In two cases (Ethiopia and CAR) the gender analysis

was completed concurrently with the finalization of the NAP document. Togo did its gender analysis after the finalization of its NAP document, approximately 1 year after its completion, while Kiribati used the gender analysis to update its NAP. Even if the demand is higher at the beginning of the NAP process—and the recommendations often easier to action—the interviews with country partners confirmed that the analysis can be useful at any stage of the process.

Figure 2. Phases and enabling factors in the NAP process



Source: NAP process illustration – NAP Global Network, 2023.

Across the gender analysis reports assessed for this briefing note, there is some variation in the emphasis on the different components mentioned above, with each country taking a slightly different approach. For example, all four components are addressed in the analysis carried out in CAR; however, the analysis undertaken by the Republic of the Marshall Islands focused on the policy and institutional analysis and did not include a technical analysis. The government of Chad carried out an analysis of gender-related knowledge, attitudes, and behaviours in relation to climate change, which included an assessment of barriers and opportunities for the NAP process, as well as recommendations to enable a gender-responsive approach. These examples confirm the importance of adjusting the methodology to the particular context (taking into account what has already been done) and the objectives that the NAP team is seeking to achieve.

Dissemination of the analysis is a key step to ensure its uptake. In all countries, the analysis was documented in a report including key findings and recommendations in the language(s) most used by the government—for example, the report from Chad was in French with a summary in Arabic. The interviews with NAP teams have confirmed that the gender analysis reports have most often been disseminated electronically. They all have been posted on the NAP Global Network website and have been disseminated by representatives of the different ministries responsible for the NAP process through emails to NAP stakeholders. It is important to note that very few countries have made the analysis available on their own government websites, but they have sometimes shared it through informal communication channels. For example, in the case of Benin, the analysis was distributed through email and WhatsApp to the NAP group, reaching representatives of the Ministry of the Environment and sectoral ministries involved in the NAP process (W. Mongazi, personal communication, June 2023).

Some countries have been able to complement this approach through the dissemination of printed copies. For example, Côte d'Ivoire was able to secure funding to print 100 copies of the report and has also produced a brochure presenting some of the findings. This has proven very useful in reaching people who were less involved in the NAP process or who have more limited access to the Internet (J. Anaman, personal communication, July 2023).

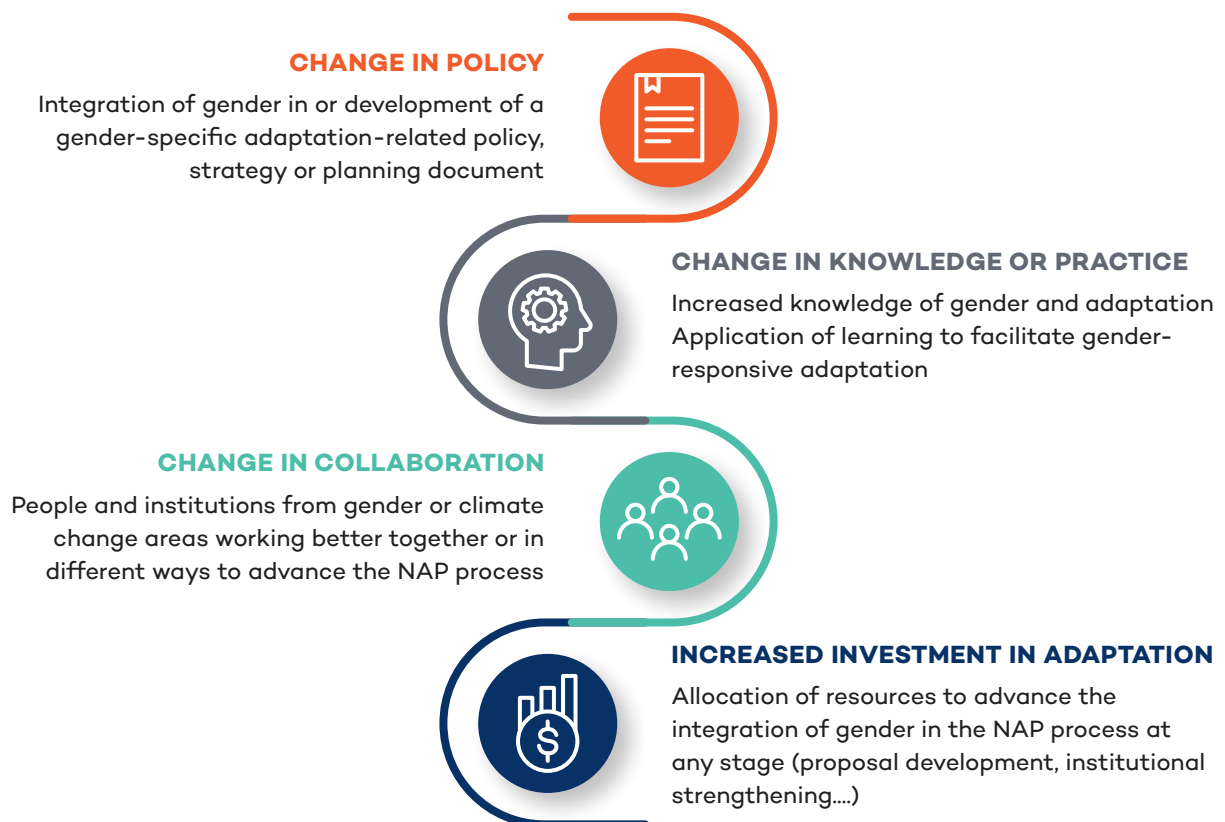
A few countries have also been proactive in sharing the results of the gender analysis on an ongoing basis. In one example, members of the Gender and Social Inclusion Unit in the environment ministry, as well as the NAP coordinator from Côte d'Ivoire, frequently mention the analysis in official presentations as one of the first steps of their gender journey. This has increased the visibility of the gender analysis and created regular demand for the report (J. Anaman, personal communication, July 2023). In CAR, the government also got the support of civil society organizations in the dissemination of the gender analysis findings. The climate change focal point of the Organisation des Femmes Centrafricaines (Organization of Central African Women) has shared the findings with some of the women's associations that are affiliated with her organization (C. Sekola, personal communication, July 2023).

Impacts of Gender Analysis

Our assessment found that the gender analyses had impacts at different levels within the country NAP processes: they have served to influence policy decisions and documents; they have improved knowledge and practice related to gender-responsive adaptation; they have increased collaboration; and they have motivated new or better-targeted investments. These different types of impacts are shown in Figure 3.

It is important to note that some of the analyses are relatively recent, which means that it is somewhat early to assess impacts. Further, we had varying amounts of information to work with for the different countries; in a few cases, we were able to hear directly from NAP teams and others involved in the analyses, whereas in others we were relying on publicly available documents—this may mean that there are results not captured here. Despite these limitations, we have been able to identify evidence of change related to all four types of impact, as described in the sections that follow.

Figure 3. Types of impacts resulting from the gender analyses



Source: Authors' diagram, adapted from NAP Global Network, 2021.

Changes in Knowledge and Practice

Though the specific process for the gender analysis varied from country to country, it generally involved some sort of stakeholder engagement, through workshops or key informant interviews, or both. Participants in our interviews confirmed that this engagement helped participants to better understand and reflect on the linkages between adaptation and gender. In some countries, it was an important opportunity to explore how best to frame gender and adaptation concepts in their particular context and to develop a more nuanced understanding of the links. There is some evidence that the analysis has contributed to specific practices that support the integration of gender into the NAP process: for example, a representative from Benin indicated that they were systematically integrating gender considerations into terms of reference for vulnerability assessments that were undertaken (P. Jimaja, personal communication, April 2020).

In other cases, the gender analysis has provided a basis for training on gender and adaptation for NAP stakeholders. The Republic of the Marshall Islands and Côte d'Ivoire are two examples where the analysis provided content and/or motivation for conducting training oriented toward better integration of gender considerations in the NAP process. Linking the analysis to targeted training can help to ensure that stakeholders have the knowledge and tools they need to act on the recommendations.

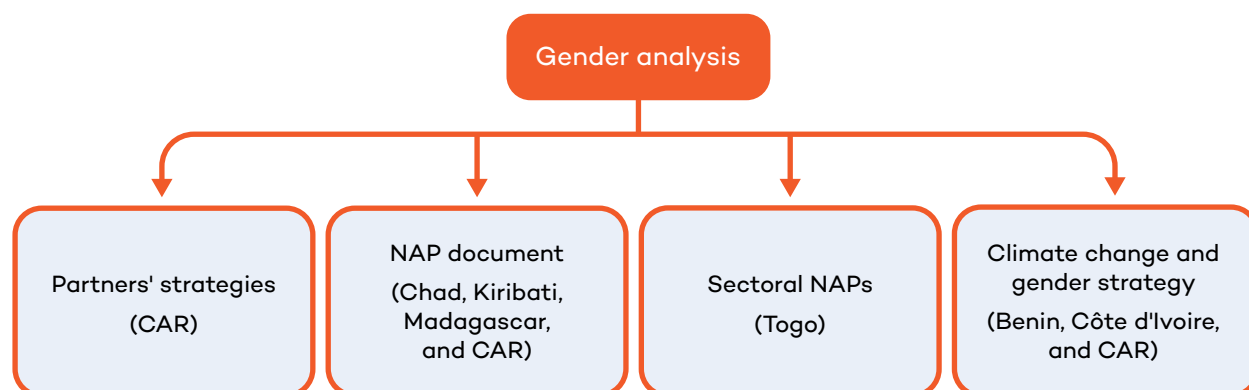
The process can also contribute to knowledge strengthening outside the government. The consultant who supported the analysis in Chad noted that the process helped some representatives from women's umbrella organizations who participated in the analysis to realize that their views and experiences on adaptation are important. Indeed, before the process, they participated in discussions on gender issues but did not realize that they could contribute to adaptation discussions by sharing how climate change is affecting them and how they are adapting. Since the process, they have been more confident to share their knowledge and contribute their ideas for adaptation in different climate change meetings that have been organized (C. Benoudji, personal communication, July 2023).

Changes in Policy

In several countries, the gender analyses were critical in shaping how gender was integrated into adaptation-related policies and strategies that were developed in the years that followed. Figure 4 shows the range of different strategic documents that have built on the findings and recommendations found in the gender analyses.

Out of the nine countries included in this review, five have finalized their NAP document and did their gender analysis before the NAP was completed. A review of the NAP documents showed that all but one of these countries reference the gender analysis in their NAP document. This was addressed in different ways across the NAP documents: by referencing the gender analysis as one of the steps in the NAP process; by including some of the technical findings on the gender differences that can influence climate change vulnerabilities or capacities; or by integrating some of the recommendations in the adaptation actions prioritized in the NAP.

Figure 4. Influence of the gender analyses on adaptation-related policies and strategies per country



Source: Authors' diagram.

For example, Chad's NAP mentions the study in the section on vulnerability factors, highlighting some of the findings, such as gaps in understanding of gender concepts and how they link to climate change. It also emphasizes the role played by cultural barriers and gender inequalities in education, care responsibilities, and barriers to participation in decision making as factors that exacerbate the vulnerability of girls and women to climate change, while also hindering their ability to engage in adaptation. It also includes a few actions that are in line with the recommendations of the gender analysis, including the development of a disaggregated database and actions to combat social norms that exacerbate gender inequality. In addition, the analysis contributed to the identification of gender and social protection as a new priority sector in the NAP (compared to the nationally determined contribution) (Republic of Chad, 2022).

In the NAP from Madagascar, there are a number of references to the gender analysis in the context sections. Further, in the elaboration of adaptation priorities, recommended actions from the gender analysis are incorporated. For example, in the description of the priority program focusing on improving access to potable water, one of the two objectives is for the specific priorities identified by women to be taken into consideration in the planning and implementation of water and sanitation infrastructure. Similarly, the priority focusing on strengthening early warning systems for cyclones aims to integrate gender, and the system will collect disaggregated data on victims of these extreme events (Ministère de l'Environnement et du Développement Durable, 2022).

Kiribati's gender analysis provided specific recommendations for the update of the Kiribati Joint Implementation Plan for Climate Change and Disaster Risk Management, which serves as its NAP (Dekens, 2017). The updated NAP directly incorporates many of these recommendations. For example, a specific section was added to describe women's role in the economy, recognizing that their contribution may be undervalued and that women's economic empowerment can help to build resilience of themselves and their families. The update process involved local gender

experts and representatives of the Women's Development Division, who engaged in dialogue with the expert group guiding the NAP process to strengthen gender considerations. Further, the document stresses the need for gender-equitable participation and engagement of organizations promoting gender equality in this expert group. Importantly, there is also a commitment to incorporate gender-equality indicators and evaluation of gender-differentiated impacts of adaptation actions in the MEL system (Government of Kiribati, 2019).

In other countries, the gender analysis has been used in the development of other government documents that are linked to the NAP process. For example, Togo used its analysis to inform the development of the NAP for the health sector. The health NAP was developed 1 year after the analysis was completed and includes alignment with the NAP gender analysis as a guiding principle (Ministère de la Santé, 2020). In another example, Ethiopia incorporated the recommendations from the gender analysis in its implementation roadmap for the NAP. This will help to ensure that all actors involved in the implementation of adaptation actions are aware of the need to integrate gender considerations (Federal Democratic Republic of Ethiopia, 2020).

Building on the recommendations included in the gender analyses, several countries moved on to develop specific climate change and gender strategies—this includes Côte d'Ivoire (Ministère de l'Environnement et du Développement Durable de la République de la Côte d'Ivoire, 2019), Benin (Ministère du Cadre de Vie et du Développement Durable du Bénin, 2022), and CAR (forthcoming). Though they are broader in scope than just the NAP process, these strategies enable countries to operationalize the recommendations from the NAP gender analyses in a number of ways. They build commitment to a shared vision for the integration of gender in climate action, including through the NAP process. They serve to prioritize concrete activities that respond to recommendations in the gender analyses and to establish roles, responsibilities, and a clear timeline. For example, the strategy from Côte d'Ivoire includes a plan of action with indicators, responsible actors, and the period of implementation for the priority actions identified (Ministère de l'Environnement et du Développement Durable de la République de la Côte d'Ivoire, 2019). Having the gender analysis was useful to provide content for the strategies, but also helped to convince decision-makers that a gender and climate change strategy was a useful step toward integrating gender-responsive approaches in the NAP process (M. Aïna, personal communication, 2023).

There is also some evidence that the gender analyses had a positive impact on the strategies of the organizations involved in the process. For example, in CAR, the Organization of Central African Women is currently revising its strategy and is using the gender analysis for the NAP as one of the key supporting documents to inform the revision. The Plateforme sur la Gestion Durable des Ressources Naturelles et de l'Environnement (Platform for the Management of Natural Resources and the Environment) also used the gender analysis to inform its own gender strategy, and they are supporting members of their platform to develop their own gender strategies (C. Sekola, personal communication, July 2023).

Changes in Collaboration

The policy and institutional component of the gender analyses generally involved a mapping exercise that identified the key gender actors active at the national level, including government and non-governmental actors. This helped the NAP teams better understand the expertise and resources that were available to support integration of gender into the NAP process. Consequently, the analyses helped foster new collaborations or reinforced existing ones, in particular between the ministry in charge of gender and the one responsible for the NAP process, between gender actors from civil society and the ministry of the environment, and between different countries working on advancing integration of gender considerations in NAP processes.

In Benin, the analysis has been a starting point to reinforce the collaboration between the Environment Ministry and the Ministry of Social Affairs and Microfinance, which is in charge of gender (W. Mongazi, personal communication, 2023). Similarly, in Côte d'Ivoire, the process has strengthened the collaboration between the ministries responsible for climate change and gender, which was formalized in a memorandum of understanding (NAP Global Network, 2022). In Chad, the analysis process has enabled better linkages between the associations working on gender and those working on climate change (C. Benoudji, personal communication, 2023).

Some representatives of Côte d'Ivoire have been able to present their approach and findings in different international gatherings and position themselves as leaders in terms of gender integration in the NAP process. Thanks to this positioning, they were approached by other countries, like Benin, to discuss their experience and share good practices and tips to carry out a gender analysis or, later on, develop a gender and climate change strategy (A. Koffi Kouame, personal communication, 2023).

Changes in Investment in Gender-Responsive Adaptation

There is less evidence that the gender analyses have facilitated investments in gender-responsive adaptation; however, there are some encouraging signs in Côte d'Ivoire, where the gender analysis contributed to the country's successful proposal to access NAP readiness funding from the Green Climate Fund. Further, some of the recommendations in the analysis will be implemented with the funding that has been secured (J. Anaman, personal communication, 2023). Since the analysis, the Gender and Social Inclusion Unit of the Ministry of the Environment has also been supporting the different teams to integrate gender in their climate change adaptation or mitigation projects using the relevant findings of the analysis. They have used it for projects submitted to the African Development Bank, the United Nations Development Programme, the Green Climate Fund, and the International Carbon Action Partnership. Having the findings and recommendations at hand has been very important as the integration of gender is increasingly required to obtain funds from bilateral or multilateral donors (A. Koffi Kouame, personal communication, 2023).

Key Factors That Maximize the Impact of Targeted Gender Analyses for the NAP Process

The extent to which the gender analyses have had an impact on the gender responsiveness of the NAP process varies from one country to another. While it is early to assess the impacts in some countries, the assessment also showed that there have been some missed opportunities to apply the analysis in subsequent steps of NAP processes. However, even if partner governments have faced difficulties in implementing the specific recommendations, the process of undertaking the analysis has contributed to building a foundation for gender-responsive adaptation action. The assessment also points to key factors that can help maximize the impact of gender analyses in advancing gender-responsive NAP processes, which are described below.

Ownership of the Gender Analysis Process by Key Actors

The support of key decision-makers for a gender-responsive NAP process has been essential to ensure that the analysis is being used and is one step in the process of integrating gender into adaptation action. This includes high-level actors, key people involved in leading and coordinating the NAP process, and gender actors, both within and outside the government. If influential decision-makers are not convinced of the importance of the issue, one of the objectives of the analysis can be to convince them and get their buy-in for future work. Involving them at strategic points (for example, when the scope of the analysis is being determined and when the analysis is being validated) can help ensure that they see the value of undertaking gender analysis and understand how it can be used going forward.

Engagement of Key Stakeholders, Ensuring a Diversity of Voices

Stakeholder engagement must be at the centre of gender analysis for the NAP process if it is going to be effective. Involving a diversity of stakeholders—including gender experts, government focal points, academics, representatives of women’s rights organizations, and other groups advocating for underrepresented groups—can help overcome data gaps, contextualize the analysis, and develop recommendations that are evidence based and actionable. If not already done, a stakeholder mapping exercise at the outset of the process is essential to identify the actors that should be involved, both in the gender analysis itself and in the NAP process over the longer term.

Proactive Sharing of the Results of the Gender Analysis on an Ongoing Basis

Given the diversity of actors involved in the NAP process—from sector ministries to local governments, to civil society and private sector actors—it is important to plan and budget for broad dissemination of gender analyses. Dissemination strategies need to take into account differences in language, Internet access, preferences for accessing information, and so on, in order to be effective. Different formats may be required to reach different audiences, including targeted presentations for meetings, printed materials, and summary versions, ensuring that dissemination is an ongoing effort, particularly at strategic decision points as the NAP process moves forward.

Targeted Recommendations That Are Directed at Specific Entry Points in the NAP Process

To be useful, gender analyses must provide clear and concrete recommendations that NAP actors can easily apply. This requires a solid understanding of the NAP process and where the key entry points for applying a gender lens exist. Recommendations can then be strategically structured to fit with the approach of the NAP process. For example, sector-specific recommendations can be useful in countries taking a sector-based approach to adaptation planning. In all countries, focusing on the enabling factors in Figure 1 can help to expand opportunities and overcome challenges that may be encountered in adopting a gender-responsive approach over the course of the NAP process. The gender analysis must also look beyond planning, providing recommendations for implementation and MEL of adaptation.

Ongoing Efforts to Support Application of the Gender Analysis in the NAP Process

The assessment illustrates the importance of the gender analysis process in raising awareness, engaging new stakeholders in the NAP process, and providing evidence for decision making. This process should not end with the completion of a report: the analysis must be applied in decision making, requiring that systems and capacities be put in place for ongoing integration of gender considerations throughout planning, implementation, and MEL of adaptation. Activities such as training, strengthening of data and information management systems, and establishment of institutional mechanisms for collaboration and coordination among gender and climate change actors are all useful follow-on activities from gender analyses. Ongoing technical support and inputs from gender experts may be useful to ensure gender-responsive approaches are systematically applied.

Conclusion

Looking back at the changes brought about by the gender analyses, it is clear that they added value to the NAP process and helped countries move toward a more gender-responsive approach. The gender analysis processes themselves have served to increase awareness, promote dialogue, and create connections between gender and climate change actors. They also provided recommendations that were either implemented directly or were included in other key documents, including NAP documents, sectoral NAPs, or more concrete gender and climate change plans.

At the same time, the assessment identified missed opportunities in the application of the gender analyses in country NAP processes. Increasing ownership and strengthening stakeholder engagement in the process can help with this, as can improved dissemination of the results. Follow-up actions that put in place the systems and capacities needed for the integration of gender in NAP processes are needed to build on the analyses. Further, gender analysis is not strictly a planning tool—it must be applied throughout implementation and MEL of adaptation, with clear accountability and ongoing reflection and learning processes.

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