



Progress in the process to formulate and implement National Adaptation Plans (NAPs): Inputs from the NAP Global Network in relation to the integration of gender considerations

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Introduction

In early 2017, the International Institute for Sustainable Development (IISD), as the Secretariat of the NAP Global Network (NAP GN), embarked on an initiative that aims to promote gender-responsive investments in climate change adaptation, in line with the ambitions of the Paris Agreement. Building on previous guidance, including the LEG guidance on strengthening gender considerations in adaptation planning and implementation in LDCs, we have developed [a working framework](#) that outlines what a gender-responsive NAP process looks like. This framework focuses on:

- Recognition of gender **differences in adaptation needs, opportunities and capacities**
- Equitable **participation and influence** by women and men in adaptation decision-making processes
- Equitable **access to financial resources and other benefits** resulting from investments in adaptation between women and men

As part of this initiative, we have developed a tool that enables a systematic review of national adaptation plans developed through the NAP process to assess integration of gender considerations.¹ The analysis presented in the following sections is based on the application of this tool to review the nine NAP documents available on [NAP Central](#) as of the end of January 2018.

In reviewing the documents, we explored five key issues:

- How gender issues are framed in the document
- The positioning of women in the document
- Additional entry points for integrating gender considerations
- Integration of gender considerations in the planning phase of the NAP process
- Consideration of gender issues in the institutional arrangements for the NAP process

A summary of the results of the review of NAP documents are presented in the following sections, followed by an assessment of progress based on trends in the documents (recognizing that the sample size for this initial review is relatively small). An overview of issues for specific countries is presented in Annex A. We will build on this initial assessment in our first synthesis report on integration of gender considerations in NAP processes, which will be published in March 2018.

¹ The review methodology was inspired by the approach used for the [review of Nationally Determined Contributions \(NDCs\) by the Gender Climate Tracker](#).

Findings

The following sections present the findings from the document reviews, organized by the key issues.

Framing of gender issues

The majority of the NAP documents reviewed explicitly mention the word “gender” (8 out of 9). Among the eight documents that do make reference to gender, the number of mentions ranges from a single reference to multiple, with three of the documents referencing the word gender more than 10 times in documents ranging from 64 to 143 pages. Table 1 provides an overview of how the issues are framed in the documents that do mention gender.

Table 1: Framing of gender issues in the NAP documents reviewed

Issue		# of documents
Gender concepts referenced	Gender equality or equity	3
	Gender sensitivity	3
	Gender-based discrimination	2
	Gender differences	2
	Gender mainstreaming	1
	Gender-based vulnerability	1
	Gender-based violence	1
Context for references to gender	Gender sensitivity identified as a principle for the plan	4
	Gender identified as a priority sector or adaptation option	3
	Gender identified as a cross-cutting issue for the plan	2

Positioning of women

Most of the documents on NAP Central mention the word “women” (7 out of 9). Of these seven documents, five make reference to women more than 10 times, with one of the documents mentioning women over 100 times in a document of 140 pages. Table 2 presents an overview of how women are positioned in the documents where they are mentioned.

Table 2: Positioning of women in NAP documents

Issue		# of documents
Positioning of women	As a group that is particularly vulnerable to climate change	7
	As beneficiaries of adaptation actions	6
	As agents of change	4
	As stakeholders in adaptation planning processes	2

Additional entry points for integrating gender considerations

In addition to references to ‘gender’ and ‘women’, four of the documents reference other concepts that may represent entry points for addressing gender inequality in NAP processes. Examples of such concepts include:

- Inequality, discrimination and marginalization
- Social/economic inclusion
- Human rights
- Empowerment

Integration of gender considerations in the planning phase of the NAP process

To assess integration of gender considerations in planning, we looked at five key aspects: (1) use of gender analysis; (2) participation of women and/or women’s organizations; (3) identification of adaptation options; (4) implementation strategies; and (5) M&E frameworks. The review searched the documents for evidence that gender was considered in these aspects of the plans. The results are presented in Table 3, with examples of the types of evidence provided.

It is important to note that most of the documents do not include much detail on the process undertaken to develop the NAP document, or on strategies for implementation and M&E. Consequently, a lack of evidence in the document does not necessarily mean that gender hasn’t been considered in a particular aspect of the NAP process – it may simply be a lack of documentation or that there is additional work to be done to elaborate particular aspects of the plan.

Table 3: Evidence of gender considerations in key aspects of planning under the NAP process

Planning aspect	# of documents presenting evidence that gender was considered	Examples of evidence presented
Use of gender analysis	5	<ul style="list-style-type: none"> • Burkina Faso included a section on gender-based vulnerability • Palestine analyzed the factors that limit adaptive capacity, highlighting the particular challenges faced by women, including high unemployment compared to men and undervalued contributions in the home

		<ul style="list-style-type: none"> Brazil, Cameroon and Togo highlighted women's vulnerability to particular climate risks
Participation of women and/or women's organizations in planning	3	<ul style="list-style-type: none"> Kenya's NAP working group includes a number of female members Burkina Faso and Togo highlighted the role of women's groups in the NAP process
Identification of adaptation options	5	<ul style="list-style-type: none"> Burkina Faso, Palestine and Sudan identified specific adaptation options to address the particular vulnerability of women Cameroon included a project that focuses on gender and adaptation among their priorities in the NAP document Togo identified climate-vulnerable women as key beneficiaries for a number of identified adaptation options
Implementation strategies	4	<ul style="list-style-type: none"> Burkina Faso plans to integrate women and women's associations in project steering committees and local-level decision-making bodies, as well as to improve the capacity of women's associations, for example to engage in income generating activities Cameroon aims to strengthen women's capacity and independence, for example by increasing access to training and facilitating the engagement of rural women in land management Sudan emphasizes the need for women's empowerment, including through the organization of women's cooperative societies and enhancing their participation in environmental conservation and development Togo highlights gender dimensions as a key principle for the implementation phase of the NAP and acknowledges the importance of addressing gender inequalities in, for example, access to land, for the NAP to achieve the intended impact
M&E frameworks	3	<ul style="list-style-type: none"> Cameroon plans to track the adaptation funds provided to women, as well as the number of women trained Kenya intends to collect sex-disaggregated data and conduct gender analysis Palestine will monitor and evaluate the adaptation options identified for women

Consideration of gender issues in the institutional arrangements for the NAP process

With respect to institutional arrangements for the NAP process, we focused on two aspects: the government institutional mechanisms and stakeholder platforms. We found that:

- Two of the documents specifically mention that the government ministry responsible for gender and/or women is included in the government institutional mechanisms established for the NAP process
- Two of the documents highlight the role of women's groups in stakeholder platforms for the NAP process



As above, a lack of evidence in the document does not necessarily mean that nothing has been done - the documents provide varying levels of detail on the institutional arrangements, so it can be difficult to assess the extent to which gender has been a consideration.

Assessment of Progress

To fully understand the extent to which countries have integrated gender considerations, more information on process is needed – there are limitations to using document review for this as they often do not provide details on the process undertaken or on how next steps will unfold. This is not a statement on the quality of the documents themselves, but it represents a limitation of the document review methodology. Still, the document reviews provide some useful insights into how countries are integrating gender considerations in their NAP processes, including:

- Most countries are making an effort to integrate gender considerations in their NAP documents.
- The most common approaches to integrating gender considerations are to establish gender sensitivity as a principle for the plan and/or to identify gender as a priority sector or adaptation option.
- Key concepts such as gender sensitivity and gender mainstreaming are referenced in NAP documents but not defined.
- The focus of gender integration tends to be on women (versus the differences between men and women).
- Women are most often positioned as a vulnerable group and beneficiaries of adaptation actions. They are less often identified as agents of change or stakeholders in adaptation processes.
- While there is some evidence that gender analysis was used in planning, there is limited country-specific analysis of gender issues in the context of climate change, beyond general statements about women’s particular vulnerabilities.
- Most of the NAP documents provide entry points for deeper and more consistent integration of gender considerations in future iterations of NAP documents, as well as in development of implementation and communication strategies and M&E frameworks.



The NAP Global Network is a group of individuals and institutions working to enhance national adaptation planning and action in developing countries.

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Annex A: Overview Table

Issue	# of NAP documents
Framing of gender issues	
Gender mentioned	10
Gender equality/ equity	4
Gender sensitivity	4
Gender differences	3
Gender-based discrimination	3
Gender mainstreaming	1
Gender-based violence	1
Gender sensitivity identified as a principle for the plan	4
Gender identified as a priority sector or adaptation option	4
Gender identified as a cross-cutting issue for the plan	3
Positioning of women	
As a group that is particularly vulnerable to climate change	10
As beneficiaries of adaptation actions	8
As agents of change	4
As stakeholders in adaptation planning processes	3
Additional entry points for integrating gender considerations	
Reference to other concepts that may represent entry points	4
Evidence of integration of gender considerations in the planning phase of the NAP process*	
Use of gender analysis	4
Participation of women and/or women's groups	3
Identification of adaptation options	4
Implementation strategies	4
M&E framework	3
Evidence of consideration of gender issues in the institutional arrangements for the NAP process*	
Government institutional mechanisms	3
Stakeholder platforms	3

*A lack of evidence does not necessarily mean that gender was not considered – it may be that this is just not captured in the NAP document.