



BRIEFING NOTE

March 2018

Promoting gender-responsive adaptation in the agriculture sectors: Entry points within National Adaptation Plans

Overview

Using the framework of the [National Adaptation Plans \(NAP\)](#) process, this brief provides an overview of the key issues to consider and main entry points for gender mainstreaming in the development of NAPs for the agriculture sectors.

Key messages

1. Climate change does not impact everyone in a community or country in the same way; greater attention to the structural inequalities and gendered power relations that impact resilience and adaptation, particularly in the context of small-holder agriculture, pastoralism, fisheries and forestry is crucial for effective adaptation planning in the agriculture sectors.
2. Adaptation responses in the agriculture sectors are shaped by formal and informal institutions and processes; to avoid reinforcing existing inequalities and to identify adaptation options that are relevant to more people, a gender perspective should be integrated into the formulation and implementation of NAPs and other planning processes for the agriculture sectors.
3. Meeting gender-related adaptation goals requires sustained actions from multiple actors and institutions (e.g. agriculture and related ministries, extension services, community resource groups, financial and insurance organizations, climate information services, community land use groups; customary leadership, etc.).



Context

What is gender-responsive adaptation planning?

The United Nations Framework Convention on Climate Change (UNFCCC) Technical Guidelines on NAPs recognize the importance of a gender-responsive plan, noting the value of equal participation of men and women in decision-making, the need to avoid exacerbating gender inequalities and the likelihood that addressing gender leads to better adaptation and more resilient communities (UNFCCC Least Developed Countries (LDC) Expert Group, 2012).ⁱ The definition of a gender-responsive NAP is further clarified by three criteria as a programme that: (i) recognizes the gender differences in adaptation needs, opportunities and capacities; (ii) ensures the equitable participation and influence of women and men in adaptation decision-making processes; and (iii) ensures gender equitable access to financial resources and other benefits resulting from adaptation investments (Dazé, A. and J. Dekens, 2017).

Why does gender matter for adaptation in the agriculture sectors?

Climate change impacts and adaptation responses in the agriculture sectors impact different people in different ways depending on the cultural, economic, environmental and social context in which they live (Djoudi *et al.*, 2016). NAPs provide an opportunity to ensure adaptation efforts are more responsive to the needs, interests and challenges of different women and men in the agriculture sectors (UNFCCC LDC Expert Group, 2015; UNFCCC LDC Expert Group, 2012). The inequitable distribution of rights, resources, power and norms may also influence people's ability to adapt to climate change (UNFCCC LDC Expert Group, 2015). A recent study on pastoral and agricultural communities in Mali found that participants described different adaptive strategies based on their gender, age, class, ethnicity and practice. In contrast to agricultural communities, pastoral communities felt seasonal livestock herding was the most important adaptive strategy. Specifically, adaptive strategies differed between women in pastoral and farming communities; the former kept sheep and goats while the latter focused on charcoal production (Djoudi *et al.*, 2016; Brockhaus *et al.*, 2013). Elsewhere, a study

in the Madi Valley of Nepal found that the communities in the study site indicated their climatic threats of flood, drought and riverbank erosion and noted they experienced different intensities based on age, caste, class, gender and sectors (Maharjan *et al.*, 2017).

NAPs provide an entry point to address structural -- including gender -- inequalities (Dazé, A. and J. Dekens, 2017).

Structural inequalities (e.g. in policies, laws, norms, institutions, etc.) and inequitable power relations at all levels underlie many of the different adaptation challenges that women and men may experience depending on one or more various intersecting factors (e.g. sex, age, socio-economic group, ethnicity, caste, etc.). Furthermore, if adaptation processes do not identify and address inequitable power relations or social norms, or identify and address the gender-differentiated adaptation needs and interests, they risk creating new gender inequalities which can worsen vulnerabilities.

Commitments to gender, agriculture and climate change adaptation in policymaking

As indicated by the adoption of the UNFCCC [Gender Action Plan](#) at COP 23, momentum is building to develop gender-responsive adaptation policies. At the same time, countries are coming together to address climate change impacts on agriculture, including the socioeconomic and food security dimensions, most recently through the Koronivia joint work on agriculture adopted at COP 23. Further signs that countries recognize the interconnectedness of gender, climate change and agriculture are seen in the gender-related references made in at least 65 Nationally Determined Contributions (NDCs), while agriculture is also highlighted as the sector that can provide more opportunities for empowering women and reducing their vulnerability (Strohmaier *et al.*, 2016).ⁱⁱ Action to promote gender equality within climate change responses would lead to positive effects on meeting the Sustainable Development Goals, in particular Goal 5, “achieve gender equality and empower all women and girls”.

At the national level, countries have made policy commitments related to climate adaptation and gender equality (see **Box 1**). These adaptation policies, plans and

programmes can affect the agriculture sectors including the use and management of natural resources, and access to information and services (Djouti *et al.*, 2016). This can in turn strengthen people's resilience, for example through improved access to productive resources, agricultural technologies, climate

information and services. More deeply-entrenched inequalities, such as discriminatory institutions or inequitable power relations at household or community levels, may take more time to resolve, but can be targeted through policy initiatives.

Box 1

Examples of gender-responsive adaptation plans and policies at the national level

- **The Philippines:** With support from the NAP-Ag Programme, the Philippines is working to integrate gender, climate change adaptation and disaster risk management in its Agriculture and Fisheries Modernization Plan for the period 2018-2023.
- **Uganda:** Uganda's NAP-Ag Framework has a dedicated priority area on gender and also mainstreams gender throughout all other priorities.
- **Zambia:** Zambia's development of a NAP-Ag Framework is an opportunity to harmonize gender equality and climate adaptation goals in the context of the National Climate Change Response Strategy (NCCRS, 2010); Intended Nationally Determined Contribution (2015); the Climate Change and Gender Action Plan (with the United States Agency for International Development (USAID) and the International Union for Conservation of Nature (IUCN)); Zambia's Gender Equity and Equality Act (2015); and the National Gender Policy (2014).

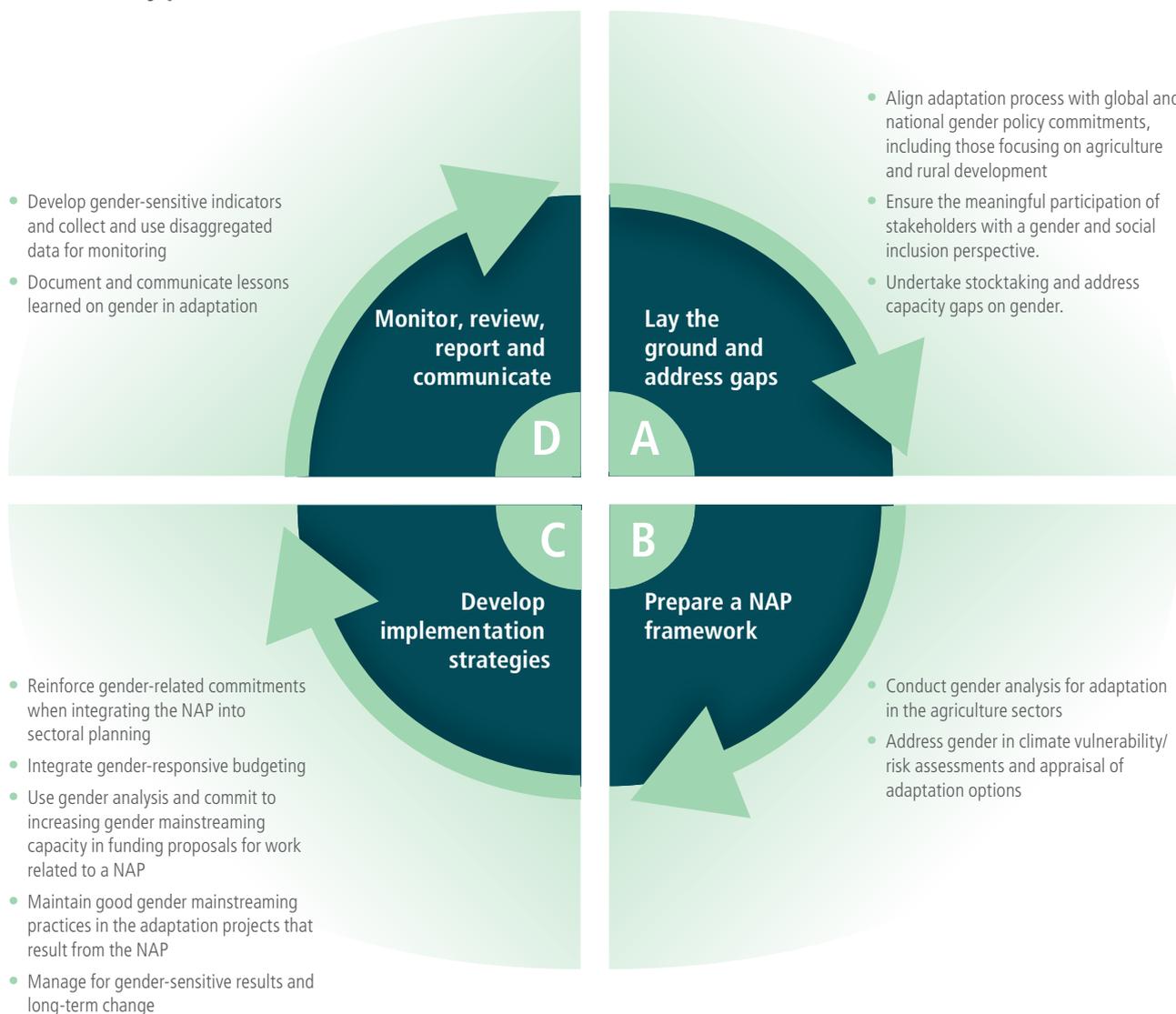
Entry points for mainstreaming gender in NAPs for agriculture

Within this policy context, the process of formulating and implementing NAPs for the agriculture sector (or of integrating agriculture into an overarching NAP) has been framed as a multi-stakeholder process including

four elements and a number of steps therein (see **Figure 1**).ⁱⁱⁱ To contribute to the ongoing conversation on developing gender-responsive NAPs, the following section presents entry points for gender mainstreaming in the four NAP elements. Examples from the recent experiences of some of the 11 countries participating in the NAP-Ag Programme illustrate where gender, adaptation and agriculture intersect.

Figure 1

Gender entry points in NAP Formulation



4

Draw on gender analysis throughout

Bring in gender expertise throughout

Build on women’s and men’s different knowledge, experience, needs and challenges

Note: These entry points build on the suggestions put forward by the UNFCCC LDC Expert Group (UNFCCC LDC, 2012).

Element A: Lay the ground and address the gaps

Element A focuses on setting the foundation for integrating the agriculture sectors in NAPs. This includes undertaking a stocktaking of information on climate change impacts, vulnerabilities and adaptation, as well as the gaps and needs of the enabling environment. There are a number of ways to ensure this early part of the process is gender-responsive, including in the following areas:

- **Align adaptation process with global and national gender policy commitments, including those focusing on agriculture and rural development.**

Several internationally agreed instruments are relevant to understanding the gender-adaptation-agriculture nexus and informing the adaptation process and actions. This includes the [Convention on the Elimination of All Forms of Discrimination against Women \(CEDAW\)](#), in particular, [Article 14 on Rural Women](#), and the UNFCCC [Gender Action Plan](#). At the national level, there may be national gender equality policies, strategies and plans to which the process should be aligned in terms of focus and action. Specific laws (e.g. inheritance, land title, resource use) may be particularly relevant to adaptation in the agriculture sectors. Customary laws also provide important context for understanding the gender dimensions of land use and rights.^{iv}

- **Ensure the meaningful participation of stakeholders with a gender and social inclusion perspective,^v** particularly those knowledgeable in agriculture sectors, to help promote a diversity of viewpoints to broaden the understanding of vulnerability, resilience and adaptation options. Possible stakeholders might include: Ministry of Gender and/or other similar government bodies, non-governmental organizations/civil society organizations (NGOs/CSOs) with experience on gender and social issues (e.g. indigenous peoples, youth, pastoralists, fishers, etc.), farmers' organizations, women's organizations and research institutions or universities. Ideally, the NAP Coordinating Committee or the institution in charge of CCA coordination should also include a Gender Focal Point (sometimes called a Gender and Social Inclusion Focal Point). In addition, coordination institutions should seek to increase the proportion of women and minorities in committees and decision-making bodies.

- **Undertake stocktaking and address capacity gaps on gender.** Capacity strengthening may include: undertaking a gender mainstreaming gaps and needs assessment as part of a broader stocktaking; developing a stakeholder capacity development strategy; identifying entry points; facilitating discussions on gender; and incorporating gender in discussions and meetings (see **Box 2**). Numerous training resources are available and ideally follow-up trainings and continual capacity strengthening will take place in the subsequent phases of NAP planning.^{vi}

Box 2

Addressing the gender mainstreaming capacity of stakeholders

Uganda was one of many NAP-Ag Programme countries that identified a need to improve capacity on gender analysis and gender mainstreaming within its NAP planning for agriculture. The team developed a gender capacity development strategy in the NAP process that involved a detailed needs assessment, followed by tailored trainings at different levels, targeting parliamentarians, central government staff, district government staff and non-state actors. Most of the trainings included field visits so the decision-makers could better understand the challenges that male and female farmers are facing with regards to adaptation. Based on the enhanced capacity, as well as other factors, Uganda's NAP for the agriculture sector includes gender as one of eight priority areas.^{vii}

The NAP-Ag programme team in the Philippines has hired a dedicated gender expert to ensure gender mainstreaming takes place in multiple phases of the NAP process. This expert will support capacity development of key stakeholders, integrate gender into funding proposals and design and conduct gender analyses of key agricultural value chains.

Element B: Prepare a NAP framework

Element B focuses on impact, vulnerability and adaptation assessments, selecting and prioritizing adaptation options, and the formulation of an adaptation framework or plan for the agriculture sectors. From a gender perspective, it is important to ensure that both analyses as well as the process of engaging stakeholders in these actions are gender-sensitive:

- **Conduct gender analysis for adaptation in the agriculture sectors.** Gender analysis is important for identifying different climate vulnerabilities, informing the adaptation planning process and identifying adaptation options that are relevant to the agriculture sectors. Gender analysis uncovers the structural inequalities (e.g. socio-economic norms, inequitable institutions, policies and national and customary laws) and power relations that can impact vulnerabilities and adaptation options. Depending on the context, gender analysis may include looking at socio-economic class, age, ethnicity, age, caste, disability status, etc. that underlie inequality and exclusion.^{viii}

Issues that may come to light through gender analysis relate to: the power dynamics and decision-making processes at different levels; legal rights and status;

labour divisions and benefit-sharing within households; access to resources, information and services; as well as aspirations, needs, interests and constraints. The findings of the analysis can be translated into recommendations on which gender issues should be addressed in: (i) the formulation and implementation of NAPs for agriculture, and (ii) the identification of strategies to mobilize women and men across different strata. Further, the findings can be used in identifying opportunities (e.g. strong informal social networks for disseminating information) and constraints (e.g. discriminatory practices faced by some populations) for integrating adaptation into broader planning processes.

- **Address gender in climate vulnerability/risk assessments and appraisal of adaptation options.** Vulnerability and risk assessments that are designed and conducted using a gender perspective may give a more accurate picture of the kinds of resiliencies and vulnerabilities that men and women experience in a given context depending on other factors (e.g. age, ethnicity, class, caste, etc.). In addition, the inclusion of socio-economic criteria in the evaluation of adaptation options and the encouragement of participation by different stakeholders (see second point under Element A) can contribute to the selection of adaptation options that are optimal for different groups of people (see **Box 3**).

Box 3

Conducting gender-sensitive appraisal of adaptation options

In **Uruguay**, gender dialogues were organized as one of six adaptation dialogues to find out more about the realities of different sectors to inform the NAP.^{ix} Female rural producers discussed how the climate is affecting them and, in exchange, explanations on climate change and adaptation were presented by government and UN stakeholders. The dialogue revealed that some women do not know how to respond to climate change; others do not realize that some of the practices they are currently undertaking are actually in line with national adaptation recommendations; and, for others, the climate change language acts as a barrier. Women were given space to outline how their roles as producers could be incorporated into plans to adapt to climate change. Suggestions from rural producers were documented and fed back to government circles. Results from this work will inform the high profile *Gender Equality Plan* and the NAP Roadmap for agriculture.

In both **Nepal** and **Viet Nam**, gender analysis was embedded into their vulnerability and risk assessment work.^x In Nepal, a three-day training for field workers was held to sensitize them to gender-sensitive research approaches and questions before engaging in focus group discussions in rural communities. In Viet Nam, surveys to be used in gathering information on the risks faced by agricultural communities included: questions on roles of women, men and youth in the household; roles in decision-making; access to information and resources; and impacts of different practices on time use. This data will be used in a gender analysis to better understand the relevant gender issues in the different value chains.

Element C: Develop implementation strategies

This element focuses on developing a strategy and enhancing capacities to implement adaptation actions in the agriculture sectors. Gender-related efforts within this element should be informed by the previous elements. In particular, stakeholders' capacities should be built upon and insights from gender analysis can help prioritize where to focus resources.

- **Reinforce gender-related commitments when integrating the NAP into sectoral planning.** Developing a NAP for agriculture is not a stand-alone process; the adaptation priorities that are consolidated through the NAP process are to be integrated into sectoral planning, such as a country's agricultural investment plan or agricultural policies. In many instances, gender-related commitments are already made within sectoral plans. For example, a national agricultural policy may include objectives around increasing trainings provided to female farmers. The NAP process is an opportunity to reinforce and add on to those commitments. This can be done by including gender-related criteria in the prioritization of adaptation actions in the agriculture sectors, linked to whichever gender issues have been prioritized in the nation's sectoral plans.
- **Integrate gender-responsive budgeting.** The government's budget process is the gateway for resource allocation and is therefore important in terms of ensuring that budgets consider the different needs and constraints of women and men across different regions and socio-economic strata.^{xi} This means planning, analysing, monitoring and auditing budgets in a gender-responsive way. In some instances, gender mainstreaming requirements are already in place and can justify gender-responsive budgeting in the NAP process (see **Box 4**).
- **Use gender analysis and commit to increasing gender mainstreaming capacity in funding proposals for work related to a NAP.** NAPs are now linked to funding sources from the Green Climate Fund (GCF) Readiness and Preparatory Support Programme, established by the GCF Board in June 2016, which provides country support for up to USD 3 million

for the "formulation of NAPs and/or other adaptation planning processes" (Kartunnen *et al*, 2017). The GCF and other funding sources require robust gender mainstreaming in proposals and implementation. This requires not only that gender analysis informs the conceptualization of a proposal, but that indications are made of a long-term commitment to addressing gender issues in implementation. In many cases, this means that a process of sustained capacity development will need to take place, so that stakeholders are sensitized to the importance of gender issues, individuals gain gender-mainstreaming skills and institutions shift to supporting a culture of equality.

- **Maintain good gender mainstreaming practices in the adaptation projects that result from the NAP.** As with the NAP process itself, gender-responsive adaptation programmes and projects for the agriculture sector begin with robust gender analysis to inform formulation and implementation.^{xii} This can include secondary data (both national and context specific) and primary data for the particular context (agro-ecosystem, climate-related risks and vulnerabilities). A programme's theory of change and/or logical framework strategies, plans and budgets should also be gender-responsive, for example by going beyond numbers of women and men benefitting from the programme to identifying the specific practical needs and strategic interests that are targeted. Recent experience has pointed to the importance of designing smallholder adaptation initiatives that incorporate household methodologies and engage men and boys to strengthen household and community resilience.
- **Manage for gender-sensitive results and long-term change.** Achieving gender equality is a long-term goal and requires shifts to equitable institutions and power relations. Assessing the level of gender sensitivity of an organization can indicate the likelihood it will support equitable adaptation options and whether there is room for improvement. Institutional gender sensitivity can be assessed through a gender audit;^{xiii} signs that an organization is likely to promote gender equality include, for example: strong gender commitment of management, staff, and partners; gender equality tied to organizational outcomes; strong gender capacity and

responsibility; gender balance represented in, and promoted by, senior management and leadership; and links with networks

and organizations working on gender (and agriculture/climate change) (CARE 2016, UNDP 2016).

Box 4

Building on gender-sensitive budgeting within institutions and initiatives

In **Uganda**, a civil society budget advocacy group has been campaigning for the implementation of gender budgeting for a long time. In 2016, Uganda's Ministry of Finance, Planning and Economic Development (MoFPED), which has a gender unit specialized in gender budgeting, issued a budget call circular (BCC) requiring the mandatory mainstreaming of gender and climate change into all sectoral budget framework papers and district local government. To bring these efforts to bear on the NAP process for the agriculture sectors, the NAP-Ag Programme team in Uganda organized for a ministry representative to attend one of the NAP-Ag Gender Workshops in order to present the BCC and the governments' commitment in planning and budget through this Public Finance Management Act (2015). Follow-up is taking place to translate the awareness raised into gender-responsive budgeting for NAP.

Element D: Monitor, review, report and communicate

Element D focuses on monitoring and review systems, with particular attention to the success in implementing agricultural adaptation actions, with a possibility for evidence-based learning and revisions. Reporting and communicating adaptation progress are fundamental parts of revising and improving NAPs. Integrating gender into this element is crucial to be able to assess who is adapting and to share lessons learned with all stakeholders.

- **Develop gender-sensitive indicators and collect and use disaggregated data for monitoring.** In order to track whether a NAP for agriculture is contributing to gender equality, gender-sensitive indicators (GSI) must be built into the monitoring frameworks. Like any indicators, GSI are a measurement, number, opinion or perception that measure a change in a condition over time. A mixture of qualitative

and quantitative indicators is needed to understand progress on gender equality. The use of GSI requires the collection of sex-disaggregated data. Other variables that should be tracked may include age and socioeconomic group.^{xiv}

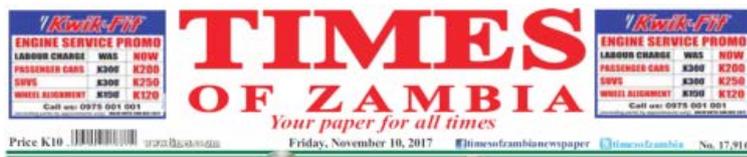
- **Document and communicate lessons learned on gender in adaptation.** Gender mainstreaming in adaptation for the agriculture sectors will continue to expand if insights into what works are documented and shared widely. This calls for effective policy messaging, communication and awareness raising campaigns for different audiences. It is important to consider the different audiences (e.g. stakeholders involved in the process, women and men farmers, farmers' organizations and cooperatives, youth agripreneurs, policy-makers, central government planners, etc.) and the most effective ways of communicating the different messages arising from the process in order to reach them (e.g. printed media, radio programme, community discussions, policy brief, social media, etc.).

Box 5

Monitoring and informing using diverse methods

Uruguay is strengthening the evidence base on the gender dimensions of adaptation in agriculture by piloting a research study that combines qualitative and quantitative methods to generate sex-disaggregated rural statistics.^{xv} Indicators are being developed on the contribution of women to rural production and issues such as the different adaptation strategies and how climate adaptation strategies and perceptions differ between women and men in dairy, livestock and vegetable production sectors. The data and indicators will be used as part of the monitoring framework for Uruguay’s NAP for the agriculture sector and will have other applications. The work is being carried out with the Agricultural Statistics Division of the Ministry of Livestock, Agriculture and Fisheries (MGAP), the Ministry of Housing, Land Planning and Environment (MVOTMA) and the Institute of Women Affairs of the Ministry of Social Development.

In **Zambia**, the importance of addressing gender in the NAP for agriculture was communicated to a mass audience via an article in the *Times of Zambia*. The article was written by a Producer at the Ministry of Agriculture who has a background in journalism and participated in a gender mainstreaming workshop organized by the NAP-Ag Programme. This article is an example of the importance of engaging with media and communications specialists during the NAP process and of utilizing mainstream communication channels for building an understanding of the issues addressed in a NAP.



Gender mainstreaming in agro sector inevitable

By CREWAT CHEUTA

WOMEN participation in agriculture has for a long time been under-represented despite the significant roles that they play.

The scenario runs across all the Botswana areas of the agriculture sector which evidently has impacted negatively on the overall impact of the sector in terms of productivity, income and food security.

Gender issues in the agricultural sector have not been mainstreamed, resulting in women being neglected in the various farm work areas.

However, emerging partners, such as the United Nations Development Programme (UNDP), the Food and Agriculture Organization (FAO) and the Zambia Government, through the Ministry of Agriculture, have involved in gender mainstreaming in the sector.

The state of Botswana is a member of the sector which has impacted on the sector's performance.

With the National Adaptation Planning process, the impact of gender mainstreaming and adaptation in the National Adaptation Plan (NAP) can be improved through recognition of gender differences in adaptation needs.

opportunities and capacities, equitable participation and influence by women and men in decision-making processes and equitable access to resources and other benefits resulting from investing in adaptation between women and men.

FAO Gender Advisor to the NAP-Ag programme, Spida Ndlovu, described the gender training as a multi-pronged approach to work across the agriculture and the ability to promote gender equality in the agriculture sector. A gender training



• GENDER issues in the agricultural sector have not been mainstreamed, resulting in women being reduced to mere farm workers.

Source: *Times of Zambia*, November 10, 2017

Conclusions

The process of planning for adaptation in the agriculture sectors is complicated; incorporating a focus on gender issues may seem to increase the complexity. However, by ensuring that gender is mainstreamed at key entry points throughout all four elements of the NAP process, the gender-differentiated needs and priorities of vulnerable

groups become clear and are more likely to be addressed. In addition, the persistent gender inequalities that currently hold back the agriculture sectors from achieving their full potential can be largely reduced and our efforts are more likely to achieve success if a gender-responsive approach to adaptation planning is adopted. Challenges remain, but collective efforts are moving in a positive direction.

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Notes

- ⁱ Established under the UNFCCC in 2010 as part of the Cancun Adaptation Framework, the NAP process enables Parties to the UNFCCC to formulate and implement NAPs to identify medium- and long-term adaptation needs and develop and implement strategies and programmes to address those needs.
- ⁱⁱ NDCs can be reviewed under the UNFCCC's [NDC Registry](#).
- ⁱⁱⁱ FAO's [Supplementary Guidelines, Addressing Agriculture, Forestry, and Fisheries in National Adaptation Plans](#) provides a checklist that outlines Elements A-D and the different steps included in the process.
- ^{iv} The FAO Gender and Land Rights Database provides relevant information on customary laws www.fao.org/gender-landrights-database/en/.
- ^v A more in-depth discussion on gender-responsive stocktaking (including checklists) can be found in Nelson, G. 2015. [Gender-responsive national communication toolkit](#). UNDP, pp. 21-28.
- ^{vi} See the UNFCCC collection of [resources on Gender and Climate Change](#).
- ^{vii} For more on Uganda's gender mainstreaming approach, see FAO & UNDP. 2018.
- ^{viii} Useful gender analysis tools include: UNDP, 2016. [How to conduct a gender analysis: Guidance note](#); CARE International Gender Network. 2012. [Good practices framework: Gender analysis](#); CARE International in Mozambique. 2014 [Gender sensitive climate vulnerability and capacity analysis](#).
- ^{ix} Uruguay's NAP process has also paid special attention to the dimension of youth, and high schoolers were engaged with during the adaptation dialogues.
- ^x For more on gender and climate change in Viet Nam, see www.youtube.com/watch?v=bT-7L2f1DYY.
- ^{xi} Useful resources for gender-responsive budgeting include: Government of India. 2015 [Gender Budgeting Handbook](#). India's Ministry of Women and Child Development; Government of Kenya. 2014 [Guidelines for gender-responsive budgeting in Kenya](#). National Gender and Equality Commission.
- ^{xii} Useful resources on gender and the project cycle include: CARE. [Technical resources on engaging men and boys](#) website with linked documents); Bishop-Sambrook, C. and Farnworth, C. 2014. [How to do Household Methodologies](#). IFAD; USAID and Asia Pacific Adaptation Network. 2014. [Integrating Gender in Climate Change Adaptation Proposals](#).
- ^{xiii} A useful resource for assessing institutional gender sensitivity: FAO. 2011. [Social analysis for agriculture and rural investment: Manager's guide](#).
- ^{xiv} A useful resource on M&E in NAPs includes the *NAP-Ag M&E Training Package* (forthcoming).
- ^{xv} For more about the Uruguay NAP-Ag Programme, see the NAP-Ag Uruguay [case study](#).



Integrating agriculture in National Adaptation Plans

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