

Submission from the International Institute for Sustainable Development Gender and Climate Change Decision 3/CP.23 (Gender Action Plan, Activity E.1)

The International Institute for Sustainable Development (IISD), through the National Adaptation Plan (NAP) Global Network Secretariat, has undertaken research and analysis related to the integration of gender considerations in NAP processes. This submission presents some of the key findings from this work.

Framework for gender-responsive NAP processes

Integrating gender considerations in NAP processes involves looking at three key issues:¹

- 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 for women and men to financial resources and other benefits resulting from investments in adaptation

A gender-responsive NAP process involves attention to these issues throughout the iterative cycle of planning, implementation and M&E. Gender issues must also be considered in institutional arrangements, capacity development, information sharing and finance, which are enabling factors for the NAP process. For more information, see [A Framework for Gender-Responsive NAP Processes](#).

Information on the differentiated impacts of climate change on women and men, with special attention paid to local communities and indigenous peoples

Working with country partners, the NAP Global Network has supported gender analyses to inform NAP processes in six countries in Africa: Benin, [Cote d'Ivoire](#), Ethiopia, Guinea Conakry, [Madagascar](#) and Togo.² The following is a summary of the common themes emerging from these analyses related to the differentiated impacts of climate change on women and men:³

- **Overcoming barriers in access to basic services will help to unlock women's potential as agents of change in adaptation.** In the countries analyzed, there are still considerable gender gaps in access to education, literacy and income-generating opportunities. These disparities mean that women and girls are at a disadvantage when it comes to accessing information,

¹ Dazé, A. & Dekens, J. (2017). *A Framework for Gender-Responsive National Adaptation Plan (NAP) Processes*. NAP Global Network, August 2017.

² NOTE: Reports from the remaining country analyses are forthcoming, along with a brief reflecting on the common themes and lessons learned. These will be made available at: www.napglobalnetwork.org/themes/gender

³ Dekens, J. & Dazé, A. (In press). *Conducting gender analysis to inform National Adaptation Plan (NAP) processes: Reflections from six African countries*. NAP Global Network.

engaging in planning and decision-making processes, and investing in adaptation actions. For women to realize their potential as agents of change in adaptation, these gaps must be overcome, through investments in basic services that are targeted and gender-responsive.

- **Sector-based adaptation strategies must consider the full range of activities in the sector, taking different roles of women and men into account.** Many countries are taking a sector-based approach to adaptation planning, identifying adaptation options for sectors that have been identified as being particularly vulnerable to climate change. Our analysis has found that there are important differences in the roles women and men tend to play within these key sectors across the different countries. In order to develop robust and inclusive adaptation strategies for these sectors, countries must understand the full range of activities that are involved (both formal and informal), where responsibilities for those activities lie, and what the adaptation needs are, considering the gender differences in roles, responsibilities and opportunities within the sector.
- **An understanding of the impact of migration on gender dynamics is needed to inform adaptation planning.** In the countries studied, migration is an important strategy, whether as a traditional livelihood practice, a means of securing household incomes or as a coping mechanism in periods of scarcity, including those caused by climate hazards and changes. In each of these scenarios, gender dynamics play a role in the decision to migrate, as well as in the effects of this decision on the person or people migrating and on those left behind. When men migrate, the women left behind have increased responsibilities, but may also have increased decision-making power.
- **Women remain under-represented in decision-making in climate-vulnerable sectors, which has implications for how gender-responsive adaptation action in those sectors will be.** The country analyses revealed gaps in women's participation in decision-making at multiple levels, from community-level mechanisms, to public sector posts to national-level policymakers. These gaps in representation must be overcome for participation in adaptation decision-making to be gender-balanced.
- **More attention must be paid to gender in other priority sectors for adaptation, beyond agriculture, water and health.** It was relatively easy in the analyses to find information on gendered impacts of climate change for the agriculture, water and health sectors. In these sectors, even if there has not been much in the way of specific research on climate impacts, there is information available on the gender context of the sector, which provides a basis for analyzing the gender dimensions of adaptation. However, for sectors such as transport, infrastructure and the urban sector, less information was available to inform the gender analysis for the NAP process. Additional research and analysis is therefore needed in these sectors to inform gender-responsive decision making for adaptation.

Based on experience in these six countries, we are convinced that there is value in conducting NAP-focused gender analyses. The analyses provided context-specific analysis of gender and adaptation issues and recommendations to inform the NAP process in the respective countries. In addition, the gender analysis processes themselves have served to increase awareness, promote dialogue and create connections between gender and climate change actors.

Integration of gender considerations into adaptation plans and actions

In 2018, the NAP Global Network undertook an analysis of progress on integrating gender considerations in NAP processes. The analysis was based on a review of adaptation planning documents from nine countries (those available on NAP Central as of January 2018)⁴, as well as data collected directly from NAP teams from 15 countries through a facilitated self-assessment process during the [Targeted Topics Forum](#) (including three of the same countries where documents were reviewed). Although countries are at different stages in their NAP processes, enough progress had been made to generate some useful lessons.

The key findings emerging from the analysis are:

- **Most countries have made an effort to integrate gender considerations in their NAP documents.** The majority of the NAP documents reviewed mention the word “gender”. This is very positive, as it reflects the recognition that gender must be considered for adaptation action to be effective. However, few of the documents elaborate how these approaches, principles or ambitions will be achieved in their specific context.
- **The focus of gender integration in NAP documents tends to be on women only, versus the differences between women and men in the same context.** Women tend to be mentioned more often than gender. Given that gender inequalities tend to disadvantage women, recognizing their particular needs and vulnerabilities is a good starting point. However, without an understanding of the issues that lead to female marginalization, strategies for women’s empowerment are unlikely to be effective.
- **Women are most often positioned as a particularly vulnerable group.** Most of the documents identify women as a group that is particularly vulnerable to climate change and/or as beneficiaries of adaptation actions, while fewer documents position women as agents of change or as stakeholders in adaptation planning processes. Further, women are often grouped together with, for example, children and the elderly, as a collective of “most vulnerable”, with limited analysis of the differences among women or of the drivers of vulnerability of these different groups and how they may differ, requiring different responses.
- **There is limited evidence that context-specific gender analysis has been used in NAP processes so far.** While several of the adaptation planning documents do present some evidence that gender analysis was used, the majority of countries who provided data through the self-assessment process indicated that gender analysis had not been used in the planning phase so far. However, all of these countries saw opportunities to include gender analysis and its application in upcoming steps of their NAP processes.
- **Adaptation options targeting women often focus on household issues.** When countries identify specific adaptation options for women in their NAP documents, there is a tendency for these to focus on actions related to their role as household managers, taking care of water, food production and health for their families. While this may be reflective of the current situation and needs, there is a risk that emphasizing their household responsibilities will inhibit progress by reinforcing traditional gender roles and may lead to missed opportunities for women’s economic empowerment.

⁴ We have since reviewed additional NAP documents that were posted on NAP Central as of December 2018 – see Annex A for an overview.

- **In-country capacities to integrate gender exist, but in many cases have not been effectively utilized.** Most of the countries completing self-assessments indicated that capacities to integrate gender considerations do exist in their country context, in different parts of government as well as in donors, UN organizations, NGOs and other civil society organizations and academic institutions. However, more than half of these felt that these had not been effectively utilized during the NAP process so far.
- **The role of gender actors in the NAP process varies across countries.** While in some countries, the ministry of women's affairs, or its equivalent, is represented in the institutional arrangements for the NAP process, in many cases they have not played an active role to date. The information on involvement in stakeholder engagement processes is limited, but suggests that more consideration of participation of women and representatives of vulnerable groups is needed as NAP processes advance.
- **Broader policies and plans can create an enabling environment for integration of gender in the NAP process.** Where gender is identified as an issue in a country's Nationally Determined Contribution, or where a mandate for integration of gender in policymaking has been established, this can create entry points for integrating gender considerations in the NAP process.

Regardless of where they are in their NAP process, countries participating in the self-assessment process were able to identify concrete next steps that they could take to better integrate gender considerations. While these are country specific, they tend to focus on a few key areas. These include the institutional arrangements, in terms of ensuring that there are mechanisms in place to facilitate collaboration between gender and climate change actors, for example by including the ministry responsible for gender in key coordination bodies for the NAP process. Many countries recognized that gender-responsive action requires strong stakeholder engagement, with equitable representation of women and men as well as particularly vulnerable groups. Targeted gender analysis to fill information gaps and ensure informed decision-making on adaptation and gender is a priority for many countries, as is the integration of gender in NAP M&E systems. Finally, countries identified the need for capacity development, for NAP teams, gender actors and stakeholders in the NAP process, to put in place the knowledge and skills needed to effectively integrate gender considerations.

For further details on this analysis, along with recommendations for actions by NAP teams and development partners to support better integration of gender considerations in NAP processes, please see [Towards Gender-Responsive NAP Processes: Progress and Recommendations for the Way Forward](#). An update to the document review summary presented in the synthesis report is provided in Annex A.

Annex A: Gender Review of NAP Documents – Update as of December 2018

Since the [2018 synthesis report](#) was published, three additional countries added adaptation planning documents to NAP Central. The table below updates the information provided in Annex A of the synthesis report to include these newly-added documents, for a total of 12 documents reviewed.

Issue	# of NAP documents
Framing of gender issues	
Gender mentioned	11
Gender equality/equity	7
Gender sensitivity	4
Gender differences	4
Gender-based discrimination	4
Gender mainstreaming	4
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	4
Positioning of women	
As a group that is particularly vulnerable to climate change	7
As beneficiaries of adaptation actions	6
As agents of change	5
As stakeholders in adaptation planning processes	4
Additional entry points for integrating gender considerations	
Reference to other concepts that may provide entry points	4

Issue	# of NAP documents
Evidence of integration of gender considerations in the planning phase of the NAP process*	
Use of gender analysis	
Participation of women and/or women's groups	
Identification of adaptation options	
Implementation strategies	
M&E framework	
Evidence of consideration of gender issues in the institutional arrangements for the NAP process*	
Government institutional mechanisms	
Stakeholder platforms	

*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.