



ASSESSMENT OF THE IMPLEMENTATION OF THE NATIONAL ACTION PLAN ON GENDER AND CLIMATE CHANGE (NAPGCC) IN NIGERIA, 2021-2025

ASSESSMENT OF THE IMPLEMENTATION OF THE NATIONAL ACTION PLAN ON GENDER AND CLIMATE CHANGE (NAPGCC 2021 -2025) FOR NIGERIA

ASSESSMENT REPORT

SEPTEMBER, 2026

Supported by:



Table of Content

ACRONYMS	4
ACKNOWLEDGEMENT	5
EXECUTIVE SUMMARY	6
INTRODUCTION	7
1.1. Background	7
1.2. Objectives of the Assessment	8
1.3. Scope of the Assessment	9
METHODOLOGY	10
2.1. Overall Approach and Design	10
2.2. Evaluation Framework	10
2.3. Data Collection Methods	10
2.3.1. Structured Desk Review	10
2.3.2 Quantitative Data Collection	11
2.3.3. Qualitative Data Collection	11
2.4. State Selection	12
2.4. Data Analysis	12
2.5. Ethical Considerations	12
PRESENTATION OF FINDINGS	13
3.0. Introduction	13
3.1. Awareness and Knowledge Level of the NAPGCC	13
3.2. Progress and Results	13
3.3. Institutional Arrangements, Capacity, and Financing	14
3.4. Challenges, Gaps, and Opportunities	15
3.5. NAPGCC as a Guiding Framework	16
3.6. Integration into National Climate and Sectoral Policies	16
RECOMMENDATIONS	17
4.1. Repositioning the NAPGCC as an Operational, Inclusive, and Accountable Framework	17
4.2. Strengthening Institutional Coordination, Systems, and Capacity	17
4.3. Securing Sustainable Financing and Strengthening Accountability Systems	18
4.4. Accelerating Sub-National Implementation through Structured and Differentiated Support ...	19
4.5. Anchoring the NAPGCC within National and Sectoral Policies	19
4.6. Deepening Participation, Inclusion, Learning, and Accountability	19
4.7. Enhancing Data Systems and Evidence-Based Decision-Making	20
CONCLUSION	21
REFERENCES	22

ACRONYMS

CBO	Community-Based Organization
CSOs	Civil Society Organisations
DCC	Department of Climate Change
EU	European Union
FCT	Federal Capital Territory
FGDs	Focus Group Discussions
GECAF	Global Ecofeminist Climate Action Fund
IDPs	Internally Displaced Persons
KIIs	Key Informant Interviews
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MEL	Monitoring, Evaluation and Learning
MRV	Monitoring, Reporting and Verification
NAP	National Adaptation Plan
NAPGCC	National Action Plan on Gender and Climate Change
NDC 3.0	Nigeria's Third Nationally Determined Contribution
NDCs	Nationally Determined Contributions
NGO	Non-Governmental Organization
OECD-DAC	Organisation for Economic Co-operation and Development – Development Assistance Committee
SDGs	Sustainable Development Goals
SMART	Specific, Measurable, Achievable, Relevant, and Time- bound
UNFCCC	United Nations Framework Convention on Climate Change
WECF	Women Engage for a Common Future
WEP	Women Environmental Programme

ACKNOWLEDGEMENT

This assessment of the implementation of the National Action Plan on Gender and Climate Change (NAPGCC 2021-2025) for Nigeria was conducted by Women Environmental Programme (WEP), in collaboration with the Department of Climate Change, Federal Ministry of Environment, with financial support from Women Engage for a Common Future (WECF), through its Global Ecofeminist Climate Action Fund (GECAF); and the European Union, through the project - WomenPower2030: Feminists Accelerate Action for Sustainable Development.

Executive Summary

This comprehensive assessment evaluated the implementation of Nigeria's National Action Plan on Gender and Climate Change (NAPGCC) 2020–2025, examining progress, institutional performance, financing, and outcomes at both the national and sub-national levels. Grounded in a mixed-methods approach and guided by the OECD-DAC evaluation criteria, the assessment synthesizes data from surveys, key informant interviews, focus group discussions, and policy reviews to determine the extent to which the NAPGCC has advanced gender-responsive climate action and influenced the evolution of Nigeria's climate policy architecture.

The assessment found that the transformative potential of the NAPGCC had remained largely unrealized. Awareness of the Plan was strikingly low across Ministries, Departments, and Agencies (MDAs), civil society organizations, and subnational institutions, with knowledge often confined to a small cadre of technical actors. Communication and dissemination mechanisms were inconsistent and largely driven by donors and civil society organizations rather than being institutionally embedded.

Implementation progress was fragmented and indirect, occurring mainly through sectoral or donor-funded initiatives that aligned with NAPGCC objectives without explicitly referencing the framework. While localized successes, such as climate-smart agriculture training for women, clean energy distribution, and gender-responsive state climate planning, demonstrated feasibility, they remained isolated and insufficiently scaled. Critically, the near absence of sex-disaggregated monitoring data prevented rigorous measurement of gender-transformative impacts and weakened accountability.

Institutional and financial constraints constituted the most severe barriers. Coordination mechanisms between climate and gender institutions were weak or inactive, technical capacity for gender-responsive planning and budgeting was limited, and dedicated public financing for NAPGCC implementation was virtually nonexistent. Consequently, activities depended heavily on unpredictable external funding, which undermined sustainability and national ownership. These systemic deficiencies reinforced one another, resulting in uneven subnational performance and excluding local governments and vulnerable communities from meaningful participation.

Despite these challenges, the assessment identified strategic opportunities. Demonstrated successes in some states showed that integrated gender-climate programming could deliver gender-responsive resilience and empowerment outcomes. Most importantly, the development new climate and environmental frameworks present a time-sensitive pathway for institutionalizing NAPGCC principles within Nigeria's core climate strategy, financing structures, and sectoral policies.

The evidence indicated that Nigeria's primary challenge was not the absence of gender-responsive frameworks for inclusive climate governance, but rather weaknesses in operational architecture, financing, and accountability mechanisms. The assessment therefore concluded that repositioning the NAPGCC as a mandatory and adequately resourced implementation framework was imperative. Priority actions identified by the assessment included the development of a costed NAPGCC 2.0 (2026-2030) with SMART gender indicators; the establishment of a permanent national secretariat and a high-level coordination mechanism; the institutionalization of gender-responsive climate budgeting and finance tracking systems; the adoption of differentiated state-level support and performance incentives; and the strengthening of civil society oversight, transparency, accountability, and knowledge generation.

CHAPTER ONE

INTRODUCTION

1.1 Background

Climate change poses a significant and escalating threat to Nigeria's socio-economic stability, with impacts that are deeply gendered and intersectional. As one of Africa's most climate-vulnerable countries, Nigeria is exposed to rising temperatures, erratic rainfall patterns, floods, desertification, and sea-level rise, all of which disproportionately affect climate-sensitive sectors such as agriculture, water, health, and energy (Okon et al., 2021; Achakpa & Stankevičiūtė, 2025). These risks intersect with entrenched gender inequalities, placing women, youth, persons with disabilities, and other marginalized groups at heightened risk because of their limited access to economic opportunities and productive resources, including land, finance, technology, and decision-making spaces (Awiti, 2022; Adepoju & Adigun, 2024). Women's central roles in food production, water and fuel collection, unpaid care work, and household resilience mean that climate shocks often translate directly into increased workloads, food insecurity, health risks, and greater exposure to gender-based violence (Fatouros & Capetola, 2021; Fruttero et al., 2024).

Empirical evidence from across Nigeria demonstrates that climate impacts are neither uniform nor gender neutral. Women farmers and entrepreneurs experience a "triple differential vulnerability" characterized by heightened exposure to climate risks, structural barriers within economic systems, and responsibility for managing household-level shocks (Gannon et al., 2022). Studies conducted in North Central Nigeria, South-East Nigeria, and the arid northern regions confirm that gender significantly influences climate risk perception, access to adaptation resources, and the adoption of climate-smart practices, with men typically enjoying greater control over assets and information (Anugwa et al., 2020; Ayanlade et al., 2023; Ogunsakin, 2024). These disparities are further exacerbated by conflict, poverty, and displacement, underscoring the need for deliberate, gender-responsive climate governance that addresses both structural inequality and climate vulnerability (Okoyeuzu et al., 2024; Muhwezi & Turyasingura, 2025).

Nigeria's climate response is shaped by its international obligations under the United Nations Framework Convention on Climate Change (UNFCCC), the Kyoto Protocol, the Paris Agreement, and the Maputo Protocol, alongside domestic policy and legal frameworks such as the Climate Change Act 2021 (Noah, 2022; Salau, 2023; Nyirenda, 2025). The Climate Change Act establishes a legally binding pathway toward low-carbon, climate-resilient development, including net-zero targets, carbon budgeting, and the mainstreaming of climate action into national development planning (Alada, 2024; Olaniyi et al., 2024). However, persistent challenges remain, including fragmented institutional coordination, capacity constraints, limited access to climate finance, and the weak integration of social inclusion and gender equality into implementation processes (Ekoh et al., 2025; Adewumi, 2025). These gaps highlight the importance of targeted frameworks that operationalize gender responsiveness within climate policy and practice.

Nigeria's National Action Plan on Gender and Climate Change (NAPGCC) 2020-2025 therefore represents a landmark policy instrument for translating global gender-climate commitments into national action. Developed by the Department of Climate Change (DCC) of the Federal Ministry of Environment, the NAPGCC provides a structured framework for mainstreaming gender across climate mitigation, adaptation, and finance in alignment with Nigeria's Nationally Determined Contributions (NDCs), the National Gender Policy, and the UNFCCC Gender Action Plan. The Plan recognizes women not merely as a vulnerable group but as critical agents of change whose knowledge, leadership, and participation are essential for achieving effective and equitable climate outcomes (Olanrewaju, 2024).

The NAPGCC is anchored in a clear goal: ensuring that Nigeria’s climate change processes are inclusive and gender-responsive across priority sectors and all levels of governance. To achieve this goal, it articulates nine interrelated objectives spanning awareness creation, policy mainstreaming, participation in decision-making, gender-responsive adaptation and mitigation, sex-disaggregated data systems, climate finance mobilization, institutional capacity strengthening, and stakeholder coordination (Federal Republic of Nigeria, 2020). These objectives are operationalized through five thematic priority sectors: agriculture and land use; food security and health; energy and transport; waste management; and water and sanitation, each with defined actions, indicators, timelines, and responsible institutions. The focus on these sectors reflects their centrality to Nigeria’s economy, social welfare, and gendered climate risks, particularly given women’s dominant role in agriculture and household resource management (Akyala et al., 2023; Duru et al., 2022).

A distinguishing feature of the NAPGCC is its participatory formulation process, which spanned more than three years and engaged stakeholders across all six geopolitical zones of the country. Government ministries, departments, and agencies (MDAs), civil society organizations, women’s and youth groups, academia, the private sector, and development partners contributed to its design through consultations, validation workshops, and participatory research processes (Federal Republic of Nigeria, 2020). This inclusive approach not only strengthened the legitimacy and relevance of the Plan but also established participation and partnership as core principles guiding its implementation. However, translating this participatory vision into sustained and well-coordinated action at both national and subnational levels remains a critical implementation challenge.

At the end of its implementation cycle, a comprehensive assessment of the NAPGCC is both timely and necessary. While Nigeria’s updated NDC (2021) and the emerging NDC 3.0 signal stronger commitments to gender mainstreaming, evidence suggests that persistent gaps remain in translating policy commitments into measurable, gender-responsive outcomes, particularly for rural women who depend on rain-fed agriculture and other climate-vulnerable livelihoods (Federal Ministry of Environment, 2021). Limited access to climate finance, weak sex-disaggregated data systems, uneven institutional capacity across states, and inadequate coordination between climate and gender institutions continue to constrain effective implementation and delivery (Gbadegesin, 2025; Onoh et al., 2023).

This assessment sought to systematically evaluate the progress, results, institutional arrangements, financing mechanisms, and challenges associated with the implementation of the NAPGCC (2021-2025), while identifying opportunities to strengthen its effectiveness as a guiding framework for gender-responsive climate action. Critically, the findings will inform the review and enhancement of the NAPGCC and support the integration of evidence-based lessons into related sectoral policies, which emphasize gender-responsive budgeting, SMART gender indicators, inclusive stakeholder engagement, and just transition principles (Federal Ministry of Environment, 2021).

1.2. Objectives of the Assessment

The specific objectives of the assessment were:

1. To assess the progress made in the implementation of the NAPGCC (2021-2025) at the national and state levels.
2. To identify the challenges, gaps, and opportunities associated with the implementation of the NAPGCC.
3. To develop evidence-based recommendations for the review and improvement of the NAPGCC.
4. To promote the integration of gender-responsive approaches into national and sectoral policies.

1.3. Scope of the Assessment

This comprehensive assessment evaluated the implementation of Nigeria's National Action Plan on Gender and Climate Change (NAPGCC) from January 2021 to December 2025. The scope was expressly defined by four core objectives designed to generate actionable evidence: to assess the progress of NAPGCC implementation at the national and state levels; to identify the underlying challenges, systemic gaps, and emerging opportunities in its implementation; to develop robust, evidence-based recommendations for the review and improvement of the Plan; and to promote strategically the integration of gender-responsive approaches into Nigeria's Nationally Determined Contribution (NDC), National Adaptation Plan (NAP), and other sectoral climate policies. The evaluation was geographically inclusive, examining implementation dynamics across Nigeria's six geopolitical zones and within the NAPGCC's five priority sectors: Agriculture; Food Security and Health; Energy and Transport; Waste Management; and Water and Sanitation, where gendered vulnerabilities and opportunities were most pronounced. Analytically, the assessment employed a refined Theory of Change and the OECD-DAC evaluation criteria (Relevance, Effectiveness, Efficiency, Coherence, and Sustainability) to provide a structured assessment of the Plan's performance and its real-world impact on women, youth, and other marginalized groups.

Guided by eight key assessment questions, the evaluation examined critical dimensions of implementation progress, institutional capacity, and future policy integration. It investigated the extent of implementation and the measurable, sex-disaggregated results achieved; analysed the institutional arrangements, coordination mechanisms, and financing modalities that had enabled or constrained implementation; and **identified** best practices and critical gaps across states and sectors. Furthermore, it assessed the effectiveness of the NAPGCC as a guiding framework for mainstreaming gender in climate action and **examined** opportunities for integrating lessons learned into national and sectoral climate policies.

CHAPTER TWO

METHODOLOGY

2.1. Overall Approach and Design

The assessment adopted a mixed-methods, policy-oriented evaluation design that integrated qualitative and quantitative approaches to generate robust, triangulated, and decision-relevant evidence. This approach reflected international good practice in gender and climate policy assessments and aligned with established methodological precedents that combine surveys, key informant interviews (KIIs), focus group discussions (FGDs), and structured desk reviews to assess complex, cross-sectoral interventions (Olanrewaju, 2024; Ume et al., 2021; Danso-Abbeam et al., 2021).

The mixed-methods design enabled the assessment to:

- Quantify the extent, coverage, and patterns of NAPGCC implementation across institutions and states; and
- Provide qualitative insights into how and why outcomes were achieved or constrained, particularly in relation to gender responsiveness, institutional coordination, and climate governance dynamics.

Overall, the assessment was qualitative and exploratory in nature and was complemented by descriptive quantitative analysis. It was explicitly designed to identify systemic patterns, institutional bottlenecks, and enabling factors rather than to produce statistically representative or generalizable findings.

2.2. Evaluation Framework

The assessment was anchored in the OECD-DAC evaluation criteria, which were adapted to the context of Nigeria's gender-responsive climate action agenda and applied across the 2021-2025 implementation period of the NAPGCC. These criteria guided data collection, analysis, and assessment of performance based on relevance, effectiveness, efficiency, coherence, impact, and sustainability.

2.3. Data Collection Methods

2.3.1. Structured Desk Review

A systematic desk review was conducted to compare the planned and actual implementation of the NAPGCC (2021-2025). The documents reviewed included:

- The NAPGCC (2021-2025) and related implementation reports;
- National climate policy instruments;
- State-level climate action plans and sectoral policies;
- Gender policies; and
- Relevant peer-reviewed and grey literature.

2.3.2 Quantitative Data Collection

2.3.2.1. Sample Size

A total of 600 survey responses were collected, comprising 50 respondents in each of the 12 selected states. The sample size was determined to ensure adequate geographic spread across geopolitical zones while remaining feasible within time and resource constraints. The survey was designed to generate descriptive insights and comparative patterns, rather than statistically representative estimates. Survey instruments were administered using stratified sampling to ensure inclusion of relevant institutional and demographic categories.

2.3.3. Qualitative Data Collection

a. Key Informant Interviews (KIs)

A total of 30 KIs were conducted with purposively selected stakeholders, including federal and state government officials from environment, gender, planning, and sectoral ministries, departments, and agencies (MDAs); development experts; representatives of academia and research institutions; civil society organizations (CSOs), particularly women-led, gender-focused, human rights, environmental, WASH, and climate-focused organizations and coalitions, as well as community-based organizations (CBOs); and representatives of traditional institutions and other policy implementers and influencers.

b. Focus Group Discussions (FGDs)

FGDs were conducted at both the state and federal levels to capture diverse perspectives on implementation experiences and inclusiveness of outcomes.

FGDs were conducted in 12 states and the Federal Capital Territory (FCT), Abuja. Each state-level FGD brought together 12 participants drawn from the following institutions and stakeholder groups:

- Ministry of Environment / Climate Change
- Ministry of Agriculture
- Ministry of Health
- Ministry of Women Affairs and Social Development
- Ministry of Transport and Energy
- Disability Commission
- Three CSOs/NGOs focusing on environment, climate change, gender, and human rights
- Ministry of Humanitarian Affairs

In the Federal Capital Territory, FGDs were conducted with the following federal institutions:

- Federal Ministry of Environment
- Federal Ministry of Transport

- Federal Ministry of Agriculture and Food Security
- Federal Ministry of Water Resources
- Federal Ministry of Humanitarian Affairs and Poverty Alleviation

2.4. State Selection

States were selected across the six geopolitical zones based on their levels of climate vulnerability. Accordingly, quantitative survey data, as well as qualitative data from FGDs and KIIs, were collected in the Federal Capital Territory (FCT), Abuja, and the following states: Abia, Benue, Borno, Edo, Ekiti, Enugu, Kogi, Kwara, Niger, Plateau, Taraba, and Zamfara.

2.4. Data Analysis

Qualitative data collected through KIIs and FGDs were analyzed using thematic content analysis. Findings from all sources were then triangulated, integrated, and interpreted using the OECD-DAC evaluation criteria.

2.5. Ethical Considerations

The assessment adhered to strict ethical protocols, including obtaining informed consent, ensuring voluntary participation, and guaranteeing anonymity, confidentiality, and the secure handling of participant information. The research team adopted gender-sensitive and culturally appropriate approaches throughout the assessment, with particular emphasis on the inclusion of vulnerable groups. All data collection instruments were designed and administered to minimize risks and reduce potential sources of bias.

CHAPTER THREE

PRESENTATION OF FINDINGS

3.0. Introduction

This chapter presents the consolidated findings of the Comprehensive Assessment of the Implementation of Nigeria's National Action Plan on Gender and Climate Change (NAPGCC 2021-2025). Synthesizing evidence from national and subnational analyses, the findings are organized thematically to provide a holistic overview of progress, systemic challenges, and emerging opportunities. The assessment revealed that the policy instrument had significant potential; however, its transformative impact was constrained by foundational gaps in awareness, institutionalization, and financing.

3.1. Awareness and Knowledge Level of the NAPGCC

Awareness and substantive understanding of the NAPGCC among critical stakeholders were profoundly low and uneven, representing the primary barrier to its implementation. At the national level, knowledge was largely confined to a small number of technical staff within lead ministries, while most personnel across Ministries, Departments, and Agencies (MDAs), Civil Society Organisations (CSOs), and other key stakeholder groups remained unaware of the Plan's existence or mandates.

This pattern was reflected at the subnational level, albeit with significant variation. Illustrative examples included states where awareness was driven by proactive CSO advocacy and others where integration of the NAPGCC into state-level climate action plans had enhanced stakeholder understanding. In contrast, some states demonstrated near-total awareness deficits, with most stakeholders reporting no prior knowledge of the document. Even in contexts with comparatively higher levels of awareness, the depth of understanding remained shallow. Stakeholders frequently reported being familiar with the concepts of gender and climate change but demonstrated limited operational knowledge of the NAPGCC's specific objectives, priority sectors, and implementation pathways.

A critical nationwide finding was the breakdown of sustained communication and information dissemination. Most stakeholders, including those in relatively better-performing contexts, reported that they had received no information related to the NAPGCC during the 12 months preceding the assessment. Dissemination had been largely reliant on ad hoc workshops and CSO-led initiatives rather than on a structured, government-led communication strategy.

3.2. Progress and Results

Measurable progress directly attributable to the NAPGCC was limited and highly fragmented. Implementation was not systematic; rather, it occurred indirectly through sectoral programmes that aligned with the Plan's objectives without explicitly referencing it. For instance, national-level agricultural programmes provided climate-smart training to thousands of women farmers, while a humanitarian-focused state developed a comprehensive gender-responsive climate action plan to support recovery and resilience.

Identifiable outputs were found primarily in contexts where external funding or strong civil society engagement was present. Examples included the distribution of clean cooking technologies, women's livelihood programmes in waste recycling, and the validation of gender- and climate-sensitive sectoral policies. Reported outcomes, such as increased participation of women in climate change adaptation and resilience-building initiatives, greater involvement in local decision-making forums, and improved access to climate-resilient livelihoods, were promising but remained localized.

The most significant gap across all contexts was the near absence of robust sex-disaggregated data for monitoring and results tracking. While some interventions reported total beneficiary numbers, they rarely captured differential impacts, benefits, or levels of access among women, men, and vulnerable groups. This data deficit significantly undermined the ability to assess the Plan's gender-responsive and gender-transformative outcomes and impacts, measure progress against its core objectives, and ensure accountability.

3.3. Institutional Arrangements, Capacity, and Financing

Institutional architecture for the NAPGCC was found to be weak, poorly coordinated, and critically under-resourced, representing one of the most significant impediments to effective implementation.

- i. **Institutional Arrangements and Coordination:** Formal coordination mechanisms were found to be limited. At the national level, there was no dedicated and adequately resourced multi-stakeholder coordination platform or secretariat to drive and coordinate multi-ministerial action on gender and climate change. At the subnational level, inter-ministerial committees were often inactive or entirely absent. Gender and climate change focal units operated largely in silos, with collaboration occurring informally and being driven by individual initiatives rather than institutionalized processes. Notable exceptions were observed in a few states that had established formal inter-ministerial committees supported by technical working groups, demonstrating that effective and coherent coordination structures were achievable.
- ii. **Capacity:** Technical capacity gaps were found to be widespread across institutions. Officials within MDAs and other relevant stakeholders lacked adequate training and continuous capacity development in gender analysis, gender-responsive budgeting, climate finance mobilization and access, and the integration of gender considerations into project design, implementation, and monitoring. As a result, planning and implementation processes often remained gender-blind or, at best, gender-neutral.
- iii. **Financing:** Financing emerged as the most critical constraint to NAPGCC implementation. The assessment found that there were virtually no dedicated or few budget lines for NAPGCC activities within federal or state government budgets. One illustrative example was observed in a South-South state, where a flagship "Green Revolution" programme received environmental funding but had no earmarked resources for achieving gender-responsive climate outcomes.

Consequently, implementation relied heavily on unpredictable external donor funding and civil society organization (CSO) initiatives, making most interventions project-based, difficult to sustain, and challenging to scale. This ad hoc financing model was consistently cited by stakeholders as the greatest threat to the Plan's long-term viability and effective implementation.

3.4. Challenges, Gaps, and Opportunities

The assessment found that the challenges affecting NAPGCC implementation were systemic, interlinked, and mutually reinforcing, creating a cycle of constraints that limited effective implementation.

- i. **Key Challenges:** Chronic underfunding emerged as the principal challenge and was found to exacerbate other implementation constraints, including weak institutional coordination, limited technical capacity, inadequate monitoring, evaluation, and learning (MEL) systems, and low levels of political prioritization. The assessment also identified a significant coordination gap, characterized by the absence of a dedicated coordination platform and weak linkages between national and subnational implementation structures. As a result, local governments and communities were largely excluded from implementation processes. Furthermore, the needs and priorities of intersectionally vulnerable groups, such as persons with disabilities and internally displaced persons (IDPs), were frequently overlooked in programme design and implementation.
- ii. **Systemic Gaps:** The assessment identified several critical systemic gaps, including the absence of a simplified implementation and MEL framework supported by SMART indicators, inadequate documentation and dissemination of lessons learned and best practices, and significant disparities in implementation across states. These weaknesses contributed to a fragmented implementation landscape in which progress varied considerably by location and was difficult to track, measure, and communicate across MDAs and other key stakeholders involved in implementation.
- iii. **Opportunities and Enabling Factors:** Despite these challenges, the assessment identified significant opportunities to strengthen NAPGCC implementation and break the cycle of underperformance. Nigeria's Nationally Determined Contribution (NDC) 3.0, launched in September 2025, was found to provide an important platform for advancing the integration and implementation of the NAPGCC. In addition, the demonstrated commitment of civil society organizations (CSOs) and development partners, together with existing sectoral programmes in agriculture, humanitarian action, and environmental management, provided a foundation for developing a more coherent and coordinated implementation framework. Findings from Nigeria's North-East region further indicated that, in contexts characterized by high levels of vulnerability, integrated gender-climate-humanitarian planning had the potential to attract targeted attention and resources, thereby offering a promising model for implementation in fragile and conflict-affected settings.

3.5. NAPGCC as a Guiding Framework

The assessment found that the NAPGCC was not functioning effectively as the primary guiding framework for gender-responsive climate action in Nigeria. Stakeholders widely reported that it was rarely used to inform programme design, strategic planning, or budgeting processes. Its influence was felt primarily in the areas of advocacy and normative framing, particularly among civil society organizations (CSOs) and environment-focused MDAs.

Nevertheless, its intrinsic value as a comprehensive policy blueprint was widely recognized. In contexts where it was actively applied, such as by CSOs for advocacy purposes or in states that had domesticated its principles, the NAPGCC was regarded as an important tool for ensuring that climate actions were gender-responsive, promoted equity, and empowered women as agents of change. The assessment further found that the transition from a largely symbolic policy document to an operational framework depended on deliberate efforts to strengthen ownership, institutionalize its use, and link it to adequately funded implementation plans.

3.6. Integration into National Climate and Sectoral Policies

The assessment found that the integration of NAPGCC principles into broader climate and development frameworks in Nigeria had historically been limited and uneven, with weak operational linkages to key national climate strategies, particularly during earlier NDC cycles. While some alignment with overarching frameworks, such as the Sustainable Development Goals (SDGs), was evident, sectoral integration remained inconsistent. For example, the revised National Gender Policy in Agriculture demonstrated significant potential for embedding gender-climate linkages, whereas sectors such as health, energy, and transport largely lacked explicit gender-responsive approaches.

The assessment further found that sector-specific interventions, such as expanding women's access to clean energy, supporting female farmers through climate-smart agriculture, and strengthening women's participation in water, forestry, and waste management initiatives, were broadly aligned with the priorities of the NAPGCC. However, their contribution to advancing the objectives of the NAPGCC was found to be moderate rather than transformative. This was attributable to limited operational guidance, weak financing mechanisms, inadequate institutional coordination, and persistent gaps in sex-disaggregated data and technical capacity.

The findings indicated that strengthening implementation would require the translation of policy commitments into measurable sectoral targets, the institutionalization of gender-responsive climate finance mechanisms, the enhancement of monitoring, reporting, and verification (MRV) systems to capture gender-responsive outcomes, the strengthening of institutional capacity, and the localization of implementation through state- and community-level engagement. These measures were considered essential for ensuring that gender equality objectives are effectively realized in practice.

CHAPTER FOUR

RECOMMENDATIONS

4.1. Repositioning the NAPGCC as an Operational, Inclusive, and Accountable Framework

1. Develop and operationalize NAPGCC 2.0 (2026–2030) as a results-driven implementation instrument: The Federal Ministry of Environment (through the Department of Climate Change) should lead the development of a revised NAPGCC 2.0 that transitions from a largely normative framework to a fully operational, practicable, and costed implementation plan. The revised framework should:
 - Incorporate a prioritized, costed action matrix aligned with national and sub-national realities;
 - Integrate SMART, sex-disaggregated, disability-inclusive indicators and measurable outcomes;
 - Reflect the lived realities of diverse groups of women (including rural women, women with disabilities, caregivers, and displaced populations);
 - Align with all relevant national laws, policies, and sectoral policies and plans.;
 - Institutionalize the NAPGCC as a mandatory accountability framework guiding all gender-responsive climate interventions across public and private sectors.
2. **Reframe the NAPGCC as a holistic accountability mechanism:** The NAPGCC should be repositioned beyond a policy document to serve as a binding reference framework for planning, budgeting, implementation, and reporting across MDAs, private sector actors, and development partners. Compliance mechanisms, including mandatory reporting and performance benchmarking, should be introduced.

4.2. Strengthening Institutional Coordination, Systems, and Capacity

1. **Upgrade the Gender and Climate Change Desk within the DCC to oversee NAPGCC's Implementation:** Upgrade and increase the funding of the Gender and Climate Change Desk within the Department of Climate Change, Federal Ministry of Environment to coordinate multi-sectoral implementation, provide technical support to states, maintain a national repository of data and best practices, and produce annual performance reports.
2. **Create a high-level inter-ministerial coordination and oversight mechanism:** To address systemic coordination failures, a standing inter-ministerial platform chaired at a high political level should be institutionalized, with ministry of environment chairing, with representation from, women affairs, finance, planning, and key sectoral ministries. This mechanism should:
 - Ensure policy coherence and alignment across sectors;
 - Resolve institutional bottlenecks;
 - Oversee implementation progress at national and sub-national levels;
 - Be replicated at state level to strengthen vertical coordination.

3. **Institutionalize gender and climate change focal structures across MDAs:** All relevant MDAs should establish dedicated gender and climate change desk officers or units, with clearly defined roles, reporting lines, and performance indicators to ensure continuity, especially during administrative transitions.
4. **Implement a sustained national capacity-building and knowledge transfer programme:** A structured, continuous capacity development programme should be deployed to address widespread technical gaps. This should include:
 - Training on gender analysis, gender-responsive climate planning and budgeting, climate finance access, and MEL systems;
 - Institutionalization of step-down training and onboarding modules within MDAs to address knowledge loss during staff turnover;
 - Integration of gender-climate modules into civil service training institutes and academic curricula;
 - Targeted capacity strengthening for both public and private sector actors.

4.3. Securing Sustainable Financing and Strengthening Accountability Systems

1. **Institutionalize gender-responsive climate budgeting and dedicated financing mechanisms:** All relevant MDAs should be mandated to:
 - Establish dedicated budget lines for NAPGCC implementation;
 - Apply gender-responsive budgeting tools;
 - Allocate ring-fenced funding for women-focused climate interventions at national and sub-national levels.
2. **Develop a national gender-responsive climate finance tracking system:** A transparent tracking mechanism using gender markers should be established to:
 - Monitor public and private climate finance flows;
 - Assess equity in resource allocation and impact;
 - Strengthen Nigeria's access to international climate finance windows.
3. **Address chronic underfunding through diversified financing strategies:** Government should leverage:
 - International climate finance mechanisms,
 - Public-private partnerships, and
 - Innovative financing instruments, to scale gender-responsive climate interventions sustainably.

4.4. Accelerating Sub-National Implementation through Structured and Differentiated Support

1. **Adopt a tiered and context-sensitive state-level implementation strategy:** Recognizing disparities across states, implementation should follow a differentiated model:
 - Advanced states: Supported to scale and serve as peer-learning hubs;
 - Intermediate states: Supported to institutionalize coordination structures and integrate NAPGCC into development plans;
 - Foundational states: Prioritized for awareness creation, domestication, and basic capacity building.
2. **Strengthen institutionalization and programmatic implementation at sub-national level:** States should:
 - Develop structured implementation plans and programmes rather than ad hoc initiatives;
 - Establish clear institutional frameworks and coordination platforms;
 - Integrate NAPGCC priorities into state budgets and development plans.
3. **Introduce performance-based incentives for sub-national implementation:** Gender-responsive climate action should be integrated into fiscal frameworks (e.g., ecological funds), with performance-based grants rewarding states that demonstrate measurable progress.

4.5. Anchoring the NAPGCC within National and Sectoral Policies

1. **Institutionalize the NAPGCC as the official gender-delivery mechanism for the NDCs and NAP:** All gender-related commitments under the NDCs and NAP should be implemented through the NAPGCC framework, ensuring:
 - Coherence between national climate commitments and gender objectives;
 - Alignment of sectoral indicators with NAPGCC metrics.
2. **Mainstream gender-responsive climate action across priority sectors:** Key sectors (agriculture, energy, water, health, transport, waste) should:
 - Integrate gender-responsive climate targets into policies, plans, and budgets;
 - Reflect sector-specific gender vulnerabilities and opportunities;
 - Promote climate-smart livelihoods and clean energy solutions for women.

4.6. Deepening Participation, Inclusion, Learning, and Accountability

1. **Scale awareness creation and dissemination of the NAPGCC:** A nationwide communication strategy should be implemented to:
 - Disseminate simplified and localized versions of the NAPGCC;

- Use community platforms, media, and digital tools;
 - Promote sustained awareness beyond one-off workshops.
2. **Strengthen inclusive participation and representation: Implementation** processes must ensure:
 - Meaningful participation of women, not just representation;
 - Inclusion of youth, persons with disabilities, and vulnerable groups;
 - Engagement of traditional, religious, and community institutions to shift socio-cultural norms and support inclusion.
 3. **Institutionalize partnerships with academia, CSOs, and communities:** Collaboration should be strengthened to:
 - Support research, evidence generation, and policy innovation;
 - Promote community-based implementation and accountability;
 - Facilitate knowledge exchange and learning platforms.
 4. **Strengthen monitoring, evaluation, transparency, and reporting systems:** A robust MEL system should be developed to:
 - Track progress using clear gender indicators and KPIs;
 - Produce regular, publicly accessible reports and scorecards;
 - Use visual and user-friendly tools (including pictographic reporting) to communicate results;
 - Capture state-level performance and comparative progress.
 5. **Promote continuous learning, documentation, and knowledge sharing:** Mechanisms should be established to:
 - Document and scale best practices and success stories;
 - Facilitate peer learning across states and institutions;
 - Integrate lessons into policy refinement and future planning cycles.

4.7. Enhancing Data Systems and Evidence-Based Decision-Making

1. **Develop and institutionalize gender-responsive data systems:** To address critical data gaps, Nigeria should:
 - Establish standardized gender indicators across sectors;
 - Strengthen sex-disaggregated and intersectional data collection systems;
 - Integrate data into national statistical and climate information systems.
2. **Leverage data for accountability and policy effectiveness:** Data systems should be used to:
 - Inform evidence-based decision-making;
 - Track impact on women and vulnerable groups;
 - Strengthen national and international reporting obligations.

CHAPTER FIVE

CONCLUSION

This comprehensive assessment of Nigeria's National Action Plan on Gender and Climate Change (NAPGCC 2021-2025), revealed a policy framework of significant normative value whose transformative potential remained largely unrealized due to structural challenges and systemic implementation failures. The NAPGCC, developed through a commendably participatory process, accurately diagnosed the intersecting challenges of climate vulnerability and gender inequality, positioning women as essential agents of change across priority sectors ranging from agriculture to energy. However, four years into its implementation cycle, the Plan functioned more as an advocacy instrument than as an operational blueprint for gender-responsive climate governance. Progress was fragmented and largely incidental, relying on isolated civil society initiatives and donor-funded projects rather than coordinated, government-led action. The foundational barriers were significant and interconnected, including a near-total lack of dedicated financing, critically weak institutional coordination between gender and climate change institutions, and a strikingly low level of awareness among the very MDAs mandated to implement the Plan. Consequently, the Plan's core objective of ensuring that Nigeria's climate actions were designed inclusively and delivered measurable benefits to women and marginalized groups was not achieved at scale, thereby weakening the country's efforts to meet its commitments under the Paris Agreement and the Climate Change Act.

The assessment identified a cycle of constraints in which chronic underfunding exacerbated other implementation gaps. In the absence of dedicated budget lines at the federal and state levels, capacity-building efforts remained limited, monitoring systems failed to generate adequate sex-disaggregated data, and coordination mechanisms remained largely inactive. This resulted in a highly uneven implementation landscape, where progress was largely dependent on location and often hinged on the presence of a proactive civil society organization or committed government official. Despite these challenges, the assessment also identified promising opportunities and evidence of what could be achieved through effective implementation. Isolated successes in a few states demonstrated that where the principles of the NAPGCC were actively applied, through gender-responsive climate action plans or integrated humanitarian-climate frameworks, tangible outcomes were achieved, including increased women's participation in decision-making processes and improved access to climate-resilient livelihoods.

Ultimately, the assessment concluded that the way forward required a fundamental repositioning of the NAPGCC from a symbolic policy document to a mandatory, accountable, and adequately resourced implementation framework. The recommendations outlined in this report provide a practical roadmap for achieving this transition, centred on the development of a costed NAPGCC 2.0, the establishment of a permanent coordinating secretariat, and the institutionalization of gender-responsive climate budgeting. For Nigeria to achieve its dual objectives of climate resilience and gender equality, political commitment must be translated into sustained financial investment and meaningful institutional reform.

REFERENCES

- Achakpa, P. M., & Stankevičiūtė, Ž. (2025). Women integration in national adaptation plans: a case study of Nigeria and Sierra Leone. In *MakeLearn 2025: Accelerated Innovation (AI): sustainability for better humanity: proceedings of the MakeLearn, TIIM & PIconf international conference, 21-24, May, 2025, Bangkok, Thailand & online.* (pp. 351-363). ToKnowPress. <https://epubl.ktu.edu/object/elaba:246721893/>
- Adepoju, A., & Adigun, I. (2024). Climate change and vulnerabilities of women in Nigeria: An intersectional historical crisis analysis, 1988-2023. *OFURUMA: Journal of the Humanities*, 4 (1 & 2), 50-50. <https://journals.fuotuke.edu.ng/index.php/ofuruma/article/view/192>
- Adewumi, V. (2025). Unlocking Climate Finance for Africa: Rethinking Access Mechanisms for Sub-Saharan Economies Under the Paris Agreement. *The Obafemi Awolowo University Law Journal*, 6(1), 198-212. <https://oaulj.oauife.edu.ng/index.php/oaulj/article/view/89>
- Akyala, A., Ayanlade, A., Adeyeye, O., & Oluwatimilehin, I. A. (2023). Gender-responsive approaches to rapid climate warming among smallholder farmers. *Current Research in Environmental Sustainability*, 5, 100219. <https://www.sciencedirect.com/science/article/pii/S2666049023000129>
- Alada, D. A. (2024). A Legal Pathway to a Low-Carbon Future: Nigeria's Commitment under the Paris Agreement and other Domestic Implications. *International Journal of Law and Societal Studies*, 1(1), 261-278. <https://bluemarkpublishers.org/index.php/IJLSS/article/view/476>
- Anugwa, I. Q., Agwu, A. E., Suvedi, M., & Babu, S. (2020). Gender-specific livelihood strategies for coping with climate change-induced food insecurity in Southeast Nigeria. *Food security*, 12(5), 1065-1084. <https://link.springer.com/article/10.1007/s12571-020-01042-x>
- Awiti, A. O. (2022). Climate change and gender in Africa: a review of impact and gender-responsive solutions. *Frontiers in Climate*, 4, 895950. <https://www.frontiersin.org/journals/climate/articles/10.3389/fclim.2022.895950/full>
- Ayanlade, A., Oluwatimilehin, I. A., Ayanlade, O. S., Adeyeye, O., & Abatemi-Usman, S. A. (2023). Gendered vulnerabilities to climate change and farmers' adaptation responses in Kwara and Nassarawa States, Nigeria. *Humanities and Social Sciences Communications*, 10(1), 1-15. <https://www.nature.com/articles/s41599-023-02380-9>
- Danso-Abbeam, G., Ojo, T. O., Baiyegunhi, L. J., & Ogundeji, A. A. (2021). Climate change adaptation strategies by smallholder farmers in Nigeria: does non-farm employment play any role? *Heliyon*, 7(6). [https://www.cell.com/heliyon/fulltext/S2405-8440\(21\)01265-2](https://www.cell.com/heliyon/fulltext/S2405-8440(21)01265-2)
- Duru, J., Aro, J., & Oladipo, R. E. (2022). The effects of climate change on the livelihood of rural women: a case study of Ilorin South, Nigeria. *Bulletin of the National Research Centre*, 46(1), 165. <https://link.springer.com/article/10.1186/s42269-022-00834-9>

Ekoh, L. A., Eneh, C., & Enyi, C. (2025). Philosophical framing and quantitative evaluation of Nigeria's carbon emission reduction policies based on the PMC index model: sectoral evidence from energy, agriculture, and waste management. *TechnoScience Review*, 16(2). <http://technoscienceview.org/ojs/index.php/tr/article/view/84>

Fatouros, S., & Capetola, T. (2021). Examining gendered expectations on women's vulnerability to natural hazards in low to middle income countries: A critical literature review. *International Journal of Disaster Risk Reduction*, 64, 102495. <https://www.sciencedirect.com/science/article/pii/S2212420921004568>

Federal Ministry of Environment. (2021, July 2). Nigeria's first nationally determined contribution – 2021 update. The Federal Government of Nigeria. https://unfccc.int/sites/default/files/NDC/2022-06/NDC_2021_FMEnv_Nigeria.pdf

Federal Republic of Nigeria (2020). National Action Plan on Gender and Climate Change for Nigeria. Abuja, Nigeria: Department of Climate Change, Federal Ministry of Environment. www.climatechange.gov.org

Fruttero, A., Halim, D., Broccolini, C., Coelho, B., Gninafon, H., & Muller, N. (2024). Gendered impacts of climate change: evidence from weather shocks. *Environmental Research: Climate*, 3(4), 045018. <https://iopscience.iop.org/article/10.1088/2752-5295/ad8025/meta>

Gannon, K. E., Castellano, E., Eskander, S., Agol, D., Diop, M., Conway, D., & Sprout, E. (2022). The triple differential vulnerability of female entrepreneurs to climate risk in sub-Saharan Africa: Gendered barriers and enablers to private sector adaptation. *Wiley Interdisciplinary Reviews: Climate Change*, 13(5), e793. <https://wires.onlinelibrary.wiley.com/doi/abs/10.1002/wcc.793>

Gbadegesin, O. A. (2025). Gendered implications of climate change: Empowering women in climate law and policymaking in Nigeria. *Journal of Sustainable Development Law and Policy (The)*, 16(2), 154-181. <https://www.ajol.info/index.php/jsdlp/article/view/291230/274182>

Muhwezi, I., & Turyasingura, J. B. (2025). An intersectional analysis of gender equality and climate change vulnerabilities capacities and policy gaps in Sub-Saharan Africa. *Discover Environment*, 3(1), 269. <https://link.springer.com/article/10.1007/s44274-025-00387-4>

Noah, I. A. (2022). Nigeria's Legal Responses to Climate Change Obligations (Doctoral dissertation, PhD Thesis, The Faculty of Business and Law). <https://uwe-repository.worktribe.com/index.php/preview/9327017/Final%20version%20PDF.pdf>

Nyirenda, H. (2025). Fiddling at the conference of the parties? Peeping into the highs and lows of the post-Kyoto climate change conferences: a review on contexts, decisions and implementation highlights. *Environment, Development and Sustainability*, 27(4), 8155-8185. <https://link.springer.com/article/10.1007/s10668-023-04277-8>

Ogunsakin, O. (2024). Leveraging Gender Inclusion and Partnerships in Reducing the Impacts of Climate Change in Northern Nigeria. *NUST Journal of Social Sciences and Humanities*, 10(3), 159-182. <http://njssh.nust.edu.pk/index.php/njssh/article/view/211>

Okon, E. M., Falana, B. M., Solaja, S. O., Yakubu, S. O., Alabi, O. O., Okikiola, B. T., ... & Edeme, A. B. (2021). Systematic review of climate change impact research in Nigeria: implication for sustainable development. *Heliyon*, 7(9). [https://www.cell.com/heliyon/fulltext/S2405-8440\(21\)02044-2](https://www.cell.com/heliyon/fulltext/S2405-8440(21)02044-2)

Okoyeuzu, C. R., Ujunwa, A. I., Ujunwa, A., Nkwor, N. N., Kalu, E. U., & Al-Faryan, M. A. S. (2024). Interactive effects of armed conflict and climate change on gender vulnerability in Sub-Saharan Africa. *International Journal of Social Economics*, 51(3), 347-363. <https://www.emerald.com/insight/content/doi/10.1108/IJSE-09-2022-0595/full/html>

Olaniyi, O. M., Olabomi, R. A., & Oshinfowokan, G. O. (2024). Mainstreaming Climate Change into National Development Planning in Nigeria: An Evaluation. *Policy Strategy*, 21(1), 141. https://www.researchgate.net/profile/Muritala-Oke/publication/383646736_Nigerian_Journal_of_Policy_Strategy_SPECIAL_EDITION_Contents/links/66d4fe92b1606e24c2ae4964/Nigerian-Journal-of-Policy-Strategy-SPECIAL-EDITION-Contents.pdf#page=153

Olanrewaju, J. S. (2024). Gender mainstreaming and climate mitigation actions in Nigerian governance: Problems and prospects. *Sustainability and Climate Change*, 17(2), 130-140. <https://www.liebertpub.com/doi/abs/10.1089/scc.2023.0110>

Onoh, U. C., Ezezi, E., & Clement, B. (2023). Analyzing the role of women in climate resilience building and sustainable farming practices in Nigeria. *IIARD International Journal of Geography and Environmental Management*, 9(4), 65-87. https://www.researchgate.net/profile/Elona-Ezezi/publication/374604630_Analyzing_the_Role_of_Women_in_Climate_Resilience_Building_and_Sustainable_Farming_Practices_in_Nigeria/links/6536dd0b1d6e8a70704918e2/Analyzing-the-Role-of-Women-in-Climate-Resilience-Building-and-Sustainable-Farming-Practices-in-Nigeria.pdf

Salau, A. O. (2023). The future of climate change litigation in pursuit of environmental sustainability in Africa: A review of Nigeria's 2021 Climate Change Act. *Domestic and Regional Environmental Laws and Policies in Africa*, 405-421. <https://www.taylorfrancis.com/chapters/edit/10.4324/9781003382256-27/future-climate-change-litigation-pursuit-environmental-sustainability-africa-aaron-olaniyi-salau>

Ume, C. O., Opata, P. I., & Onyekuru, A. N. J. (2021). Gender and climate change adaptation among rural households in Nigeria. In *African handbook of climate change adaptation* (pp. 2099-2115). Cham: Springer International Publishing. https://link.springer.com/rwe/10.1007/978-3-030-45106-6_182



Women Environmental Programme

5B Constitution Avenue, Gaduwa Housing Estate,
Gudu District P.O. Box 10176 Garki, Abuja, Nigeria

info@wepnigeria.net

+234 929 10878, +2348117295065

www.wepnigeria.net