



SYNTHESIS REPORT 2023–2024

Advancing Gender-Responsive National Adaptation Plan (NAP) Processes

State of play and promising examples



December 2024

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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 National Adaptation Plans. 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 (IISD). For more information, visit www.napglobalnetwork.org.

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Disclaimer

This report is issued solely for public information purposes, including any references to the United Nations Framework Convention on Climate Change, the Kyoto Protocol, 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, building upon their experience in preparing and implementing national adaptation programmes 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 does not aim to reinterpret any existing decision under the United Nations Framework Convention on Climate Change nor does it intend to pre-empt any potential future decisions on this issue.

Executive Summary

This is the fourth synthesis report by the National Adaptation Plan (NAP) Global Network that assesses global progress on integrating gender considerations into NAP processes. This synthesis report is set against the backdrop of global efforts that elevate the need for gender-responsive and participatory approaches to climate change adaptation, such as the first global stocktake under the Paris Agreement, the United Arab Emirates Framework for Global Climate Resilience, and the United Nations Framework Convention on Climate Change (UNFCCC) gender action plan.

Gender-responsive NAP processes recognize gender differences in adaptation needs and priorities and involve gender-equitable participation and influence in decision making. Importantly, they yield equitable outcomes for people of all genders and social groups, recognizing that gender intersects with other factors, such as age and Indigeneity. Achieving this requires attention to gender and social considerations throughout the iterative process of planning, implementation, and monitoring, evaluation, and learning (MEL). They also require specific enabling factors, including financing; institutional arrangements; skills and capacities; data, knowledge, and communications; engagement; and leadership.

A systematic review of the 56 multisector NAP documents submitted to the United Nations Framework Convention on Climate Change (UNFCCC) as of June 30, 2024, yields the following key findings:

- **Framing of gender issues:** All but two of the NAP documents reviewed mention gender—among these, 72% mention the word 10 times or more. More recent NAP documents tend to show more frequent references to gender. A greater proportion of documents use the term gender responsive than gender sensitive.
- **Positioning of women:** 85% of NAP documents position women as a group that is particularly vulnerable to the impacts of climate change. Only 16% of the reviewed documents position women as agents of change in adaptation.
- **Other particularly vulnerable groups:** Looking beyond gender, 96% of NAP documents identify at least one other group as particularly vulnerable to the impacts of climate change. The most commonly referenced groups are youth, Indigenous Peoples, and the elderly.
- **Inclusion of government gender institutions:** More than half of the NAP documents identify the country's gender ministry or department as having a role in the development of the NAP, part of the institutional arrangements for adaptation, and/or as responsible for specific adaptation actions.
- **Gender in implementation strategies:** More than half of the reviewed documents include some evidence that gender has been considered in the implementation strategies for the NAP, either by identifying a role for women and women's organizations or through gender budgeting.

- **Capacity strengthening on gender and climate change:** Capacity strengthening related to gender and adaptation, either for institutions involved in adaptation or for women and girls, is included in 64% of the NAP documents.
- **Integration of gender in MEL:** Among the reviewed documents, 62% make reference to gender in relation to their MEL efforts.

In addition to the document review, several promising examples of efforts to integrate gender considerations in NAP processes are presented. These examples highlight the importance of South–South peer learning processes in creating dedicated spaces to share knowledge and experiences. Learning from the experience of other countries, the Central African Republic established a national gender and climate change platform. In Rwanda, a policy dialogue brought women on the frontlines of climate change together with policy-makers, using visual stories to facilitate a shared understanding. Argentina has tested an approach to climate change vulnerability assessments at the city level that uses available gender- and age-disaggregated data. Senegal has developed a methodology for integrating gender considerations in sector adaptation planning, while Côte d’Ivoire has undertaken a midterm evaluation of its national gender and climate change strategy. All of these examples illustrate concrete steps taken to advance gender-responsive NAP processes.

Looking forward, international frameworks, including the UNFCCC gender action plan and the United Arab Emirates Framework for Global Climate Resilience, will continue to encourage countries to take a gender-responsive approach to their NAP processes. As countries shift to implementing adaptation priorities, establishing MEL systems, and updating their NAP documents, opportunities will arise for deeper and more systematic integration of gender issues, including consideration of intersectionality.

Table of Contents

1	Introduction	1
2	Context	2
3	Considerations for Gender-Responsive NAP Processes.....	4
4	Methodology.....	7
5	Gender in NAP Documents.....	9
6	Promising Examples.....	18
7	Looking Forward.....	24
	References	25
	Appendix A. Overview of National Adaptation Plan Documents Reviewed	30

Acronyms and Abbreviations

CAR	Central African Republic
COP 28	28th Conference of the Parties
GAP	gender action plan
GST	global stocktake
MEL	monitoring, evaluation, and learning
NAP	national adaptation plan
UAE FGCR	United Arab Emirates Framework for Global Climate Resilience
UN	United Nations
UNFCCC	United Nations Framework Convention on Climate Change

1

Introduction

National adaptation plan (NAP) processes are the key mechanism for countries to plan, implement, and track progress on actions to build resilience to the impacts of climate change. Consequently, the NAP process is also a key opportunity to integrate gender considerations to move toward gender-responsive adaptation to climate change. The mandate for this has been reinforced by the United Arab Emirates Framework for Global Climate Resilience (UAE FGCR), agreed at the 28th Conference of the Parties (COP 28) to the United Nations Framework Convention on Climate Change (UNFCCC), which establishes a target for countries to have gender-responsive and participatory NAP processes that cover vulnerable communities by 2030 (UNFCCC, 2023a). During the NAP process, countries assess climate risks, identify adaptation priorities, implement those priorities, and track progress on adaptation. Each of these steps presents opportunities to address gender and social inequalities.

Since 2018, the NAP Global Network has been tracking the integration of gender in NAP processes. We review the content of NAP documents, identifying trends in how gender and related issues are captured. Recognizing that a NAP document is only one milestone in the NAP process, we also track concrete steps countries are taking to adopt gender-responsive approaches in their NAP processes. Together, these two components of the analysis provide insights into opportunities for advancing gender equality through NAP processes. This, our fourth synthesis report on gender in NAP processes, shows consistent efforts from countries to integrate gender considerations into their NAP documents. As a new element of the review, we also explore how they are addressing other factors that intersect with gender, such as age and Indigeneity. To place the quantitative analysis of NAP documents in a broader context, the report also showcases promising examples of progress on gender-responsive approaches among our partner countries.

2

Context

In the 2 years since our last synthesis report (Dazé & Hunter, 2022), gender equality advocates have been sounding the alarm about the lack of progress. United Nations (UN) data on the Sustainable Development Goals shows that climate change could push more than 150 million women and girls into extreme poverty by 2050 (UN Women & United Nations Department of Economic and Social Affairs, 2024). At the same time, the International Union for Conservation of Nature found that in 2024, women accounted for only 16% of leaders of environment-related ministries globally (Wen-Besson & Sabater, 2024). We are seeing increasing pushback against gender equality and challenges to human rights (Human Rights Council, 2024). All of these facts make the fight for gender-responsive climate action all the more important.

Within the UNFCCC, the last 2 years have seen several important milestones. The first global stocktake (GST), completed at COP 28, assessed progress in implementing the Paris Agreement. On adaptation, the GST decision recognized that parties are making efforts on both planning and implementation while acknowledging that there remain gaps and challenges—notably on finance for developing countries—that have hindered progress. While the decision does encourage gender-responsive and participatory approaches (UNFCCC, 2023b), overall, attention to gender and social considerations in the GST was limited, leading to calls to do better in the next round.

Also, at COP 28, parties agreed on the UAE FGCR, which further elaborates on the elements of the global goal on adaptation. It establishes targets to be achieved by 2030, including four related to the iterative adaptation cycle, focusing on impact, vulnerability, and risk assessment; planning; implementation; and monitoring, evaluation, and learning (MEL). In addition, seven thematic targets were identified, focusing on issues such as health, poverty eradication and livelihoods, and cultural heritage. Importantly, the planning target refers specifically to participatory and gender-responsive NAPs, further strengthening the mandate for integrating gender considerations in NAP processes (UNFCCC, 2023a).

This year marks the end of the current phase of the Lima work programme on gender and its gender action plan (GAP). In the review of the implementation of the GAP completed earlier this year, a number of key issues emerged that are relevant to NAP processes. It noted that progress had been made in integrating gender considerations in NAPs; however, it also highlighted challenges encountered in this area. These include persistent capacity gaps among the actors involved in these processes and data gaps related to gender and climate change (UNFCCC, 2024a). If we are going to realize the new global target for gender-responsive adaptation planning, these areas need more attention and investment.

The last couple of years have seen increasing attention to the issue of intersectionality, recognizing that gender is only one of the social factors that influences people’s vulnerability to climate change and their opportunities to engage in climate action. This is highlighted by the Intergovernmental Panel on Climate Change, which notes that risks differ for different people, depending on “intersecting inequalities and context-specific factors such as culture, gender, religion, ability and disability, or ethnicity” (Begum et al., 2022, p. 145). The inadequate integration of intersectionality has been highlighted as a weakness of the current Lima work programme and GAP, and difficulties in applying intersectional approaches were called out as a challenge in GAP implementation (UNFCCC, 2024a). The UAE FGCR emphasizes that adaptation action should be “based on and guided by ... intersectional approaches” (UNFCCC, 2023a, p. 3), creating an important entry point for advancing intersectionality in adaptation policies, plans, and actions.

Box 1. Key concepts

The following are important concepts covered in this brief.

Gender “refers to the socially constructed roles, behaviours, expressions, and identities of girls, women, boys, men, and gender-diverse people. It influences how people perceive themselves and each other, how they act and interact, and the distribution of power and resources in society” (Canadian Institutes of Health Research, 2020).

Gender equality describes equal rights, responsibilities, resources, and opportunities for women, men, girls, boys, and gender-diverse people (CARE, 2019; UN Women Training Centre, 2017;). Gender equality means that the similarities and differences between people of different genders and the roles they play are equally valued by society (UNICEF Regional Office for South Asia, 2017).

Gender-responsive approaches are ways of working that examine and actively address gender norms, roles, and inequalities (World Health Organization, 2009) to work toward gender equality. Gender-responsive adaptation action recognizes gender differences in needs and priorities, facilitates gender-equitable participation and influence in decision making, and yields equitable outcomes for people of all genders and social groups.

Equity is “fairness or justice in the way people are treated” (Merriam-Webster, 2025), with consideration of historic, persistent, and systemic discrimination and disadvantage (University of British Columbia, n.d.). Equity creates the conditions for optimal outcomes for people of all genders and social groups (American Psychological Association, 2021).

Intersectionality refers to “the interconnected nature of social categorizations such as race, class, and gender, regarded as creating overlapping and interdependent systems of discrimination or disadvantage” (Oxford English Dictionary, 2023). It reflects an understanding that inequities are interdependent and indivisible from one another (Collins, 2015).

Social inclusion “is an active, intentional, and continuous process to address inequities in power and privilege” (University of British Columbia, n.d.) in order to improve the terms of participation in society for people who are disadvantaged (UN, 2016, p. 20).

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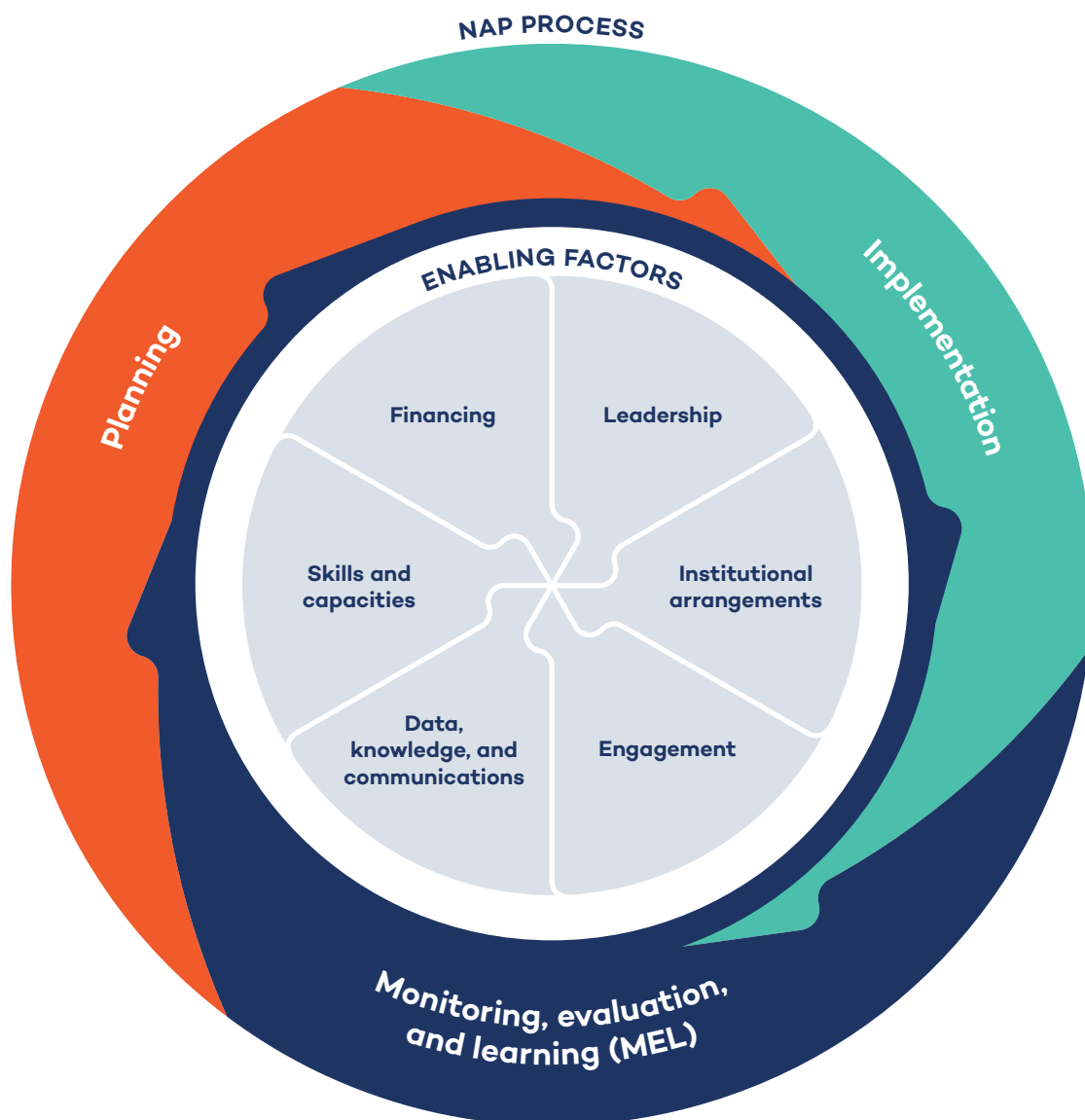
Considerations for Gender-Responsive NAP Processes

The NAP process was established under the UNFCCC in 2010 to facilitate effective adaptation planning, in order to reduce vulnerability to the impacts of climate change and to integrate climate change into relevant policies and actions across sectors and levels (Least Developed Countries Group, 2012; UNFCCC, 2010). It entails an iterative process of planning, implementation, and MEL, as shown in Figure 1. During the planning phase, countries assess climate risks and vulnerabilities and identify adaptation priorities to manage risks and reduce vulnerabilities. They also develop strategies for the implementation of adaptation actions and integrate adaptation into budgeting processes. During implementation, countries further detail how adaptation priorities will be implemented and secure financing. The necessary technical and human resources are put in place to support implementation. The MEL phase involves the establishment and operationalization of a MEL system for the NAP process, noting that some MEL activities occur during the planning and implementation phases (Least Developed Countries Group, 2012; NAP Global Network, 2023).

Gender-responsive NAP processes recognize gender differences in adaptation needs and priorities and involve gender-equitable participation and influence in decision making. Importantly, they yield equitable outcomes for people of all genders and social groups, recognizing that gender intersects with other factors, such as age and Indigeneity. For a gender-responsive NAP process, gender and social considerations must be addressed throughout all of these phases. During planning, this could involve the application of a gender lens to climate risk assessments and/or using gender equality benefits as a criterion for prioritizing adaptation actions. During implementation, strategies must be put in place to ensure that opportunities to participate in adaptation actions are equitable and that finance is gender responsive. Gender-responsive MEL tracks gender-related outcomes as well as the gender balance in benefits accruing from investments in adaptation.

Key to gender-responsive NAP processes are the enabling factors, which are shown in the middle of Figure 1. Table 1 presents these enablers, their definitions, and a sample of relevant gender considerations.

Figure 1. The NAP Process



Source: NAP Global Network, 2023.

Table 1. Integrating gender considerations in enabling factors for the NAP process

Enabling factor	Definition	Gender considerations
Leadership	The active involvement of high-level political leaders and recognized “champions” who are committed to addressing adaptation.	Enable women’s leadership in the NAP process. Cultivate gender and adaptation champions.

Enabling factor	Definition	Gender considerations
Institutional arrangements	The rules, regulations, and associated organizational structures that enable coordination on adaptation across actors at all levels, as well as the systematic integration of adaptation into development processes.	Create mechanisms for collaboration among gender and climate change actors. Ensure that institutions and coordination mechanisms are gender balanced.
Engagement	Efforts that enable a range of diverse actors at all levels, including civil society organizations, the private sector, communities, the media, and academia, to participate in and influence decision making in the NAP process.	Pay attention to gender balance in engagement processes. Actively engage women’s rights organizations and gender actors in the NAP process. Conduct specific engagement around gender in the NAP process.
Data, knowledge, and communications	The generation and use of data and information—especially climate data; knowledge, including local knowledge and research; and key messages tailored to specific audiences to advance the NAP process.	Collect and analyze gender data within the NAP process. Incorporate gender-specific knowledge in adaptation decision making. Undertake research on gender and climate change linkages. Use gender-responsive communication strategies.
Skills and capacities	Investments in individuals and organizations at all levels to ensure they have the skills and capacities to enable effective and efficient NAP processes.	Strengthen the skills and capacities of adaptation actors to integrate gender considerations in the NAP process. Invest in the skills and capacities of gender actors to engage in the NAP process.
Financing	The availability and accessibility of public and private financing for climate adaptation from domestic and international sources.	Ensure finance is gender responsive. Channel resources for adaptation to women’s rights organizations and gender actors.

Source: Adapted from NAP Global Network, 2023.

4

Methodology

The analysis presented in this document is informed by two sources. First, we conducted a systematic review of the 56 multisector NAP documents that were submitted to the UNFCCC as of the end of June 30, 2024.¹ This is a notable increase from the 31 NAP documents reviewed during the previous synthesis report in 2022. The methodology used in the review of NAP documents has been refined from what was used in the previous synthesis reports.² All 56 documents, including the documents' annexes,³ were reviewed through keyword searches using the qualitative data analysis software MAXQDA. References to keywords were coded, and these results were exported into Excel, where quantitative analysis was conducted. The results of the document review are presented in Section 5, Gender in NAP Documents. Table 2 provides an overview of the submission time frames and numbers of documents covered in each of the synthesis reports, while Appendix A provides a list of all 56 documents reviewed for this report, along with a summary of the analysis results.

Table 2. Documents included in synthesis reports 2018-2024

Synthesis Report	# of documents reviewed	Time frame for submission of reviewed documents to the UNFCCC
2018	9	October 2015–January 2018
2020	18	February 2018–January 2020
2022	31	February 2020–December 2021
2024	56	January 2022–June 2024

Source: Authors.

¹ The review focuses on multisector NAP documents. Consequently, the sample did not include Uruguay's sectoral NAPs that are included in the UNFCCC's list of submitted NAPs. Their agriculture sector NAP was included in the 2020 and 2022 reports as it was the only NAP document they had submitted at the time. It (the Uruguay Agriculture Sector NAP) has subsequently been removed from the analysis that is presented here.

² The methodology applied in this report has been refined from that used in previous reports based on the learning from the past 6 years of reviewing NAP documents, as well as to allow for the use of MAXQDA, a powerful tool for text analysis.

³ Some of the information presented in this report may differ slightly from the information that appears on the NAP Global Network's NAP Trends platform (<https://trends.napglobalnetwork.org/>), as this review includes the information presented in the NAP document's annexes as well as what is in the body text. The NAP Trends analysis currently excludes the annexes.

The second source of information is our engagement with the NAP Global Network's partner countries. The NAP Global Network continues to provide support to countries as they progress through their NAP processes, including through technical support and South-South peer learning opportunities. As of publication, the Network has reached 91 countries through these activities. We draw on this experience to showcase examples of actions being taken by countries to integrate gender considerations into their NAP processes in Section 6, Promising Examples.

These two data sources are complementary. NAP documents may not fully capture the analysis, engagement, and other activities that underpin the information and framing of adaptation issues in the document. Sharing these promising examples alongside the document analysis offers a fuller picture of the ways in which countries are working toward gender-responsive approaches in their NAP processes. These examples can also provide information on how the NAP process in a country is advancing after the publication of its NAP document.

5

Gender in NAP Documents

This section presents the findings of the review of the 56 multisector NAP documents submitted to the UNFCCC as of the end of June 2024. The assessment of the documents focuses on five key areas: framing of gender issues, the positioning of women and other vulnerable groups, institutional arrangements, capacity building, and MEL. This report includes additional analysis on the topics of intersectionality and the care economy/unpaid labour—see Boxes 2 and 3 for more information on these topics.

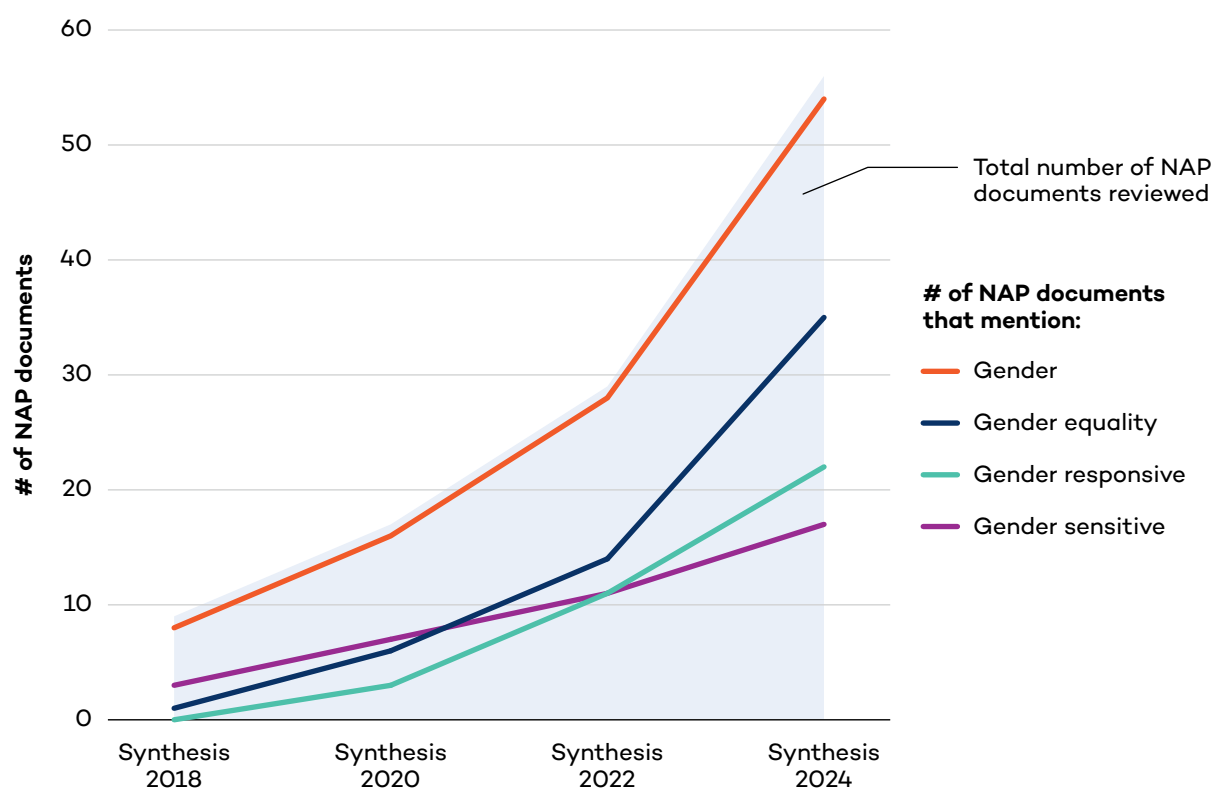
The Framing of Gender Issues

All but two NAP documents (96%) mention gender in the body of their text, as shown in Figure 2. However, the frequency of the references to gender throughout the documents varies. Of the 54 documents that include at least one mention of gender, 28% mention it less than 10 times, 67% mention it 10–100 times, and 5% include more than 100 mentions of gender. Our analysis demonstrates that countries that have submitted NAP documents more recently are more consistently integrating gender throughout the documents. For example, 84% of the total documents submitted between February 2020 and June 2024 include more than 10 references to gender, compared to only 44% of the NAPs submitted prior to February 2020.

A variety of different gender-related concepts have been used by countries to frame gender issues throughout their NAP documents. The concept of gender equality is referenced in 63% of NAP documents. For example, Bhutan’s NAP document highlights that “the principles of [their] NAP process call for including gender equality considerations” (Department of Environment and Climate Change, 2023, p. 49).

Among the reviewed documents, 39% use the terminology of gender responsiveness in relation to their NAP process. For example, Papua New Guinea’s NAP document includes “gender responsiveness” as a guiding principle, recognizing its importance as a characteristic of an effective NAP process (Climate Change & Development Authority, 2023). Since 2020, the number of documents that reference gender responsiveness has steadily increased. At the time of this analysis, more documents now use the term gender responsive than gender sensitive.

Figure 2. Framing of gender issues in NAP documents



Source: Authors' diagram.

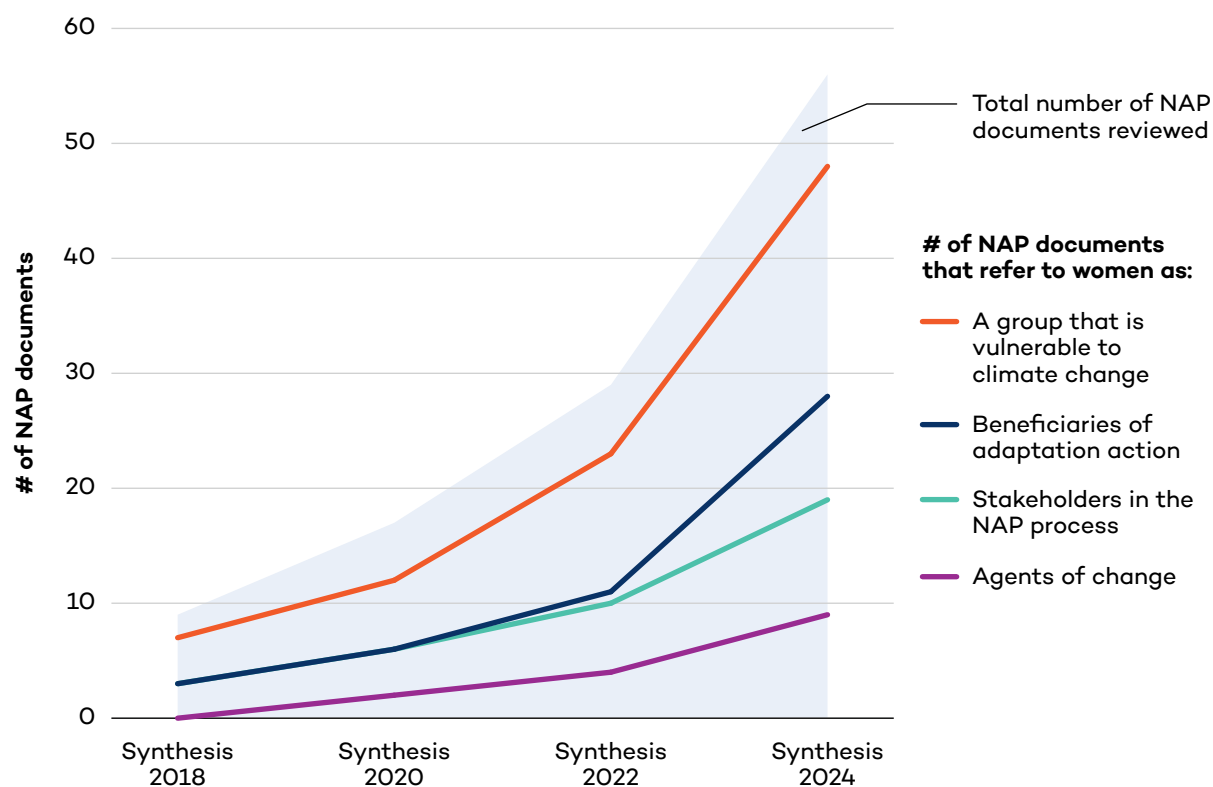
The Positioning of Women in NAP Documents

Women are mentioned in 96% of the NAP documents reviewed for this report. In making these references, countries continue to position women as a group that is particularly vulnerable to the impacts of climate change, a trend that has remained quite consistent through each of the four synthesis reports, as shown in Figure 3. Among the 56 documents reviewed for this report, 86% position women as a vulnerable group. For example, Chad's NAP document draws attention to the link between inequalities experienced by women and girls and their increased vulnerability to the impacts of climate change. They highlight inequitable access to education, cultural norms, and the low participation of women in decision making as being at the root of their increased vulnerability and the constraints they face in adapting to the impacts of climate change (Republic of Chad, 2022).

Compared to our previous synthesis reports, a greater proportion of NAP documents position women as beneficiaries of the adaptation planning process or as benefiting from specific adaptation actions, with 50% of documents now referencing them as such. This includes specific actions that target and benefit women. For example, Benin's NAP includes adaptation actions to enhance the resilience of women's associations, such as strengthening their access to training on adaptation in the agriculture sector and facilitating their participation in their Agricultural Council (Ministry of the Living Environment and Sustainable Development, 2019).

Fewer documents recognize women’s role as stakeholders in adaptation action, with only 34% of the reviewed documents positioning them as such. Among these is Madagascar’s NAP, which describes the consultation process that was undertaken to develop the NAP, noting that particular attention was paid to the representation of women in this process (Ministry of the Environment and Sustainable Development, 2022a). Only 16% of the NAP documents position women as “agents of change” in adaptation processes, recognizing that their participation, knowledge, and experiences are key to more efficient and equitable adaptation actions, as well as their role in advancing solutions. One example is Suriname, where the NAP highlights the important knowledge that women contribute to climate action, making them “effective actors and agents of change” (Government of Suriname, 2019, p. 26).

Figure 3. The positioning of women in NAP documents



Source: Authors’ diagram.

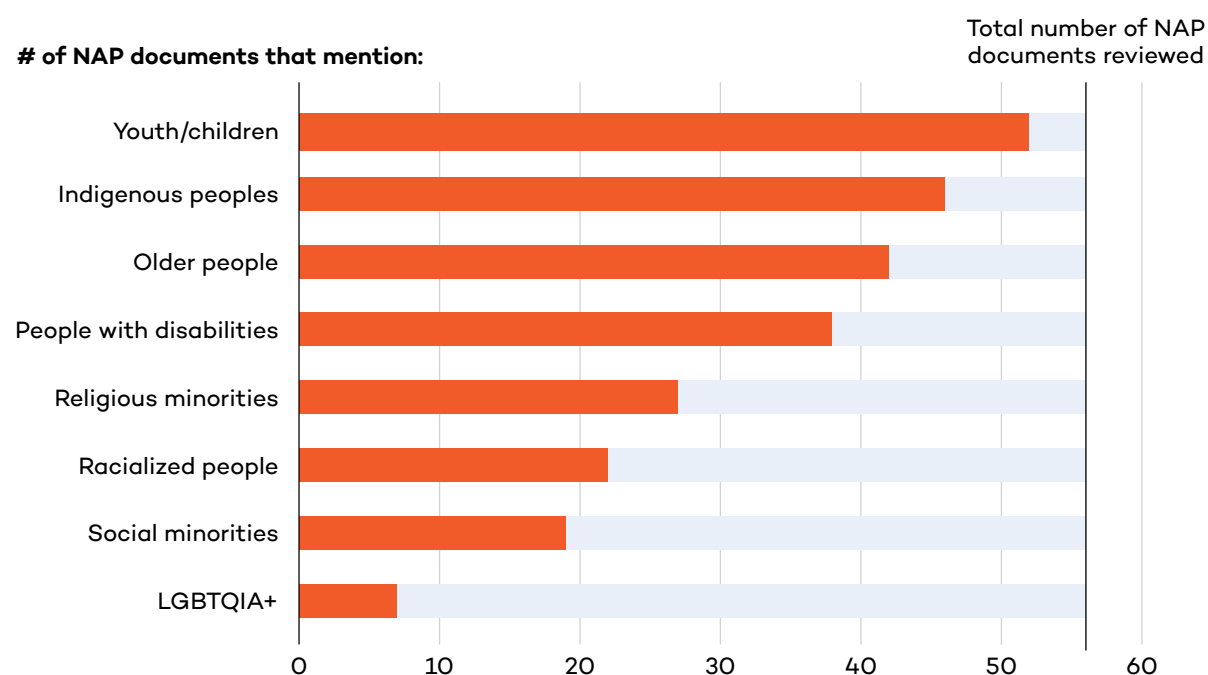
Identification of Other Particularly Vulnerable Groups

Looking beyond gender, we noted an increase in the number of countries that reference other groups that are particularly vulnerable to the impacts of climate change, with 96% of NAP documents referencing at least one other vulnerable social group. As shown in Figure 4, the most commonly referenced groups include

- youth, referenced in 92% of NAPs;
- Indigenous Peoples, referenced in 82% of NAPs;
- the elderly, referenced in 75% of NAPs;
- people with disabilities, referenced in 68% of NAPs;
- religious minorities, referenced in 48% of NAPs;
- ethnic or racial minorities, referenced in 39% of NAPs;
- other socially marginalized groups, referenced in 34% of NAPs; and
- people from the LGBTQIA+ community, referenced in 11% of NAPs.

One example can be found in Bangladesh’s NAP document, which calls for specific engagement with “vulnerable and marginal communities, considering gender dimensions; the priorities of youth and students, the elderly, persons with disabilities and ethnic communities; and social inclusion principles” (Ministry of Environment, Forest and Climate Change, 2022, p. 34).

Figure 4. Number of NAP documents that reference other vulnerable groups



Source: Authors.

Box 2. Intersectionality in NAP documents

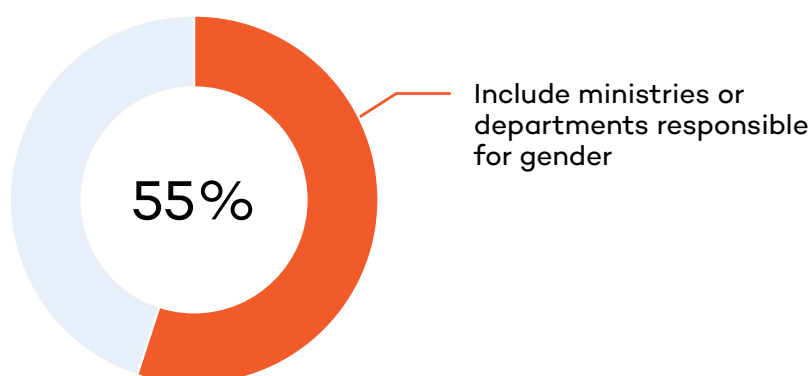
As has been observed in the UAE FGCR text, momentum for integrating intersectional approaches to adaptation is growing. To date, four NAP documents have included specific references to an intersectional approach to adaptation. For example, Marshall Island's NAP document refers to the "overlapping forms of discrimination based on factors like class, sex, age, or disability" and how these can be recognized by using an intersectional approach (Ministry of the Environment, 2023, p. 124). In another example, Argentina's NAP document has a specific line of action that includes centring the experiences and needs of local communities using an intersectional and intercultural approach (Ministry for the Environment and Sustainable Development, 2022).

Other NAP documents include references to concepts such as discrimination or present a nuanced understanding of vulnerability that may represent an entry point for an intersectional approach to adaptation. One example can be found in Kiribati's NAP document, which points to how multiple "sociocultural characteristics such as race, ethnicity, disability, sexual orientation and age" (Government of Kiribati, 2019, p. 45) interact with gender to influence a person's vulnerability. It provides an illustrative example of an elderly woman living on her own who has limited mobility and may have unique needs that should be considered in adaptation efforts. Burundi's NAP document highlights how women may face multiple and intersecting forms of discrimination dependent on factors such as age, household status, Indigeneity, medical situation (such as those living with HIV/AIDS), disability, and citizenship status. They note that this discrimination impacts their realities and presents barriers to land ownership and access to natural resources, education, information, social safety nets, and other social services (Ministry of the Environment, Agriculture and Livestock, 2023).

Inclusion of Government Gender Institutions in NAP Processes

As explained in Section 3, effective institutional arrangements are a key enabler for the NAP process and an important foundation for gender-responsive approaches. Through the document analysis, we see that countries' gender ministries or departments are typically included in a country's NAP process in three ways: as a contributor to the creation of the NAP document, as a part of the NAP's institutional arrangements, and/or as a responsible agency for specific adaptation actions. Figure 5 illustrates that 55% of NAP documents mention the institution responsible for gender in the country. For example, the Ministry for the Promotion of Women, of the Family, and the Protection of Children is listed as a key player in both the development and implementation of the Central African Republic's NAP (Ministry of the Environment and Sustainable Development, 2022b).

Figure 5. Inclusion of ministries or departments responsible for gender



Source: Authors.

Integration of Gender Considerations in Implementation Strategies

The formalization of gender considerations in implementation is also critical and can be observed in NAP documents in the acknowledgement of the role of women or women’s organizations in the implementation of specific adaptation actions or in the inclusion of gender budgeting practices. Among the reviewed NAP documents, 54% provide some evidence that gender has been considered in the planned implementation of their NAP. For example, Kiribati’s NAP mentions gender considerations in budget processes to “ensure that the allocation of financial resources is gender-equitable ... as the country develops its implementation and financing strategy” (Government of Kiribati, 2019, p. 80), while Mozambique’s NAP references “inclusive participatory mechanisms to involve women and youth in the planning, implementation and monitoring of local adaptation strategies” (Ministry of Land and Environment, 2023, p. 131).

Figure 6. Percentage of NAP documents that include evidence that the implementing strategies take gender into consideration

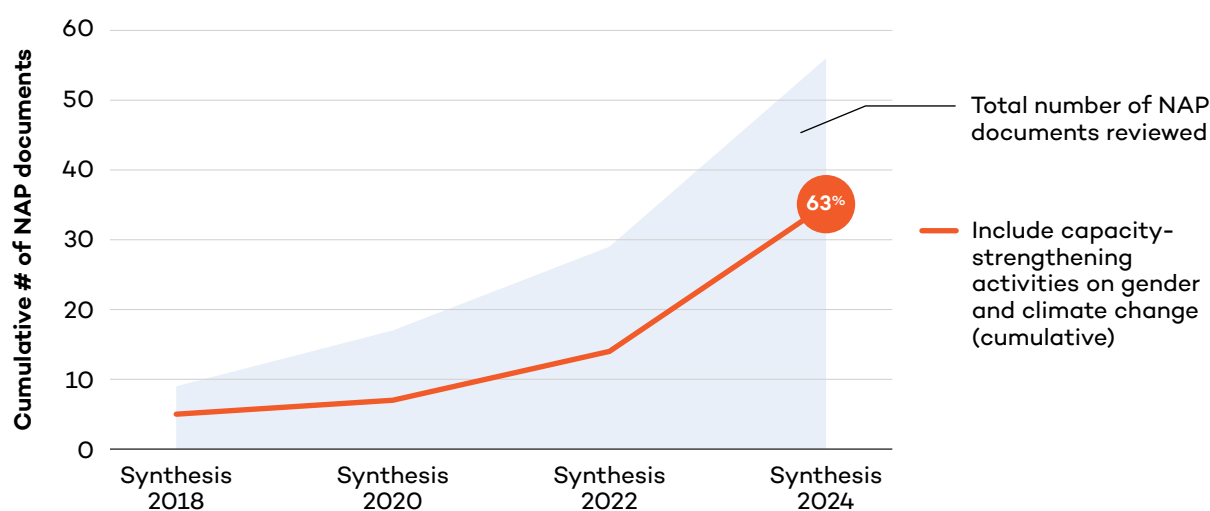


Source: Authors.

Capacity Strengthening on Gender and Climate Change in the NAP Process

Gender-responsive NAP processes require specific skills and capacities, and this is increasingly being recognized by countries in their NAP documents. Overall, 63% of the NAP documents reviewed for this report refer to capacity strengthening related to gender and adaptation. In some cases, the planned capacity-strengthening efforts target the institutions involved in adaptation. For example, Cabo Verde's NAP includes a commitment to strengthen the capacities of the institutions involved in post-disaster recovery efforts and sectoral adaptation efforts on social and gender considerations (Ministry of Agriculture and Environment, 2021). Other countries refer to capacity enhancement for women and girls. This is the case in Mozambique's NAP, which includes specific actions to strengthen the capacities and leadership of women and girls in climate adaptation and emergency preparedness and response (Ministry of Land and Environment, 2023).

Figure 7. NAP documents that include capacity-strengthening activities on gender and climate change



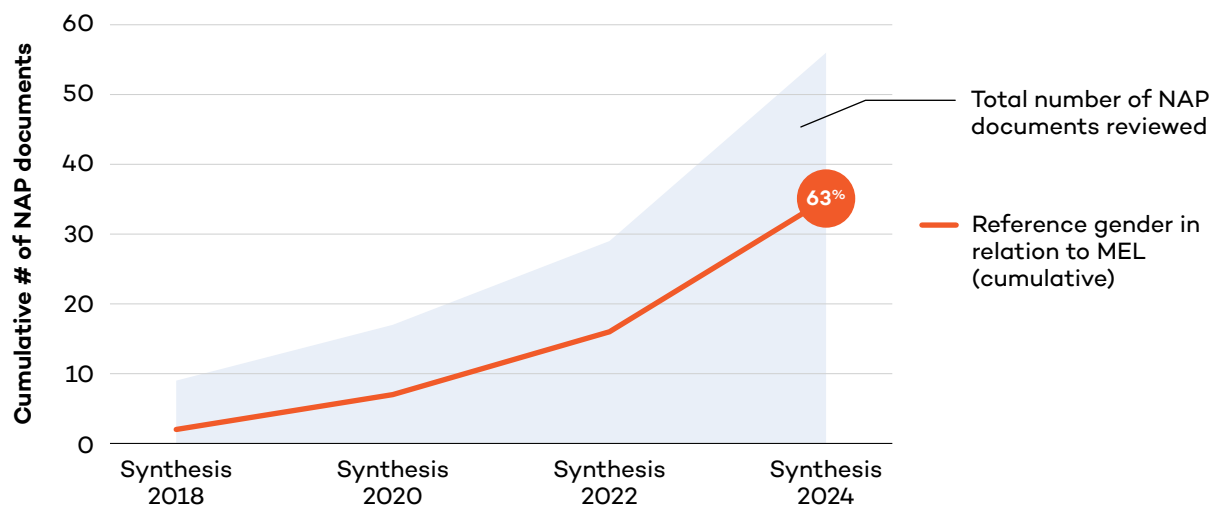
Source: Authors.

Integration of Gender Considerations in Adaptation MEL

Efforts to include gender considerations in countries' approaches to tracking progress in their NAP processes continue to increase. There is variation in the level of detail provided on MEL in NAP documents. While countries increasingly include sections on MEL in their NAP document, the details are often elaborated in a separate framework document (Njuguna et al., 2024). This limits how much can be captured from NAP documents. In this review, we broadly considered references to MEL, from general descriptions of the approach to MEL to specific indicators and data collection methods. Overall, 62% of NAP documents

make reference to gender in relation to their MEL efforts, compared to 52% of documents reviewed in the 2022 synthesis report. Some countries aim to ensure that MEL systems are tracking and reflecting on the success of addressing gender considerations in adaptation efforts. For example, Liberia’s NAPs states that in an effort to “monitor progress and capture lessons learned, technical M&E parameters will be proposed and used to determine whether gender is adequately reflected in climate change adaptation plans, programs, and projects” (Environmental Protection Agency, 2021, p. 41). Other countries are making efforts to involve women and/or women’s organizations in MEL efforts—for example, Niger’s NAP document makes specific reference to involving women in the monitoring and evaluation of their adaptation projects (République du Niger, 2022). Countries have also chosen to include gender-specific and/or gender-disaggregated indicators. For example, the Democratic Republic of the Congo’s NAP document has specific indicators, such as the “number of people trained in gender mainstreaming techniques in the CCA planning framework” (Ministry of Environment and Sustainable Development, 2022). Alternatively, many of the indicators proposed in Ethiopia’s NAP document will be disaggregated by gender. For example, “% of targeted population (women/men) adopting one or more climate-smart agricultural practices” (Federal Democratic Republic of Ethiopia, 2019).

Figure 8. Percentage of NAP documents that make reference to gender in relation to MEL



Source: Authors.

Box 3. Unpaid labour and the care economy in NAP documents

As recognized in a recent International Labour Organization resolution, climate change has impacts on the care economy and unpaid labour, primarily affecting women, who make up the majority of workers, globally, in this sector (International Labour Organization, 2024). Considering they have strong gender dimensions, a scan of how these issues have been reflected in NAP documents was conducted. References to the gendered impacts of climate change on unpaid labour and the care economy can be found in 41% of NAP documents.

Peru's NAP document provides a helpful summary of why it is important to consider the impacts of climate change on domestic care and unpaid labour. The NAP notes that these roles are predominantly held by women and girls, and that climate impacts can cause an increase in the amount of time spent on these activities. These elements, in turn, can lead to women and girls giving up educational and paid employment opportunities. Peru's NAP endeavours to ensure that climate impacts do not reinforce or increase this gender gap (Ministry of Environment, 2021).

6

Promising Examples

Recognizing that many NAP documents present only a snapshot of how countries are integrating gender considerations in the process, the following examples provide further insights into practical steps that are taken to advance gender-responsive NAP processes.

Facilitating South–South Peer Learning on Gender-Responsive NAP Processes Among African and Caribbean Countries

Creating spaces for peer-to-peer learning among actors from different countries is a key pillar of the NAP Global Network’s approach to supporting countries’ NAP processes. In July 2022, we had the opportunity to bring representatives from 10 countries in the Caribbean and sub-Saharan Africa together to learn from each other about gender-responsive NAP processes. Supported by resource people from UN Women and GirlsCARE Jamaica, the participants spent 3 days unpacking the opportunities and challenges they have encountered in addressing



Participants discuss gender-responsive NAP processes at the peer learning summit in Montego Bay, Jamaica, July 2022.

gender considerations in their NAP processes and planned the next steps they would take to move forward on their return to the office.

A number of key themes emerged in terms of the challenges the participants identified. Among these were gaps in available data and analysis for integrating gender in the NAP process, inadequate institutional mechanisms for collaboration between gender and climate change actors, and weaknesses in capacity for gender mainstreaming among adaptation actors. Unsurprisingly, there were also areas of convergence in terms of the next steps identified, and we have seen some of the participating countries move these forward. Haiti, for example, is in the process of finalizing its gender and climate change action plan and has completed training for gender focal points and experts from the different sectoral ministries and civil society organizations—both were actions identified as next steps at the peer learning event. In another example, Zambia identified the need to integrate gender in its MEL system for the NAP process and has taken several steps to move this forward. For example, it engaged a gender expert to guide the process of developing the MEL system while also collaborating with the government entity responsible for gender.

Developing Methodologies to Integrate Gender Considerations Into Adaptation Planning in Senegal

Senegal is taking a sector-based approach to adaptation planning, focusing on nine priority sectors: agriculture, livestock, fisheries, water resources, coastal zones, biodiversity and tourism, health, disaster risk management focusing on floods, and land transport infrastructure. The process of developing adaptation plans for these sectors is at different stages. The country is also developing an overarching NAP document. A gender analysis for the NAP process was completed in 2023. Among other issues, the analysis highlights the underrepresentation of women in strategic decision-making processes and their dependence on income-generating activities that are precarious and not very profitable. Though some progress had been made in integrating gender in the sectoral adaptation plans, the need to strengthen this was also mentioned (Ba, 2023).

In response to the gender analysis, the NAP team has prioritized the development of a methodological guide for integrating gender considerations in sectoral adaptation planning. This guide details the main actions to be taken at different steps of the NAP process so that each sector can use it, regardless of where they are in their adaptation planning. It also includes inspiring gender-responsive practices that have already been implemented by NAP actors in Senegal and more broadly. For example, the guide highlights the successful steps taken by the agricultural sector, such as their gender analysis and the development of their gender and climate change in agriculture action plan. The dissemination of the guide will be supported by capacity-strengthening workshops for climate and gender focal points for the priority sectors of the NAP process.



Fisheries activities in Senegal, 2019. Photo: Bertrand Godfroid.

Evaluating Progress on Gender and Adaptation in Côte d'Ivoire

As part of its overall efforts to integrate gender considerations in climate change policies and plans, the government of Côte d'Ivoire developed a national gender and climate change strategy for the period 2020–2024 in 2019. This strategy has been an important guide for the country in advancing a gender-responsive NAP process. It identifies four key priority areas for gender-responsive climate action: awareness raising on the links between gender and climate change; capacity strengthening for gender-responsive climate action; empowerment of women and girls to enhance their resilience and that of their families to climate change; and coordination among gender and climate change actors. Specific objectives and activities are elaborated under each of these priority areas. For example, under the second priority area, one of the objectives is to strengthen capacities for the collection of gender data in relation to climate action (Republique de Côte d'Ivoire, 2019).

In 2023, a midterm evaluation was conducted to assess the relevance of the strategy, as well as its effectiveness and impact. The process was participatory, involving stakeholders including sectoral ministries involved in climate action, gender and climate experts, and private sector and civil society actors. The evaluation found that it has been beneficial to have the strategy, as it provides a framework for actions by different actors in the gender and climate space. A detailed review of progress in implementing the specific activities found that the most progress had been made in relation to the priorities on capacity strengthening and coordination among gender and climate change actors. To sustain and improve on the achievements made to date, a number of recommendations were made. These include

the need to mobilize additional resources from both internal and external sources, the integration of the gender and climate change nexus as a cross-cutting issue in the next national development plan, and further strengthening of the national gender and climate change platform (Tiemoko & Kouassi, 2023).

Learning from Peers to Establish Effective Institutional Arrangements for Gender and Climate Change in the Central African Republic

Since 2021, the government of the Central African Republic (CAR) has been working to integrate gender considerations into their NAP process. Following the completion of a gender analysis in 2022 (Ministry of the Environment and Sustainable Development, 2022b), it developed its National Gender and Climate Change Strategy, which establishes an ambition to institutionalize the integration of gender equality and social inclusion in the country's climate policies, programs, and projects. One of the priority areas within this strategy is to strengthen the institutional framework and mobilize resources to mainstream gender equality and social inclusion across all climate action, as evidenced by the existence of a coordinating body on gender and climate issues and an increase in the number of people working on gender within the national coordination mechanisms for climate change (Ministry of the Environment and Sustainable Development, 2023).

After connecting at the peer learning event in Jamaica, the country teams from CAR and Côte d'Ivoire stayed in touch. The latter has made considerable progress in establishing its National Gender and Climate Change Platform, which inspired interest from the team in CAR as a mechanism for strengthening collaboration among gender and climate change actors. An exchange visit was organized, where the team from CAR, along with colleagues from Senegal, visited Côte d'Ivoire to observe a meeting of their national platform, as well as to meet with key actors in the NAP process, including leaders in the climate change team and in the Ministry of Women, Family and Children (Ceinos, 2024). Since the visit, CAR has established its own national platform that brings together government representatives from the National Climate Commission; the Ministry of Gender Promotion and Protection of Women, Family and Children; and gender focal points from several sectoral ministries. It also includes non-governmental actors, including representatives of UN organizations, universities, and civil society organizations, such as the Central African Women's Organization and the Network of Indigenous Peoples' organizations. One of the key responsibilities of the platform is to facilitate the implementation and monitoring of the National Gender and Climate Change Strategy while also contributing to the integration of gender in the NAP and nationally determined contribution processes.

Creative Methods for Meaningful Dialogue on Gender in the NAP Process in Rwanda

Rwanda's NAP process recognizes the gender dimensions of vulnerability and adaptation to climate change. In an effort to better understand these linkages, the climate change team within the Ministry of Environment collaborated with the NAP Global Network, Lensational, and the Rwanda Women's Network to learn from the perspectives of women on the frontlines of climate change through the Envisioning Resilience initiative. Building on the success of previous phases in Ghana, Kenya, and Jamaica, a group of seven women was selected to participate in training on climate change, photography, and storytelling. With support from the Rwanda Women's Network and Lensational, each trainee developed a visual story capturing their experiences with climate change and how they envision resilience.

The resulting stories⁴ provide a powerful narrative on the specific needs and priorities of women when it comes to adaptation. Through their stories, we understand how climate change is affecting lives and livelihoods, the importance of family and community in responding to its impacts, and the many ways in which their communities exhibit resilience. The trainees had the opportunity to share their stories with adaptation decision-makers during a policy dialogue held in March 2024. Representatives of the Ministry of Environment, including the Permanent Secretary, listened to the stories and engaged in dialogue on what they mean for the country's adaptation efforts. Participants noted the complexity of the issues presented, as well as the importance of integrating this type of learning into the NAP process.



Photo: Josiane Mukeshimana, Envisioning Resilience trainee, Rwanda (2024).

⁴ The stories are available here: <https://lensational.org/photo-stories/>

Understanding Gender Dimensions of Vulnerability to Climate Change at the Municipal Level in Argentina

Argentina committed to putting people first and incorporating gender and diversity as a cross-cutting approach in their NAP (Ministry for the Environment and Sustainable Development, 2022). As they shift to the implementation of adaptation actions, they are working to develop methodologies for climate risk and vulnerability assessments at the local level to align with the process outlined in the NAP, starting with the city of Rosario. A key element of the methodology is to integrate a gender perspective, which has been supported by training for municipal staff on climate risk management with a gender focus.

As part of the assessment process in Rosario, impact and risk chains were developed to better understand how climate hazards impact communities and ecosystems. Vulnerability was assessed, taking into account a range of factors, including gender and age, based on available data. For example, one of the variables used is the number of single-parent households headed by women. The process also considered the proportion of the population under 12 years of age and over 60. The resulting maps⁵ provide a localized view of climate risks and vulnerabilities within the city. The methodology will be applied in other cities, and the findings of these local assessments will feed into the NAP process. The city of Rosario is also planning to develop a gender and climate change strategy, and this assessment will provide evidence to inform this process (Municipality of Rosario, 2024).

⁵ See the maps here (in Spanish): <https://www.rosario.gob.ar/inicio/mapas-de-riesgo-climatico-rosario-2024>

7

Looking Forward

As this report is being finalized, parties to the UNFCCC agreed to a 10-year extension to the Lima work programme on gender at COP 29, with a new GAP to be developed for adoption at COP 30. The updated Lima work programme emphasizes a number of aspects that are important for NAP processes. It notes the need for meaningful participation and leadership by women in national-level climate policies and action and encourages the use of gender- and age-disaggregated data, as well as the best available science, in these processes (UNFCCC, 2024b). Building on this, an effective GAP will establish concrete linkages with the UAE FGCR, notably the target for gender-responsive and participatory NAPs.

As more countries advance adaptation planning processes and complete NAP documents, the focus is turning to the implementation of adaptation priorities. Continued attention to gender considerations will be required to ensure that adaptation action yields equitable benefits and advances gender equality. Countries are also ramping up the establishment of MEL systems for their NAP processes and creating opportunities to assess how gender responsive the process is and to evaluate equity in outcomes from investments in adaptation. We are also seeing more countries working on updating their NAPs—this iterative process allows for the deeper and more systematic integration of gender issues, drawing on the learning that has been generated. Further consideration of intersectionality as it relates to vulnerability to climate change will also be important for just and effective adaptation action.

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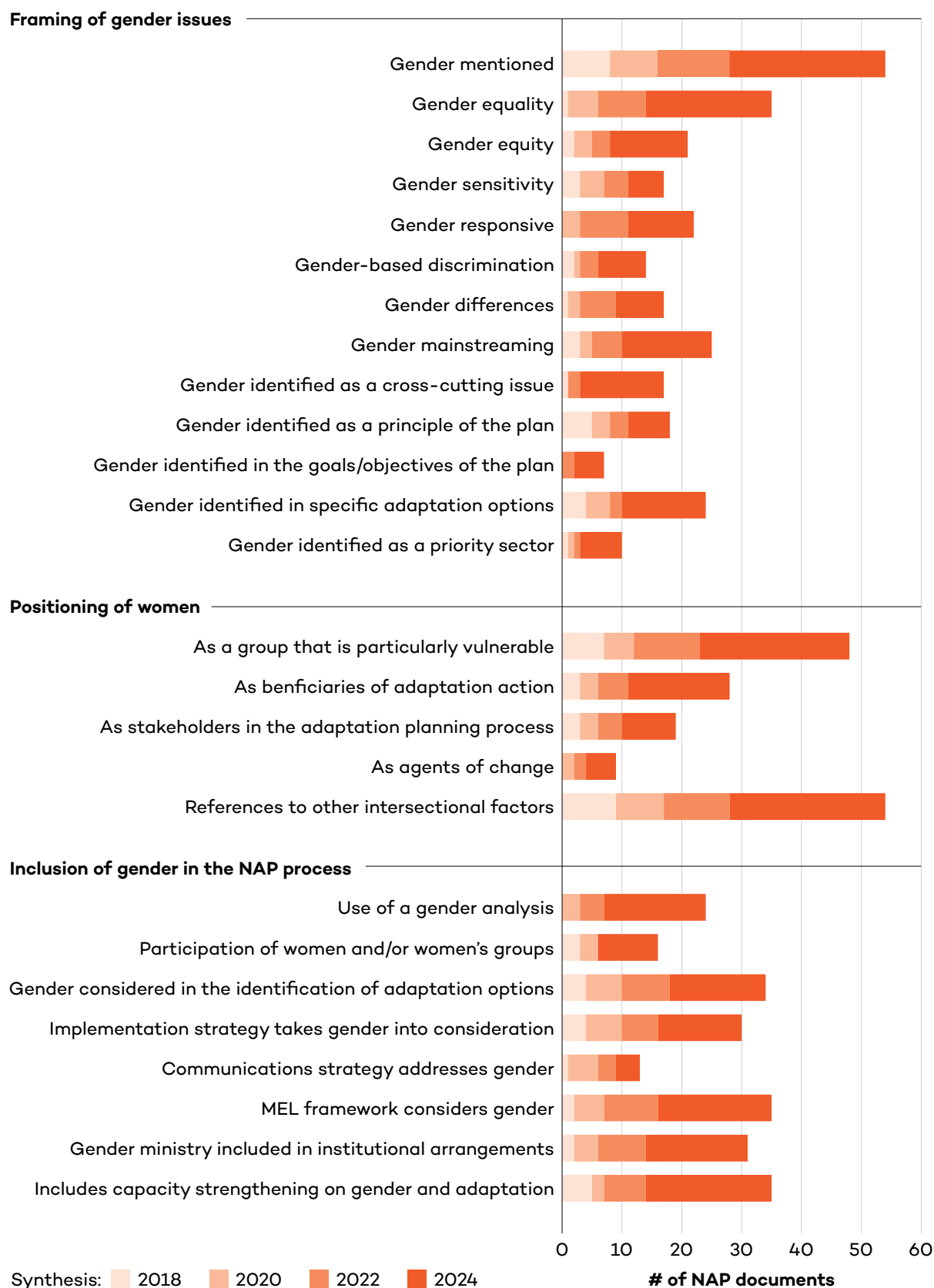
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Appendix A. Overview of National Adaptation Plan Documents Reviewed

Reviews were completed for 56 national adaptation plan (NAP) documents from the following countries submitted to the United Nations Framework Convention on Climate Change's NAP Central as of June 30, 2024:

Albania, Argentina, Armenia, Bangladesh, Benin, Bhutan, Bosnia and Herzegovina, Brazil, Burkina Faso, Burundi, Cabo Verde, Cambodia, Cameroon, Central African Republic, Chad, Chile, Colombia, Costa Rica, the Democratic Republic of the Congo, Ecuador, Ethiopia, Fiji, Grenada, Guatemala, Haiti, Kenya, Kiribati, Kuwait, Liberia, Madagascar, Marshall Islands, Moldova, Morocco, Mozambique, Nepal, Niger, Pakistan, Papua New Guinea, Paraguay, Peru, the Philippines, Saint Lucia, St. Vincent and the Grenadines, Sierra Leone, Sri Lanka, the State of Palestine, South Africa, South Sudan, Sudan, Suriname, Thailand, Timor-Leste, Togo, Tonga, Trinidad and Tobago, and Zambia.

Figure A1. Summary of the gender reviews of the 56 multisectoral NAP submitted to the UNFCCC as of the end of June 30, 2024



Source: Authors.



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