



Roots for the Future

The Landscape and Way Forward on
Gender and Climate Change



This publication was produced by the International Union for Conservation of Nature (IUCN) Global Gender Office (GGO) under the auspices of the Global Gender and Climate Alliance (GGCA) joint programme, which has been made possible by the generous support of the Government of Finland. A wide range of collaborators, including from across the diversity of the GGCA membership, have contributed content, case studies, and peer review. The views expressed in this publication do not necessarily represent the whole of IUCN, nor the views of all collaborators.



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Roots for the Future: The Landscape and Way
Forward on Gender and Climate Change

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The GGCA, founded by IUCN, United Nations Development Programme (UNDP), United Nations Environment Programme (UNEP) and Women's Environment and Development Organization (WEDO) in 2007, is a unique alliance comprised of nearly 100 members—UN, intergovernmental and nongovernmental organizations from around the world, working together to ensure climate change decision-making, policies and initiatives at all levels are gender responsive and improve the lives and livelihoods of women and men.

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Prologue

Women living in developing countries face two different, but intrinsically linked scenarios when it comes to climate change.

On the one hand, they are disproportionately vulnerable to the effects of climate change. On the other hand, they are powerful agents of change.

Because these women are the ones adapting to droughts, floods and other extreme weather events right now, they are at the front lines in the battle against climate change. This puts them in a better position to recognise some of the opportunities that climate change presents.

For example, nearly 2.4 billion people—the majority of them women—still cook on open fires inside their homes. New, clean technologies are allowing many of these women to switch from open fires to fuel-efficient cookstoves that improve their health, use less wood and cut down on emissions.

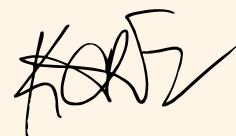
At the UNFCCC, we work hard to showcase the critical role women play in responding to climate change through our Momentum for Change initiative. The initiative highlights women-led activities that are making a real difference in the fight against climate change—activities that can be replicated and scaled up at the local, national and international levels.

We tell the stories of women making transformational change, such as the Thai industry leader who has turned her solar company into a billion-dollar business, or the Australian trailblazer who is creating a movement to get 1 million women across the country to act on climate change, or the Ghanaian entrepreneur who is bringing bamboo bicycles to the global market.

But if women are to be true agents of change, real and measurable action at all levels must be ramped up.

This new publication is a valuable tool to help increase the capacity of policy and decision makers to develop gender-responsive climate change policies and strategies that ensure women are engaged at all levels of the decision-making process. This publication comes at a crucial moment in time, as governments around the world work toward a new, universal climate change agreement in Paris, France, this year.

It is my sincere hope that the practical examples contained in this publication will strengthen efforts toward a new agreement, one that enables women to act as agents of change at all levels.



Christiana Figueres,
UNFCCC Executive Secretary

Foreword

Climate change will have direct or indirect impacts on everybody's life. It is unfair that it will affect most the lives of the poorest people, in the poorest regions, who have contributed least to the causes. The majority of these deeply affected are women. What we can do first to change this injustice is to ensure that those perspectives and experiences shape and drive our action on climate change.

In the recent years, our collective understanding of the various roles and responsibilities of men and women in our societies has increased considerably. It has convinced us that the engagement and leadership of both men and women, equally, are needed to make our global response to climate change fully effective. Women's contribution is essential, for example, in moving toward sustainable consumption and production, as women do most of the purchasing in developed countries and decide on consumption patterns in households and in some workplaces. In developing countries, women play a powerful role in sustainable agriculture and food security, in particular, as well as conservation of soil, forests and water resources.

Understanding of these roles led to the establishment of the Global Gender and Climate Alliance (GGCA) in 2007, when negotiations were launched toward a

new international climate agreement. The founding partners decided to consolidate and strengthen efforts toward gender equality in combating climate change. Finland has supported the work of the GGCA from the very beginning and cooperated with interested partners to make progress toward a truly gender responsive agreement.

Our objective in this cooperation has been to act against climate change in the most efficient way and prevent it from further exacerbating gender inequality. We cannot allow climate change to undermine our efforts toward poverty eradication. Lifting millions out of poverty is still the overall target of the Sustainable Development Goals. They build on the best achievements of the Millennium Development Goals. Combating climate change and promoting gender equality are both explicitly among the new goals. I am particularly pleased that gender equality is also integrated in a horizontal way in many activities under the other goals and is a stand-alone priority in spotlight.

This vision is shared by all partners of the GGCA. It has grown under our cooperation from four founding members to a powerful, unified actor of nearly a hundred organizations. This is a convincing indication that there is a growing understanding of the need to

advance gender equality in all development efforts and support for the participation of women in international and national work on climate change.

The co-operation of the GGCA members and active Parties has brought many arrangements, which encourage women to participate on full and equal basis in efforts to fight climate change.

Together, we have contributed to great results in the international cooperation within the UNFCCC. These include establishment of “Gender and Climate” as a permanent agenda item under the Conference of Parties and more than 50 decisions by the Conference on various climate actions. They cover all major programmes of the Convention and a specific Lima Work Programme on Gender agreed in 2014. Gender issues are highlighted during a Gender Day in the Conference and the official web page of the Convention also includes now a dedicated page on Gender. The UNFCCC Secretariat now benefits from a Gender Focal Point, too.

These points of progress would not have been achieved without the tireless efforts of the International Union for Conservation of Nature (IUCN) and other GGCA members. The Women Delegates Fund conceived by Finland

and the Women’s Environment and Development Organization (WEDO) within the GGCA has supported the least developed countries female delegates participation in the negotiations. Capacity building of developing countries’ female delegates, training and awareness raising of all delegates and decision-makers as well as national Climate Change Gender Action Plans (ccGAPs)—all discussed more in depth in this publication—are practical steps that have empowered women and amplified their voices in global negotiating spheres.

Finland is proud to be a partner in this cooperation. The best lessons and experiences are described in this publication. It is a forward-looking testimony of success stories, and I hope it inspires us for strong partnerships and further practical steps promoting successful work for combating climate change and gender equality.



Tarja Halonen,

President of the Republic of Finland 2000-2012

Introduction

In 2008, under the auspices of the Global Gender and Climate Alliance (GGCA)—a first-of-its-kind multi-stakeholder network to advance gender-responsive climate change policies, plans, and actions—the International Union for Conservation of Nature (IUCN), together with key partners including especially UNDP, WEDO, and the Government of Finland, created the Training Manual on Gender and Climate Change (https://cmsdata.iucn.org/downloads/eng_version_web_final_1.pdf). This was, at the time, one of the first comprehensive collections of information on gender and climate themes—ranging from the normative international policy framework to support then-nascent gender-responsive decision making, to gender mainstreaming across adaptation, mitigation, technology, and finance.

Translated into all the UN languages, the Training Manual has been used in dozens of technical trainings, including Trainings of Trainers with women's organisations and thematic orientation sessions for delegates to the UNFCCC, and was—and continues to be—downloaded tens of thousands of times from all over the world. The appetite for user-friendly training information and tools on gender and climate concerns proved to be strong. Given that the Training Manual is still widely used, and requests for updated information have increased in light of significant progress in recent years, the demand appears only to be growing.

Given that, seven years later—thanks in part to the technical support and capacity building for a range of stakeholders; awareness raising and advocacy; and progress in gender-responsive climate planning at regional, national, and subnational levels that the

GGCA joint programme has undertaken—significant progress has been made and thus updates to the 2008 version are necessary to aid the global community in remaining proactive and intently focused on advancing a gender-responsive climate agenda.

Purpose of this publication

While not a training manual per se, this publication is intended as a full update and overhaul to the 2008 manual content. In other words, this publication was inspired by the 2008 manual, its authors, and its thousands of users, who have continued to request up-to-date information on policy, planning, and—especially—concrete examples of action on the ground. It is therefore a celebration of progress and results achieved. Even more importantly, this publication joins the global call for implementation that is fair and equitable—and demonstrates that is possible.

The target audience is wide: from policy makers at international level who seek a political framework upon which to advance decision-making in line with women's rights and gender equality mandates; to grassroots practitioners who might benefit from best-case project strategies; to those entirely new to these topics but curious to understand the basics or the links—this publication is written for you. Some readers may be gender experts while some may be climate change or sector-specific professionals; this publication aims to fill knowledge gaps and possibly inspire new questions, as well as solutions. The language, while technical, has been drafted to be as 'user-friendly' as possible.

Inside the pages ahead

The line-up of chapters aims to serve as a comprehensive presentation of major issues related to gender and climate change decision making; international, regional and national policies; adaptation and mitigation; sustainable cities; and finance mechanisms. The chapters are intended to flow together but, especially as they have been uniquely authored, they are also meant to stand independently and can thus be individually accessed online. There is overlap across the chapters, as the nature of gender and climate change concerns are inextricably linked. This is as true for gender equality issues as it is for climate and climate mechanisms: the Clean Development Mechanism (CDM), for example, is touched upon in both the energy chapter, Chapter 4.1, as well as the finance mechanisms chapter, Chapter 6. These overlaps are not errors—but signals that one issue cannot be taken in isolation from others.

Along those lines, the table of contents that shapes this publication is far from exhaustive. Important issues and sectors have been left out as subject headings—not for any political reasons, but only because of space, time, or capacity. Education, capacity building, information sharing across broad traditional and untraditional modes, and other public outreach issues, for example, are not addressed here as an independent chapter; profoundly important issues relative to social protections and welfare are likewise not adequately delved into as stand-alone issues.

Many of these concerns, however, find home in the targeted recommendations that culminate each chapter; ‘Moving Forward’ sections aim to both summarise key issues but also trigger new ideas and approaches for a range of stakeholders and decision makers. Even more importantly, capacity building and information exchange drive the numerous programme and project examples featured throughout this publication: from women solar engineers empowering and training other women entrepreneurs, to advocates employing best practices across levels to inform forest, agriculture, or disaster risk reduction policy reform, cross-sectoral and cross-contextual learning and collaboration shines as a key issue of importance throughout the chapters.

Also useful to note: there are tools offered in specific chapters that are most certainly applicable or valuable to others. The gender analysis tools in the energy chapter, Chapter 4.1, might be applicable to cross-sector adaptation projects, as well, for example, while the tools provided in the REDD+ chapter, Chapter 4.2, echo some of the resources suggested in the chapter on sustainable cities, Chapter 5. Readers are invited to consider the numerous ways in which lessons and tools from one sector can benefit the policy making and programming in another.

A special focus of this publication has been on spotlighting new ideas and real examples of positive change, of transformation, happening all over the world. Tremendous gains at policy level go hand-in-hand with an upsurge of innovative implementation approaches with tangible results—from national policy

reform programmes to village-level projects that are resulting in enhanced resilience, food security, safety, and more. The last chapter of case studies¹ celebrates this in particular.

Taking advantage of the diverse, unique ways in which, especially, the GGCA membership working across all levels have programmed ‘gender and climate change’, the final chapter presents a range of case studies, which, in brief, showcase effective strategies and outcomes toward climate mitigation, adaptation, resilience, and sustainable development, and—in tandem—toward gender equality.

The Momentum for Change: Women for Results initiative of the UNFCCC Secretariat recognises activities that demonstrate the critical leadership and participation of women in addressing climate change. These activities show measurable results, which can be potentially replicated and scaled up at the local, national and international levels. They celebrate a wide range of activities happening across sectors all over the world, from women energy entrepreneurs in Indonesia to women transforming waste to reusable products in Peru.

Look for these tags throughout the chapters to learn more about specific examples of these initiatives:

READ MORE IN CHAPTER 7!

THROUGHOUT THIS PUBLICATION, ‘READ MORE’ TAGS SUGGEST SPECIFIC INITIATIVES INCLUDED IN THE CASE STUDY CHAPTER AHEAD – ‘LEADING THE WAY: CASE STUDIES ON GENDER-RESPONSIVE INITIATIVES’ OFFERS 35 EXAMPLES OF PROJECTS AND PROGRAMMES HAPPENING ALL OVER THE WORLD AND ACROSS SECTORS.



Learn, apply and share feedback

Given that this publication is not a training manual—but, again, builds upon and updates thematic content of the 2008 manual—it is suggested that readers carefully consider the narratives, cases, and recommendations posed and explore meaningful ways to take action in their own trainings, project activities, programme design and evaluation processes, and decision making spheres.

As lessons and best practices continue to emerge and knowledge evolves, IUCN GGO welcomes your feedback and your updates. Please send them to:

GlobalGenderOffice@iucn.org

1. It is important to note, as the case study chapter itself states, that the case studies presented in this publication have been drawn from GGCA member submissions and websites, as well as public information on UNFCCC Momentum for Change: Women for Results, applicants and winners, and from other sources, such as the Climate and Development Knowledge Network (CDKN). IUCN has not vetted the results claimed by the implementing organizations, nor has it verified or made an assessment of the value of their strategies.

2

POLICY



2.1 GLOBAL POLICY LANDSCAPE:

A supporting framework for gender-responsive action on climate change



2.2 FROM GLOBAL STANDARDS TO LOCAL ACTION:

National and regional approaches to integrating gender into climate change policy and planning



2

2.1 GLOBAL POLICY LANDSCAPE:

A supporting framework for
gender-responsive action on
climate change



By Eleanor Blomstrom and Bridget Burns
(WEDO)



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ACRONYMS

ADP	Ad Hoc Working Group on the Durban Platform for Enhanced Action	KP	Kyoto Protocol
APWLD	Asia Pacific Forum on Women, Law and Development	LDCs	Least Developed Countries
BAP	Bali Action Plan	LWPG	Lima Work Programme on Gender
BPfA	Beijing Declaration and Platform for Action	MDGs	Millennium Development Goals
CBD	UN Convention on Biological Diversity	NAPs	National Adaptation Plans
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women	NAPAs	National Adaptation Programmes of Action
COP	Conference of the Parties	NAMA	Nationally Appropriate Mitigation Action
CSW	Commission on the Status of Women	OPEC	Organization of Petroleum Exporting Countries
DRR	Disaster Risk Reduction	SBI	Subsidiary Bodies on Implementation
GCF	Green Climate Fund	SBSTA	Scientific and Technological Advice
GGCA	Global Gender and Climate Alliance	SDGs	Sustainable Development Goals
GHG	Greenhouse gas	UN	United Nations
HFA	Hyogo Framework for Action	UNCCD	UN Convention to Combat Desertification
ICCPR	International Covenant on Civil and Political Rights	UNCED	United Nations Conference on Environment and Development
ICESCR	International Covenant on Economic, Social and Cultural Rights	UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples
ICPD	International Conference on Population and Development	UNFCCC	United Nations Framework Convention on Climate Change
INDC	Intended Nationally Determined Contributions	WDF	Women Delegates Fund
IUCN	International Union for Conservation of Nature	WEDO	Women's Environment and Development Organization
		WGC	Women and Gender Constituency



Key messages

- Over the last few decades, a strong international policy framework spanning human rights, gender equality, environmental conservation and sustainable development has recognised the links between gender equality and climate change.
- While the United Nations Framework Convention on Climate Change (UNFCCC) itself was unique in not integrating any social or gender concerns from the outset, great strides have been made by Parties recently to agree on decisions that include mandates on key gender issues. Such mandates include promoting women's participation and leadership, gender mainstreaming of the Green Climate Fund (GCF), and formulating national adaptation plans with gender-sensitive approaches, among others.
- Despite progress in achieving gender mandates in climate change decision-making at a global level, gaps remain both in advancing more substantive understanding of gender and climate dynamics in policymaking and in ensuring that decisions are acted on, such as through guidance under UNFCCC programmes.
- Women's participation in global decision-making on climate change has increased in recent years—due in large part to awareness raising and to subsequent mandates on this topic—but has stagnated overall, with women comprising just over a third of delegates.
- The complexity of global challenges and global policy-making demands strategic and focused attention across sectors, financial mechanisms and at all levels of society. Advancing gender equality can leverage progress on multiple fronts, delivering co-benefits for climate change.



2.1.0 Introduction

International norms and policies specifically related to gender and climate change have been slow to emerge. However they are increasingly surfacing, carving out space in the nexus between longstanding regimes – the environmental regime and the human rights regime. Principles expressed in the international agreements of these two arenas currently provide the foundation, and in some cases specific language, from which principles and policies have been drawn to address the gender dimensions of climate change.

– Gender and Climate Change: An Introduction¹

Between 2009 and 2015, the UNFCCC—the major international treaty and governing sphere for climate change policy and programming—has witnessed a paradigm shift in recognising social and gender considerations in its policies and practices. The complex causes and impacts alike of climate change require multifaceted solutions that go beyond technical measurements of greenhouse gas (GHG) emissions or concentrations, to incorporate and proactively address interlinked economic, environmental, and socio-cultural dimensions, including in particular gender equality issues. This chapter explores the international policy framework relevant to climate change and gender, key moments in its evolution, and next steps toward ensuring gender-responsive implementation.

The United Nations Framework Convention on Climate Change

While a number of multilateral environmental agreements and other international policy frameworks are relevant to combatting and coping with climate change, the UNFCCC was developed to specifically address the urgent issue of climate change, with the ultimate objective to stabilise GHG concentrations “at a level that would prevent dangerous anthropogenic interference with the climate system.”² While Parties ratify it, thereby entering it into force or validating it, the treaty provides only a legal framework for further action; thus, given the nature of the climate change challenge and need for decisive action, the international community established the complementary Kyoto Protocol (KP) that legally binds signatory developed countries, who are primarily responsible for GHG emissions, to reduce those emissions. The first commitment period of the KP was 2008-2012, and the second is 2013-2020. In addition to the KP, the UNFCCC has Subsidiary Bodies on Implementation (SBI) and on Scientific and Technological Advice (SBSTA), as well as a Bureau, a Secretariat, and other related bodies, to support and guide comprehensive action on climate change.

At the time of this publication, the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP) established under the UNFCCC in 2012 is working to develop a protocol—another legal instrument or an agreed outcome with legal force under the Convention—applicable to all Parties, no later than 2015 at the Twenty-first Conference of the Parties (COP21) in Paris. If, and when, this new



agreement is reached, it is expected that it would begin implementation in 2020. With key agreements on gender-responsive action on climate change having recently come to fruition, the current and burgeoning period of decision-making, programming, and action on climate change is critical for the long-term wellbeing, lives, and livelihoods of women and men all over the world.

Engendering climate policy: An ongoing process

The global community has come a long way in identifying and making strides to address climate change since 1992, when the UNFCCC was formulated and agreed. The UNFCCC was originally a technocratic, top-down policy space focused solely on mitigation, but the Parties and stakeholders to the UNFCCC have advanced a much more comprehensive decision-making arena, one that is focused in all its complexity in addressing the dynamic and interlinked aspects of climate change, from adaptation to mitigation, from technology to education and capacity building, and to financing solutions. The agreements under the UNFCCC in recent years have also recognised and begun to substantively address gender equality concerns. Having been the only one of the three 'sister' Rio Conventions (the other two being the Conventions on Biological Diversity (CBD) and on Combatting Desertification (UNCCD)) without

mandates on women's rights and gender equality from the outset, these recent gender-sensitive decisions mark significant progress. As of mid-2015, the UNFCCC has over 50 mandates³ on gender across multiple decisions and programmes. These include three decisions specifically related to enhancing gender balance and gender equality under the Convention, most notably through the 2014 launch of the Lima Work Programme on Gender (LWPG).⁴

In 2001, at COP7 in Marrakesh, Parties to the UNFCCC agreed upon the first text on gender equality and women's participation concerns, adopting a decision on gender balance and women's participation, alongside a guiding mandate that National Adaptation Programmes of Action (NAPAs) be guided by gender equality. Implementation of these, however, was slow at best. It took another nine years of awareness raising, capacity building, and advocacy on gender and climate interlinkages before there was more progress: in 2010, the Parties stated that gender equality and women's participation are necessary for effective action on all aspects of climate change. Since then, UNFCCC Parties, supported by civil society organisations and United Nations (UN) agencies, have included gender equality issues in adopted decisions on nearly every UNFCCC thematic area, including the 2012 Decision 23/CP.18 on gender balance and women's participation, as well as the 2014 Decision 18/CP.20, launching the two-year LWPG.



Box 1: GGCA in action: Uniting forces to facilitate change

In 2007, at the 13th COP to the UNFCCC in Bali, four organizations with a long track record of collaborating and driving action on gender and environment concerns came together to advance progress integrating gender equality issues comprehensively into the climate change debate. The International Union for Conservation of Nature (IUCN), the United Nations Development Programme and Environment Programme (UNDP and UNEP, respectively), and the Women's Environment and Development Organization (WEDO), a women's global advocacy organization, officially launched the Global Gender and Climate Alliance (GGCA) to ensure that climate change decision making, policies and programmes, at all levels, became gender-responsive. Uniquely merging inter-governmental organisations, including more than a dozen UN organisations, with non-governmental organisation

perspectives and capacities, GGCA now has nearly 100 members. GGCA represents all regions of the world, and has focused intensively since its start on international policymaking to build awareness and capacity for gender-responsive decisions and action. In collaboration with a wide range of governments and civil society organisations—especially those allied under the Women and Gender Constituency of the UNFCCC (see below)—GGCA founders and members have had a strong voice in UNFCCC spaces and have contributed technical support to the achievement of decisions related to gender. The GGCA has benefitted from the steadfast financial support and technical partnership of the Government of Finland since 2008, with other partners supporting specific projects over the years, as well.

The driving factors of this policy evolution from 1992 to 2015 are myriad and interlinked. Factors include the influence of the evolving human rights framework and sustainable development framework over this same period, and of the efforts of global, national, and regional advocates and other champions across civil society, governments, UN, and research institutions to ensure that climate policy is able to address human rights, and development challenges, along with its core mandate of mitigation. The evolution is also influenced by factors such as the increasingly obvious impacts of a changing climate

on communities around the world; the interlinked political, environmental and economic global crises of recent years; the growing understanding that gender equality is integral to development and wellbeing of all people, of all ages, in all communities; and also the rising production of and attention to research that links issues of inequality, gender, rights, poverty, economy, and the environment.

Another critical aspect in evolving policy is the role of women's direct participation and women's leadership in international policy generally, but also specifically



within the UNFCCC where women, in 2014, accounted for around 35% of all national Party delegates and around 26% of the Heads of Delegations.⁵ The GGCA, through the Women Delegates Fund (WDF) has been a key actor in supporting both participation and leadership, as well as keeping a record of statistics (Box 2).

It is crucial to enshrine gender equality as a key principle for all climate policies and actions. Progress

toward that end at the UNFCCC builds on the foundational international treaties, conventions, declarations, and decisions that pushed the world towards a more holistic understanding of the interlinked challenges of the 21st century, on the varied technical tools and capacity building to shape policies and programmes, as well as on mechanisms to hold governments and other key stakeholders accountable to their commitments. The following sections explore this dynamic further.

Box 2: Enhancing women's participation and leadership at the UNFCCC: The Women Delegates Fund (WDF)

At the UNFCCC, where all key international decisions on climate change are made, women make up just over one-third of delegates. Research shows that gender imbalances differ across countries and regions. Women's participation in Eastern and Western Europe, for example, is around 46%, while it is around 30% in Africa and the Asia-Pacific region.⁶ These differences can also be seen when looking at participation by UNFCCC negotiating blocks, with countries from the African Group, Least Developed Countries (LDCs), and Organization of Petroleum Exporting Countries (OPEC) having less representation of women on national delegations.

Recognising a need to support the equitable participation and leadership of women in the UN climate negotiations, particularly from countries most affected by climate change,

in 2009, the Government of Finland partnered with WEDO under the auspices of GGCA to launch the WDF. The WDF works to enhance women's participation on national delegation to the climate negotiations in three key ways: first, by providing travel support; second, by offering opportunities for capacity building and networking; and third, via outreach and advocacy. Recently, the Governments of Iceland and the Netherlands have also contributed to the WDF.

First and foremost, the WDF works to address a gap in women's participation, particularly focusing support toward LDCs that have already limited capacity and resources to attend and effectively participate in the climate negotiations. In tandem with travel resources, the WDF prioritises building leadership skills through knowledge and capacity building on



Box 2: Enhancing women's participation and leadership at the UNFCCC: The Women Delegates Fund (WDF) (Cont.)

technical issues related to the negotiations, media, and communications. Since 2012, the WDF has worked to develop comprehensive and sustained negotiation skills modules, including the creation of a Night School during key preparatory and negotiating meetings. As of September 2015, in over six and a half years, the WDF has supported 191 trips for over 50 women across 40 countries to attend 22 sessions of the UNFCCC. During these sessions, eight Night Schools have been held and a further 250 women have been trained in technical language and negotiations skills.

A final and critical element of the WDF is advocacy, in particular assisting organisations and delegates to highlight the importance of innovative strategies to enhance women's leadership, and to provide a platform for wider discussion on women's leadership in decision-making, as well as to promote policy change at international and national levels.

There is progress to note: in the last 7 years, there has been a steady increase in women's participation in the process, both in overall participation and at the highest levels of decision-making. The numbers of total women delegates has increased from 31% to 35% in this time frame, and there are more women as Heads of Delegation, a rise of 16% to 26%. This progress can be attributed to various factors: the adoption of decisions promoting women's participation in climate change mitigation and adaptation efforts at the UNFCCC, the implementation of gender quotas and the introduction of climate change and gender plans at the national level, as well as the introduction of initiatives by civil society to enhance women's leadership in climate change negotiations and in broader awareness raising efforts.



2.1.1 A framework for supporting gender equality and women's human rights and empowerment in climate change response

As indicated above, over the last decades, a policy framework has evolved that intricately links commitments to realising human rights, advancing gender equality, evolving sustainable development, and effectively mitigating and adapting to climate change⁷.

Human rights

The International Bill of Rights^l, the cornerstone of which are the 1948 Universal Declaration of Human Rights and the 1966 Covenants on Civil and Political Rights (ICCPR) and on Economic, Social, and Cultural Rights (ICESCR). It provides the foundation for promoting and protecting human rights for all people. These covenants are considered binding (Box 3), and are broadly supported by UN Member States with 167 parties and 74 signatories to ICCPR and 160

parties and 70 signatories to ICESCR. Each element of these covenants reiterates that “recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world” and declares that people are entitled to human rights without distinction of any kind, including being based on “race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.”^{ll} As a whole, this entails both a moral and a legal obligation to ensure equality and non-discrimination.

These agreements also have components applicable to gender and climate change:

- *United Nations Universal Declaration of Human Rights (1948)* - Articles applicable to women's ability

- I. The 9 major treaties in the human rights treaty system include: International Convention on the Elimination of all forms of Racial Discrimination (CERD) (in force 4 January 1969); International Covenant on Civil and Political Rights (ICCPR) (in force 23 March 1976); International Covenant on Economic, Social and Cultural Rights (ICESCR) (in force 23 March 1976); Convention on the Elimination of all forms of Discrimination Against Women (CEDAW) (in force 3 September 1981); Convention Against Torture, and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT) (in force 26 June 1987); Convention on the Rights of the Child (CRC) (in force 2 September 1990); International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (CMW) (in force 1 July 2003); Convention on the Rights of Persons with Disabilities (CRPD) (in force 3 May 2008); International Convention for the Protection of all Persons from Enforced Disappearance (CED) (in force 23 December 2010)
- II. Preambles of all and UDHR Article 2, ICCPR Article 26, ICESCR Part II Article 2



to adapt to climate change include the right to own property, consensual marriage, freedom of movement, and equal protection before the law,

- *International Covenant on Economic, Social and Cultural Rights (ICESCR)* (1966) - Article 7 calls to ensure fair wages, equal compensation and good work conditions for all, especially women, which

are principles that should underlie all climate change policies for technology transfer and capacity building, and

- *The International Covenant on Civil and Political Rights (ICCPR)* (1966) “ensures the equal right of women and men to the enjoyment of civil and political rights set forth by the covenant.”

Box 3: Binding vs non-binding agreements and signatories vs parties

A range of commitments are made at international level to indicate global priorities. Some are ‘harder’ laws than others:

‘Hard law’ or binding agreements (legally binding agreements made by/between countries) include:

- Treaties (also known as conventions, covenants or international agreements),
- United Nations Security Council Resolutions, and
- Customary International Law.

‘Soft law’ or non-binding agreements (non-legally binding agreements on principles and codes of conduct, which are key to defining global priorities and standards for action) include:

- Most Resolutions and Declarations of the UN General Assembly,
- Elements such as statements, principles, codes of conduct, codes of practice etc. often found as part of framework treaties,

- Action plans (for example, Agenda 21, Beijing Platform for Action),
- Other non-treaty obligations.

Signatory vs party

A Signatory to a treaty is a State that is politically in support of the treaty, and its signature implies that support. A signature does not imply that the treaty has entered into force for that country. For example, the President of the United States of America (USA) can sign a global treaty, but then the USA Congress must ratify it to enter it into force.

A Party to a treaty has given its explicit consent to be bound by the agreements of that treaty.



In addition to these agreements, the 1979 Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) is fundamental to advancing gender equality and regarded as the first international bill of women's rights. Signatory governments are bound to take action to promote and protect the rights of women. Parties also agree to include the principle of equality in legislation and ensure it is operationalised.^{III}

CEDAW has direct implications for climate change, obliging parties to take “all appropriate measures

to eliminate discrimination against women in rural areas in order to ensure, on a basis of equality of men and women, that they participate in and benefit from rural development” and participate in all levels of development planning. It further addresses issues of resources, credit, family planning, education, and the right to work, to participate in forming and implementing government policies and to represent the country at international level—all of which impact on a woman's capacity to adapt to impacts of climate change and to participate in planning and implementation to address climate change.

Box 4: CEDAW—the international bill of women's rights

- **Article 1** Defines the term “discrimination against women” for the purposes of the Convention
- **Article 2** Governments shall take concrete steps to eliminate discrimination against women
- **Article 3** Governments shall take all appropriate measures to ensure that women can enjoy basic human rights and fundamental freedoms
- **Article 4** Governments can adopt temporary special measures to accelerate equality for women, i.e. affirmative action
- **Article 5** Governments shall take appropriate measures to eliminate sexist stereotyping
- **Article 6** Governments shall take all measures to stop trafficking and exploitation of women for prostitution
- **Article 7** The right of women to vote, to participate in forming and implementing government policies and to join public and political organisations
- **Article 8** Right of women to represent the country at international level
- **Article 9** Equal rights with men to keep and change their nationality and to grant their nationality to their children
- **Article 10** Women and girls should receive career and vocational guidance and have

III. “Optional Protocol to the Convention on the Elimination of Discrimination against Women”
<<http://www2.ohchr.org/english/law/cedaw-one.htm>>



Box 4: CEDAW—the international bill of women’s rights (Cont.)

access to education opportunities on par with men or boys

- **Article 11** Women have an equal right to work with men, which includes pay, promotions, training, health and safety
- **Article 12** Women have the right to family planning services
- **Article 13** Woman have a right to family benefits, bank loans, mortgages, and other forms of financial credit
- **Article 14** Governments should undertake to eliminate discrimination against women in rural areas so that they may participate in and benefit from rural development
- **Article 15** Women are to be equal before the law
- **Article 16** Women have the same rights as their husbands in marriage, childcare and family life

Sustainable development

In the 1990s, Member States to and stakeholders of the UN system embarked on a series of world conferences that ushered in a new era of global partnership, defining over two decades of development. These included major conferences on women as well as conferences that addressed the environment, human rights, population, and social development.^{IV}

Their outcomes furthered the international mandates and frameworks defining global cooperation. They reinforced the foundational covenants through subsequent binding international conventions,

optional protocols and ‘soft’ declarations and plans of action, addressing equal human rights with regard to women, race, children, migrant workers, and people with disabilities. The foundations are also translated into practice through human rights mainstreaming mechanisms aimed at strengthening interagency collaboration, technical support, and national capacity building for human rights.^V

United Nations Conference on Environment and Development (UNCED), Rio (1992)

Also known as the Earth Summit, the UNCED led to several historic outcomes related to sustainable development. Agenda 21, the outcome document of the Summit, is a blueprint for sustainable

IV. 1992- United Nations Conference on Environment and Development, Rio (UNCED); 1993- World Conference on Human Rights, Vienna (Vienna Declaration on Human Rights ‘women’s rights are human rights’); 1994- International Conference on Population and Development, Cairo (ICPD); 1995- World Summit for Social Development, Copenhagen; 1995- Fourth World Conference on Women, Beijing

V. These include the 1997 launching of the UN Programme for Reform, the 2003 Interagency Workshop on a Human Rights-based Approach, and the 2009 UN Development Group’s Human Rights Mainstreaming mechanism (UNDG-HRM).



development (Box 5) and among the first UN conference documents to systematically refer to women's positions and roles, including a stand-alone chapter on women. Follow-up conferences on sustainable development took place in 2002 at the World Summit on Sustainable Development (WSSD) in Johannesburg, and in 2012 at the United Nations Conference on Sustainable Development (UNCSD, or "Rio+20") in Rio de Janeiro.

World Conference on Human Rights, Vienna (1993)

The Vienna Declaration and Programme of Action reaffirms and strengthens human rights around the globe, including the right to development. Governments and regional and international organisations are urged to facilitate women's access to decision-making processes. Also, monitoring bodies are urged to use gender-specific data and include the status and the human rights of women in their deliberations and findings. Both are vital for responsive climate change policies that recognise women as agents of change.

International Conference on Population and Development (ICPD), Cairo (1994)

The ICPD stands out as a pivotal moment in the history of rights-based development, asserting that individual and human rights are the centre of population and development concerns. It highlighted the links between the cornerstones of women's empowerment—reproductive health and rights—and other aspects of development. Conference participants agreed to a 20-year Programme of Action that focuses on people's reproductive needs, particularly women's, rather than demographic targets. The rights-based consensus of the ICPD

highlights that the health needs of women, men and children must be met. It squarely considers population from the perspective of women, through the lens that women have the right to family planning and reproductive health services, which can impact sustainable development and poverty, and thus potentially their resilience to climate change.

Fourth World Conference on Women, Beijing (1995)

The conference resulted in the Beijing Declaration and Platform for Action (BPfA), a commitment to ensure that a gender perspective is included in policies and programmes at all levels—local, national and international—with the UN and governments agreeing to promote mainstreaming a gender perspective in all developments efforts. The Beijing Declaration addresses population issues, land and credit policies, and makes an explicit link to sustainable development. In the BPfA, Strategic Objectives K and C respectively address women and the environment and resources for and access to health care for women, including preventive programmes, initiatives to address sexual and reproductive health and HIV/AIDS, information dissemination, and follow-up health care.

World Summit for Social Development, Copenhagen (1995)

At the end of their deliberations, the delegates at the Summit agreed on the adoption of the Copenhagen Declaration on Social Development, and the Programme of Action of the World Summit for Social Development. This declaration included the recognition that women carry a disproportionate share of the burden of coping with poverty, social disintegration, unemployment, environmental degradation and the effects of war.



Box 5: A framework for sustainable development and addressing climate change

The 1990s was a critical time for development, including setting out the framework for action on environmental protection and climate change through the outcomes of the Earth Summit—most notably by the establishment of the UNFCCC.

The Earth Summit

A key aspect of that framework is Agenda 21, which builds upon and recognises previous plans and conventions^{vi} that advocate for gender equality in areas such as land ownership, resource stewardship, education and employment.⁸ The Agenda is to be achieved through actions that recognise women's critical economic, social and environmental contributions to environmental management and sustainable development.⁹ It recognises the synergies between sustainability and issues such as demographic dynamics, health, human settlements, waste, water, chemicals, work, and technology, and the chapter on women calls upon governments to eliminate all obstacles to women's full involvement in sustainable development and public life.

In addition to this, the Earth Summit saw the launch of the three Rio Conventions: the UN Convention on Biological Diversity (CBD), the

UN Convention to Combat Desertification (UNCCD), and the UN Framework Convention on Climate Change (UNFCCC):

UN Convention on Biological Diversity (CBD)

The CBD was adopted in 1992 for the conservation and sustainable use of biodiversity. The CBD has clear sustainable development and climate change implications, but it mentions women only in the preamble. It also recognises women's knowledge, practices, and gender roles in food production in the Subsidiary Body on Scientific, Technical and Technological Advice. In 2014, the CBD adopted a Gender Plan of Action for 2015-2020 to promote gender equality and mainstream gender into activities, building on the first Gender Plan of Action that was developed in 2008, facilitated by IUCN. Parties have, over the years, agreed a number of decisions that well integrate gender concerns cohesively; gender mandates over the last decades were compiled in a 2012 publication, aiming to consolidate information on gender and biodiversity and propel more gender-responsive decision-making.¹⁰

VI. E.g., Nairobi Forward-looking Strategies for the Advancement of Women, CEDAW and conventions of ILO and UNESCO



Box 5: A framework for sustainable development and addressing climate change

UN Convention to Combat Desertification (UNCCD)

The UNCCD, adopted in 1994, is implemented through participatory National Action Programmes (NAPs) to address ecosystem-specific needs.¹¹ The UNCCD recognises the role of women in rural livelihoods and the importance of local women's knowledge in addressing issues such as climate change. The convention instructs the NAP to "provide effective participation of women and men, particularly resource users, including farmers and pastoralists and their organisations."¹² Several COP decisions have addressed the importance of gender in relation to multiple aspects of the UNCCD, and in Decision 9/COP.10, Parties approved the Advocacy Policy Framework (APF)¹³ on gender with a focus on promoting the integration of gender within the implementation of the UNCCD.

UN Framework Convention on Climate Change (UNFCCC)

The UNFCCC was presented for signatures at the Earth Summit, and unlike the 'sister' Conventions, it did not include references to issues related to women or gender. Even years later, many of the texts were limited to gender balance concerns in UNFCCC processes and encouraging but not requiring women's participation. However, in more recent years, with technical decisions integrating recognition of gender considerations, significant progress is noted and establishes a framework by which adaptation, mitigation, and climate finance can, and should be pursued with gender responsiveness.



2.1.2 Building political momentum in the new millennium: A growing web of gender and climate change linkages

With a foundation of international conventions and norms that furthered the recognition of the social and gender dimensions of environment and development, the first decade of the new millennium witnessed further milestones. Many of these are already being updated and enhanced in 2015 to shape the next 15 or more years of sustainable development. These include exercises in goal setting to address the major challenges of poverty, inequality, and environmental degradation towards a global partnership in development; a Declaration recognizing the rights of indigenous peoples; and policymakers drafting various resolutions with explicit references to the deep connections between gender and environment.

Development goals

The Millennium Declaration and Millennium Development Goals (MDGs) resulted from the 2000 Millennium Summit. Member nations outlined a global partnership to address the world's most pressing development needs through specific targets

and timelines (2000–2015) of the eight MDGs. Of particular significance, the Declaration aims “to promote gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable.”¹⁴ As part of the Post-2015 Development Agenda, and the Sustainable Development Goals (SDGs) arising from the Rio+20 Conference, Member States finalised in August 2015 a new set of goals that are much more comprehensive as well as universal and applicable to all states. These SDGs (Box 6) include a specific goal on climate change and one on gender equality and the empowerment of women. The other goals reflect an effort to integrate and mainstream gender and other issues throughout, creating the opportunity for further advancement in gender and climate change over the coming decades. For many actors in the process, the Post-2015 agenda has been critical and momentous, contributing towards advancing ambition and progress in combating climate change, especially as the new climate agreement will not officially begin until 2020, and the SDGs have a lifespan from 2016 to 2030.



Box 6: Sustainable Development Goals (SDGs): The universal priority blueprint through 2030

Goal 1. End poverty in all its forms everywhere.

Goal 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture.

Goal 3. Ensure healthy lives and promote wellbeing for all at all ages.

Goal 4. Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

Goal 5. Achieve gender equality and empower all women and girls.

Goal 6. Ensure availability and sustainable management of water and sanitation for all.

Goal 7. Ensure access to affordable, reliable, sustainable and modern energy for all.

Goal 8. Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.

Goal 9. Build resilient infrastructure, promote inclusive and sustainable industrialisation and foster innovation.

Goal 10. Reduce inequality within and among countries.

Goal 11. Make cities and human settlements inclusive, safe, resilient and sustainable.

Goal 12. Ensure sustainable consumption and production patterns.

Goal 13. Take urgent action to combat climate change and its impacts*.

Goal 14. Conserve and sustainably use the oceans, seas and marine resources for sustainable development.

Goal 15. Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.

Goal 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

Goal 17. Strengthen the means of implementation and revitalise the global partnership for sustainable development.

** Acknowledging that the UNFCCC is the primary international, inter-governmental forum for negotiating the global response to climate change.*



Disaster risk reduction

The 2005 Hyogo Framework for Action (HFA) was developed at the World Conference on Disaster Risk Reduction (DRR) and was updated in Sendai, Japan, at the Third World Conference on DRR at the first major conference of 2015. With a goal to substantially reduce disaster losses by 2015, the HFA states that “a gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information management, and education and training.”^{15,16} The Sendai Framework for DRR¹⁷ recognises climate change as exacerbating disasters and also as a driver of disaster risk and it calls for the coherence of DRR, sustainable development, climate change and other policies for improving efficacy and efficiency. The Sendai Framework expands somewhat in terms of gender: it includes guiding principles of a gender, age, disability and cultural perspective in all policies and practices and the promotion of women and youth leadership. It refers to women’s role in gender sensitive policies and highlights empowerment of women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery rehabilitation and reconstruction approaches.

Indigenous rights

In 2007, after 20 years of negotiations, the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) was adopted as a non-binding statement that recognises indigenous rights to self-determination, education, institutions, political and economic development, as well as the right to participate in the life of the state.¹⁸ By confirming the rights of indigenous peoples, the declaration strengthens a rights-based development agenda and encourages better understanding of traditional land tenure and the need to recognise its validity for women and other vulnerable or marginalised groups in the face of climate change and shifting population dynamics. In the development of new climate change mitigation mechanisms, such as REDD+, (which stands for Reducing Emissions from Deforestation and Forest Degradation in developing countries, including the role of conservation, sustainable management of forests and enhancement of forest carbon stocks), reinforcement and safeguarding of indigenous rights is increasingly important.



Box 7: Key resolutions linking gender and climate change

At its seventh session in March 2008, the UN Human Rights Council adopted by consensus Resolution 7/23 on Human Rights and Climate Change, and as a result, the Office of the High Commissioner released a follow-up report in January 2009. The report recognises the need for more country-specific and gender disaggregated data to effectively assess and address gender-differentiated effects of climate change. It simultaneously reports that women have high exposure to climate-related risks exacerbated by unequal rights, and that women's empowerment and the reduction of discriminatory practices has been crucial to successful community adaptation and coping capacity.¹⁹

In 2011, at the 55th Commission on the Status of Women (CSW) which meets annually to follow-up on implementation of the Beijing Platform for Action to ensure the mainstreaming of a gender perspective into UN work and to identify emerging issues and trends important to gender equality, Parties adopted a resolution to mainstream gender equality and to promote the empowerment of women in climate change policies and strategies. The resolution (E/CN.6/2011/L.1) is the first resolution by the CSW to address the link between gender equality and climate change. In 2014, the 58th session of the CSW passed a resolution entitled "Gender equality and the empowerment of women in natural disasters," which outlined the link between women, gender equality and disasters, and referred to the climate resolution from CSW55.

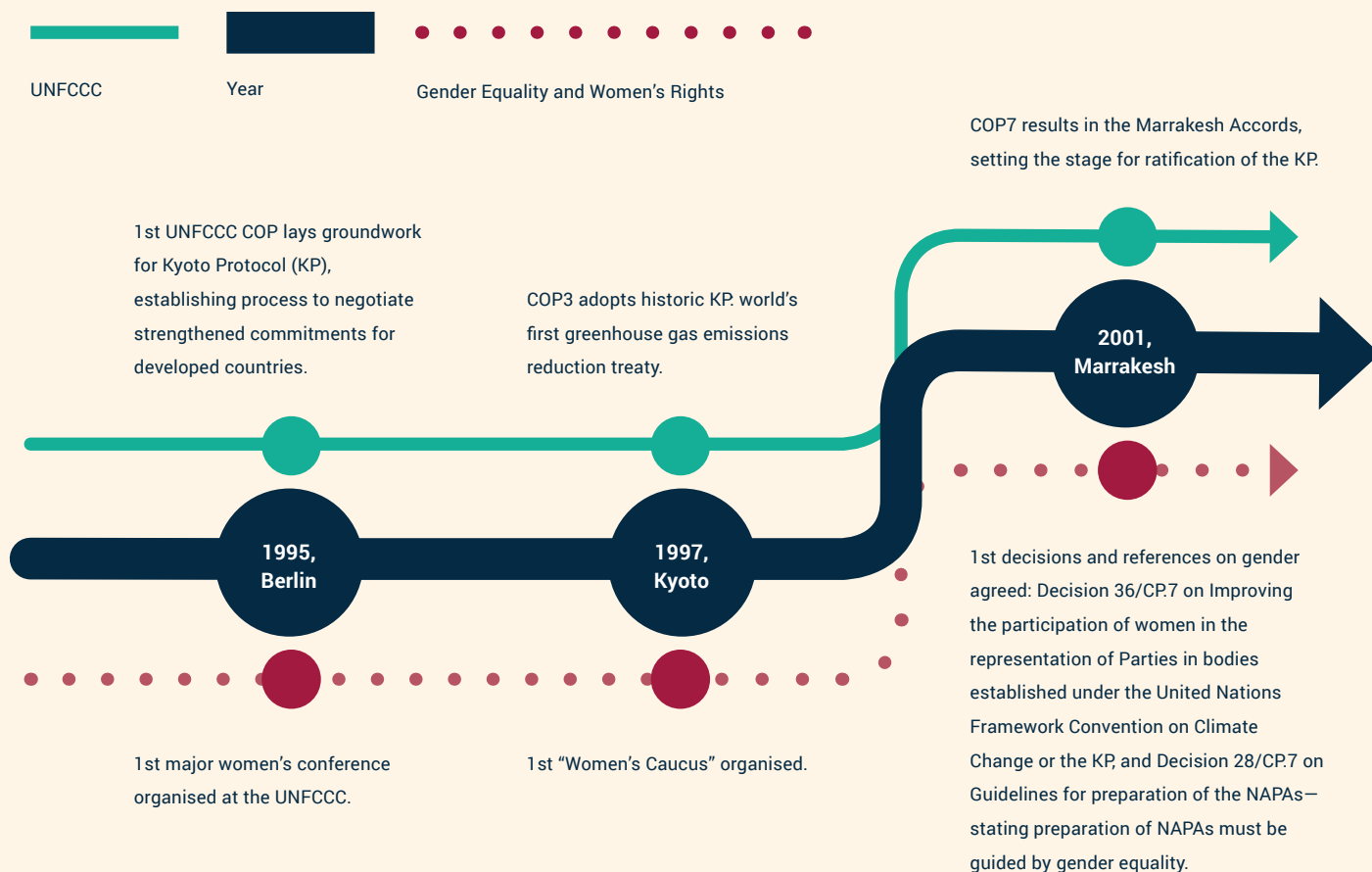


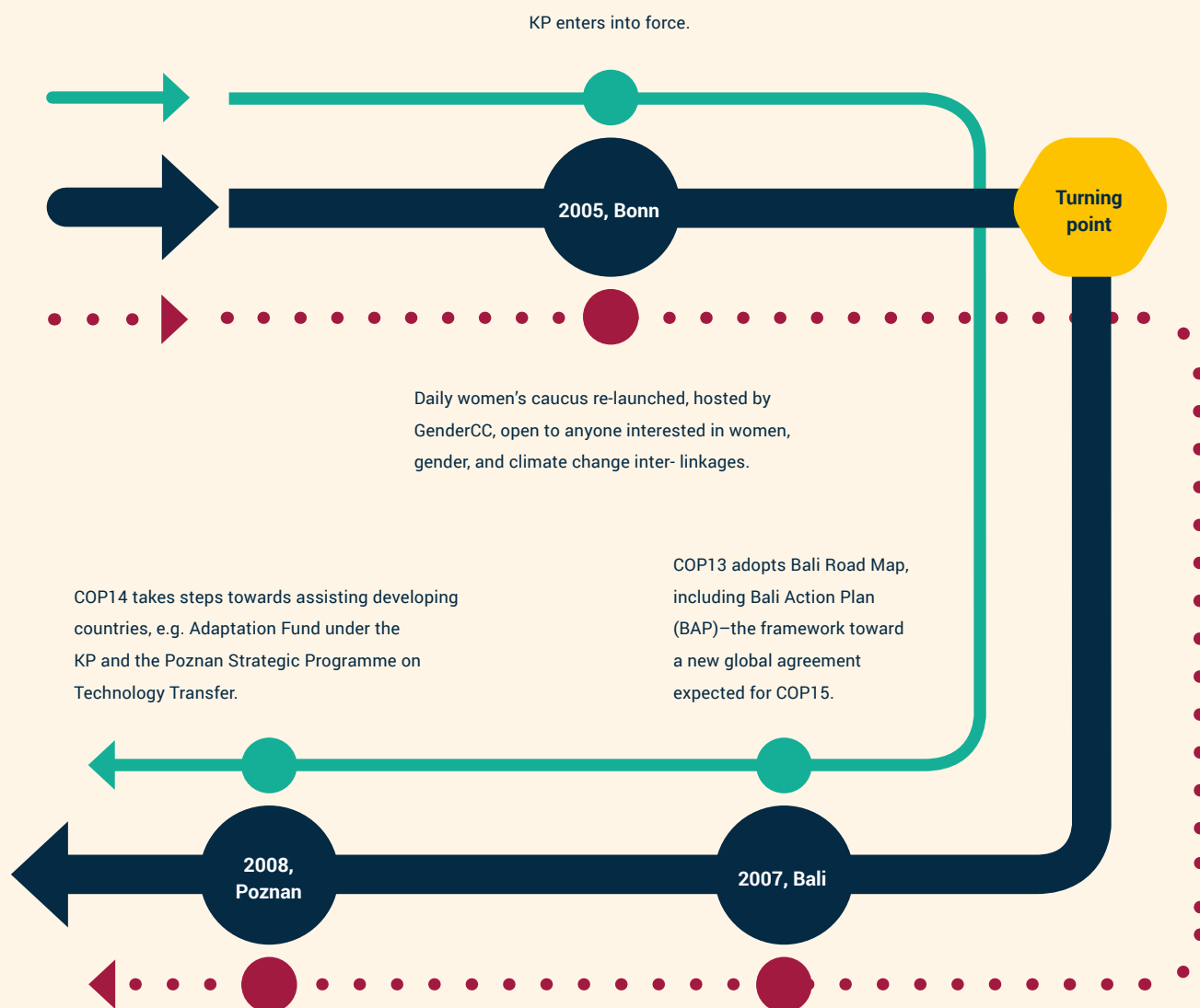
2.1.3 Gender in the UNFCCC: From gender ‘blind,’ to gender balance—and beyond

As the links between gender equality, human rights, sustainable development and climate change response and resilience have become increasingly understood and recognised—not least because the gender-differentiated impacts of climate change are increasingly being felt—decisions under the UNFCCC have, more and more, reflected this reality and

have included specific mandates to ensure gender considerations are integrated into policy-making, programming and finance. The figure below presents a timeline of key milestones in the UNFCCC process, demonstrating how decisions have progressed to substantively reflect gender concerns.

Figure 1 Timeline of gender mainstreaming in the UNFCCC





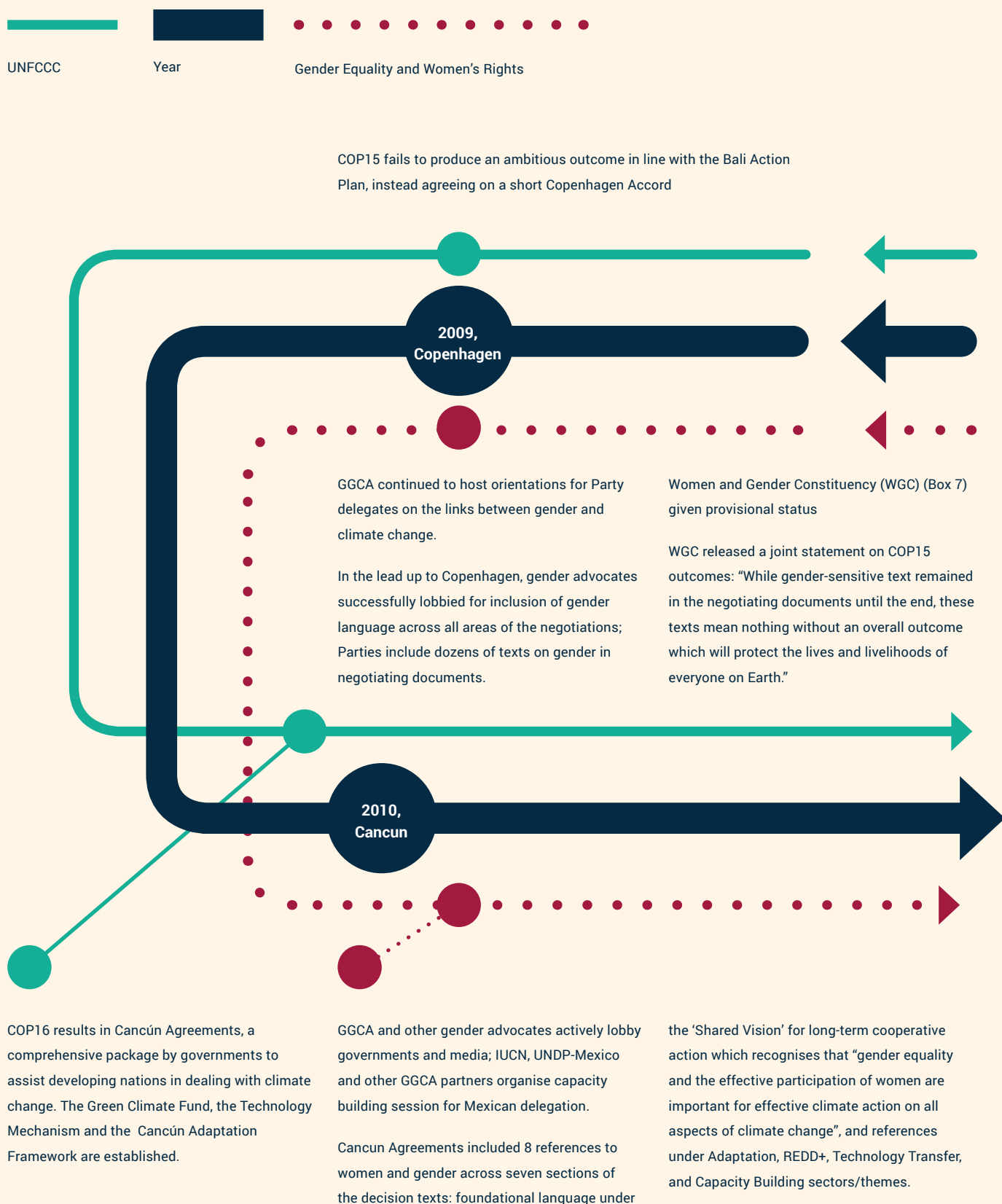
IUCN as part of the GGCA launched a Gender and Climate Change Training Manual and hosted the first orientation session on gender dimensions of climate change for Party delegations, supporting awareness raising and increased understanding among a wide range of Parties.

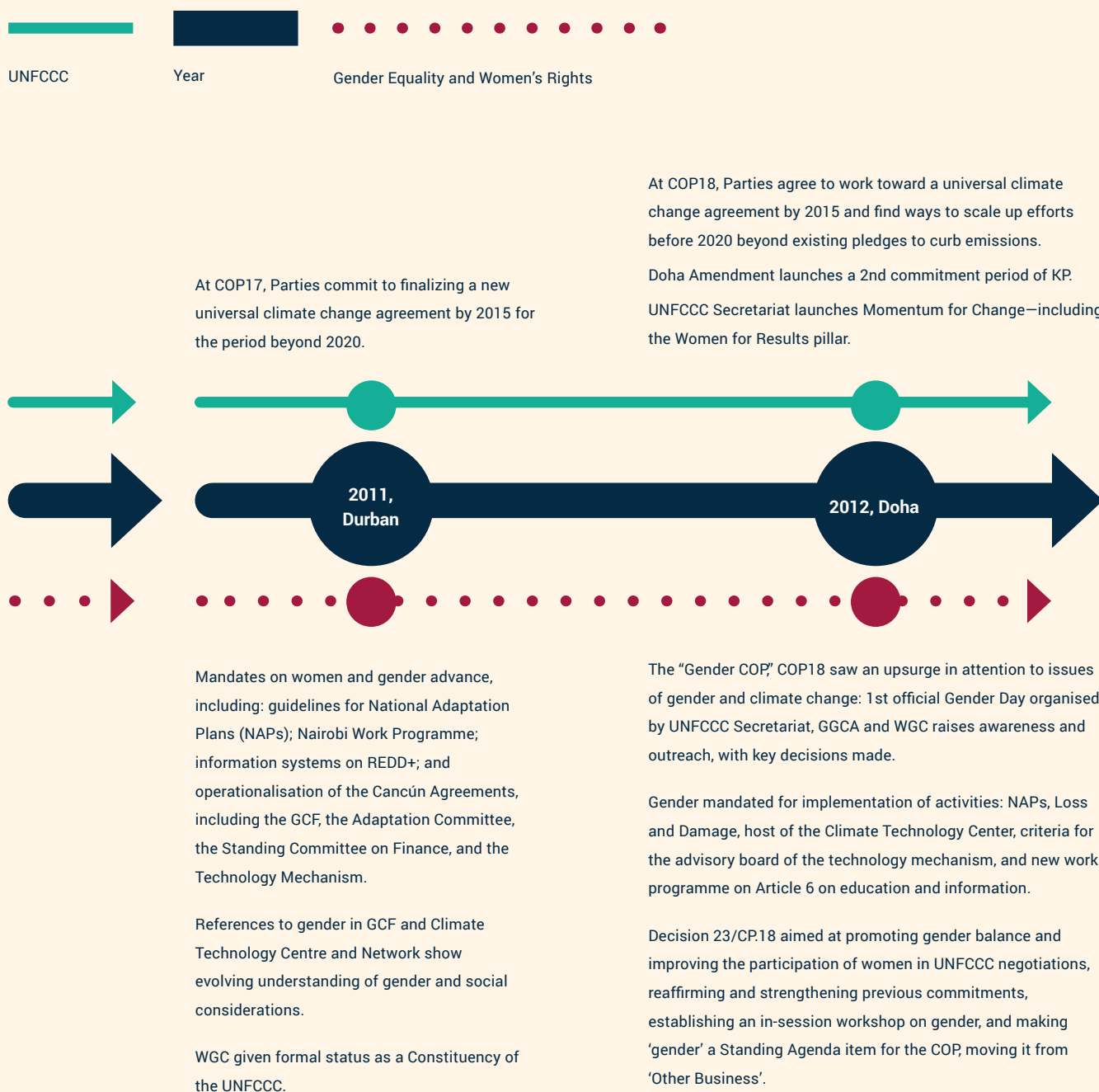
Gender advocates from the GGCA and other groups provided technical support directly to delegates, built strong relationships with Parties, and advocated suggestions for gender text.

BAP marked a turning point in the UNFCCC negotiations.

GGCA launched in 2007 by 4 founding members, IUCN, UNDP, UNEP and WEDO, joining forces to propel gender into the climate agenda.

Women's groups began discussions to establish a Women and Gender Constituency, to facilitate a formal relationship between women's civil society and the UNFCCC.

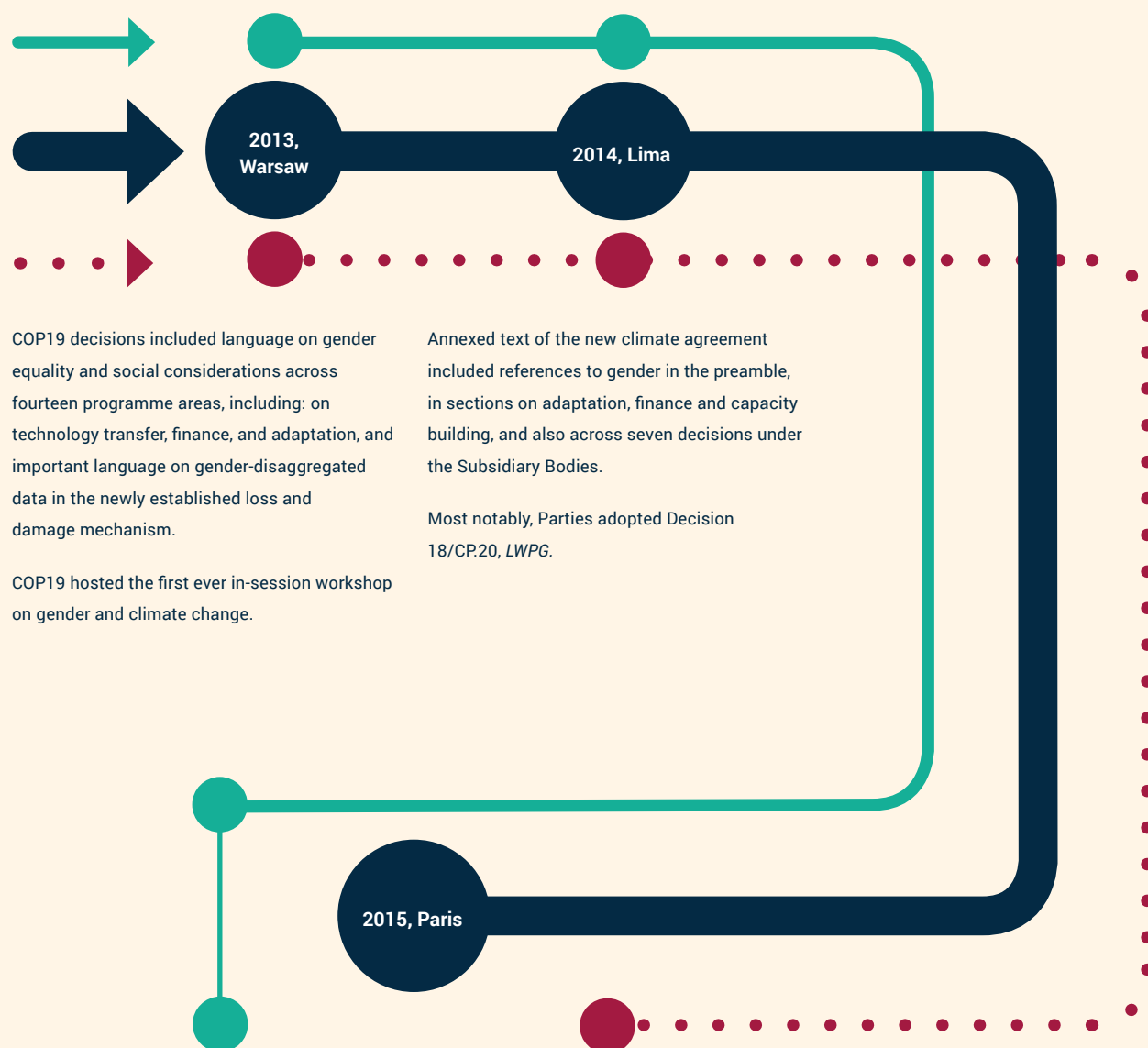






COP19 produces the Warsaw Outcomes, including a rulebook for REDD+ and a Loss and Damage mechanism.

At COP20, Parties produce a decision on the submission of countries' Intended Nationally Determined Contributions (INDCs) and submit the foundational text for the new climate agreement in 2015.



COP19 decisions included language on gender equality and social considerations across fourteen programme areas, including: on technology transfer, finance, and adaptation, and important language on gender-disaggregated data in the newly established loss and damage mechanism.

COP19 hosted the first ever in-session workshop on gender and climate change.

Annexed text of the new climate agreement included references to gender in the preamble, in sections on adaptation, finance and capacity building, and also across seven decisions under the Subsidiary Bodies.

Most notably, Parties adopted Decision 18/CP.20, *LWPG*.

Final year of negotiations toward new 2015 climate agreement launches in Geneva in February; negotiations conclude with adoption of a 'Geneva Text' to serve as foundation for ongoing discussions.

Mexico — then supported by Uganda and Chile, kicks off Geneva negotiating session with progressive statement on gender: "Parties to respect human rights and gender equality in implementation of all climate policies and actions."

European Union, LDCs, and African Group all put forward proposals on gender equality.

By mid-year, language on gender equality, women's rights, public participation and indigenous peoples mainstreamed across all areas of the negotiating text.

In GCF Board Meeting, Gender Policy and Action Plan adopted—making it the first financial mechanism with gender mainstreamed before fund dispersal/operationalised.



Marking a key point in this process, in 2007 the BAP established a new comprehensive framework to advance negotiations around five critical pillars—mitigation, adaptation, finance, technology development and transfer, and capacity building—guided by a shared vision of all Parties to take into account “social and economic conditions and other relevant factors”. The BAP opened a window for recognising more comprehensive roles, responsibilities, and differentiated risks and impacts of climate change. With regard to women’s and

gender concerns, a significant opportunity arose to build awareness on gender and climate inter-linkages and introduce negotiating text to reflect gender differentiated impact and women’s right to participate in climate change planning, among other things. Another critical moment evolved in 2010 and 2011, when an enhanced understanding of gender considerations was reflected in the gender mandates relevant to the Green Climate Fund and the Technology Mechanism.

Box 8: Women and Gender Constituency (WGC): ‘Formalising’ women’s engagement in the UNFCCC process

While women’s organisations, including leading networks like LIFE e.V. and GenderCC, were active in the UNFCCC since its start, women and gender-focused civil society participation was informal during the first 15 years of the Convention and its processes. In 2008, active women’s civil society organisations applied for provisional constituency status to gain official recognition and be afforded formal channels through which to provide input into negotiating processes. Provisional status was granted in 2009, when the WGC included active organisations such as GenderCC, LIFE e.V. Women in Europe for a Common Future (WECF),

WEDO, the Asia Pacific Forum on Women, Law and Development (APWLD), ETC Foundation, ENERGIA, The Huairou Commission, and International Council for Adult Education (ICAE). The WGC became fully operational in 2015 and is able to make submissions and interventions on the floor, as well as participate in a range of in-session workshops and other events. The WGC also collaborates closely with other major constituencies, including youth, indigenous peoples, trade unions, and environmental non-government organisations (NGOs).



Box 9: UNFCCC Momentum for Change: Women for Results

In 2012, the UNFCCC Secretariat itself, with support from Rockefeller Foundation, launched an initiative to spotlight particularly innovative—but also scalable and replicable—projects that help to create a highly resilient, low-carbon future. Momentum for Change recognises innovative and transformative solutions that address both climate change and wider economic, social and environmental challenges.”²² Called Lighthouse Activities, the projects that are chosen as winners of this prestigious competition fall into specific categories—including one called Women for

Results. Among the winners are extraordinary examples of projects that “demonstrate the critical leadership and participation of women in addressing climate change,” and that are having real impact at local, national and international level. The leadership of the UNFCCC Secretariat in soliciting and promoting these innovative examples is to be acknowledged, especially in light of relatively slow political negotiations overall (see some of the Momentum for Change projects in the case study chapter, Chapter 7, of this publication).

Sometimes referred to as the ‘Gender COP’ because gender issues garnered so much attention, COP18 in 2012 produced a Decision promoting gender balance, women’s participation and, among other things, called for an in-session technical workshop on gender issues for the next year. That workshop, held during COP19 in 2013 in Warsaw, produced draft conclusions and an annex with Party proposals on actions for governments, the UNFCCC Secretariat, and civil society, including: the establishment of a two-year work programme on gender balance under the Convention; workshops to further substantiate a gender lens across mitigation, adaptation, technology and finance; capacity building for female delegates organised by the UNFCCC secretariat; and monitoring of gender balance, gender budgeting and gender sensitive climate policies and actions by Parties. At COP20 in Lima in 2014, Parties adopted Decision 18/

CP.20, the LWPG, building on much of the above and establishing a two-year work programme that includes:

- A review of implementation of all gender-related mandates by the UNFCCC Secretariat,
- Training and awareness raising for delegates on gender-responsive climate policy,
- Training and capacity building for women delegates,
- Two in-session workshops on gender, in relation to mitigation, technology, adaptation and capacity building at SBI 42 in 2015 and SBI 44 in 2016,
- Submissions by Parties and accredited organisations on these workshops,
- A technical paper by the Secretariat on guidelines for implementing gender considerations in climate change activities, and
- Appointing a senior focal point on gender at the UNFCCC Secretariat.



In early 2015, Parties and Observer organisations had the opportunity to make submissions on gender and mitigation and technology, with a particular eye toward shaping the first LWPG-mandated workshop. While the workshop—which was implemented in Bonn in June 2015, at the mid-year inter-sessional—was an important step, more substantive examples of practical and effective ways in which governments and other stakeholders have indeed mainstreamed gender through relevant mitigation and technology sectors are needed. The workshop was noteworthy in convening national delegates from over 40 countries in a two-session workshop and sharing the need for,

and progress on, gender equality in climate change in the Convention and national and local level policy, programs and measures.

The timeline demonstrates how far decisions under the UNFCCC have progressed in the last several years in terms of recognising the gender dimensions of climate change. However, counting the gender references is not enough; understanding and propelling progress requires capacity building for gender-responsive implementation at all levels and accountability for the operationalisation of mandates.

Box 10: The power of words: Text that demands action

Across the gender text itself—that is, the references to gender and gender equality considerations agreed in UNFCCC decisions, gaps do remain. A number of mandates refer only to gender balance and enhancing women’s participation on boards and bodies. For instance, Decision 23/CP. 18, which specifically sought to, “Promot[e] gender balance and improve[e] the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol” while others recognise both the need for gender balance and a gender-sensitive approach. But operationalising gender mainstreaming—and pursuing gender equality in a transformative fashion, as delivering co-benefits to the fight against climate change—will require much more than simply getting women to the

decision-making tables, despite of course the importance of this step as a means toward an end, and a critical recognition of women’s right to participate in political and practical decision-making processes.

To date, decisions on adaptation have the most robust gender-sensitive language integrated, for example, a number of decisions that specify Parties to pursue adaptation with a “gender-sensitive, participatory, and fully transparent approach”. This could be due, in part, to the following:

- The first decision to integrate a gender-sensitive approach mandated that national adaptation programmes of action be guided by gender equality (COP7 in 2001),



Box 10: The power of words: Text that demands action (Cont.)

- From the outset of the current UNFCCC adaptation framework, a gender-sensitive approach was mandated, and
- Early research and awareness raising on the linkages between gender and climate change predominantly framed women in terms of their vulnerability to climate impacts; this made the link to adaptation more relevant to policy-makers than the link to areas such as mitigation and technology.

Mitigation issues have the lowest number of decisions that reference gender, with no guiding mandate for gender-sensitive mitigation actions. Gender considerations are limited to REDD+ and response measures, with the latter only referring to women as a 'vulnerable group'.

Progress is clear with respect to decisions on climate finance and more recent decisions of the finance mechanisms themselves (as discussed in the finance chapter). The GCF addresses gender in a more holistic manner, across several aspects of the GCFs governing rules and procedures from the outset, and

mandating a gender-sensitive approach to the GCF's actions, promoting gender-balance in the Board/Secretariat composition, and promoting the input of stakeholders, particularly women (although not specifically framed as vulnerable in this instance). These specific mandates imply a stronger push toward action and toward the distribution and governance of gender-responsive resources.

While mandates 'on paper' are crucial, mitigating and adapting to climate change in a gender-transformative manner requires that the full and appropriate implementation of these policies is realised and that Parties are accountable to their commitments. Implementation lags behind, even in meeting gender balance goals, which jeopardises potential impact of the mandates. The current composition of UNFCCC boards and bodies, for example, which are explicitly mandated to target gender balance, especially via decision 23/CP.18, remains notably inequitable and inadequate.



2.1.4 Moving forward

There can be no doubt that significant progress has been made over the last twenty years on the ways in which international policy is addressing the complexity and intersectionality of global environment and development challenges. It is visible in the shift from the MDGs to the SDGs, both in terms of their scope and in the ways in which they were developed. It is equally visible in the UNFCCC, which is currently undertaking a two-year work programme on gender-responsive policies, and where people and countries are beginning to tackle climate change impacts as an issue of human rights.

However, while global policy may better reflect our complex world, the effectiveness of multi-lateral processes leading to implementation of actions calls for clear strategies and further steps to create real change for gender equality and a sustainable future.

Although there are many legal norms and mandates, the current trend is to move away from legally binding international agreements and towards voluntary commitments, often without clear pathways for financing, capacity building, or technology transfer. This trend is visible in the SDGs and in climate change. There is momentum toward bilateral and regional partnerships for solving development challenges, whether it be among governments or between the State and the private sector. With climate change as an example, recent rounds of negotiations and high-level calls for action are largely defined by voluntary commitments and a showcase of 'solutions', partnerships, and actions that fall outside of the frame of international policymaking.

This makes the challenges for effective gender-responsive climate policy clear. Firstly, turning words in the global policy realm into action at regional, national, and local levels and, secondly, identifying alternative spheres of influence to build awareness and capacity on the linkages between gender and climate change.

There are some key next steps to address the first main challenge of 'turning words into action':

- For the UNFCCC, the LWPG provides a first step towards a more institutionalised approach to gender mainstreaming across all climate policies. However, to be truly effective, the next step involves the development of monitoring, evaluation, and reporting guidelines and systems to hold governments accountable to mandates on gender equality,
- For governments, effectiveness in understanding and implementing gender-responsive actions must be enhanced via a clear set of tools which:
 - Define methodologies for gender-mainstreaming under the UNFCCC,
 - Create specific action guidelines for all mandates across UNFCCC decisions (for example, if a decision calls for undertaking gender analysis, a clear methodology and set of questions to conduct gender analysis should be developed and easily accessible to all Parties and practitioners of the UNFCCC), and
 - Provide templates and examples for what a 'gender-responsive' NAP or Nationally Appropriate Mitigation Action (NAMA) looks like.



Those focused on implementation must be vigilant in monitoring and analysing climate finance flows, as well as ensuring that the multiple 'gender action plans' and mandates are being articulated in project implementation, design, and monitoring.

The participation of civil society is key to success, and thus relevant actors must also emphasise capacity building for women's organisations and their allies at the local level to understand national mandates on gender and climate, along with legal tools and practices they can use to hold their governments to account.

Addressing the second challenge of alternative spheres of influence is also crucial. One sphere is the SDGs, which, although voluntary, will have a strong influence on development financing over the next 15 years. With individual goals on gender equality and climate change, and mentions of both in relation to education, there is a strong opportunity for awareness raising of the inter-linkages of these issues in all countries and for demanding more inclusive approaches from governments and large donor networks.

Similarly, tracking the implementation of INDCs in each country and encouraging the development of national gender and climate change action plans could substantially influence gender-responsive policies.

Thirdly, investing time into awareness raising and movement building, beyond just interaction with governments and practitioners, towards capacity building of women's groups, feminist organisations, gender expert groups, and foundations to understand climate change as a critical women's human rights issue and to make it integral to their programming will support their ability to advocate and act on the inter-linked issues.

New challenges for effective gender-responsive climate policy will likely continue to surface, but having tools to identify and tackle them head on from multiple fronts will support progress in implementation—and soon, transformation.



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2

2.2 FROM GLOBAL STANDARDS TO LOCAL ACTION:

National and regional approaches
to integrating gender into climate
change policy and planning



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ACRONYMS

CC	Climate change	NORAD	Norwegian Agency for Development Cooperation
CCAFS	Climate Change, Agriculture and Food Security	OECD	Organization for Economic Co-Operation and Development
ccGAP	Climate Change Gender Action Plan	PAGeREDD+	<i>Plan de Acción para la Transversalización de la Perspectiva de Género en REDD+ México</i>
CIAT	The International Center for Tropical Agriculture	REDD	Reducing Emissions from Deforestation and Forest Degradation
CIF	Climate Investment Funds	REDD+	Reducing Emissions from Deforestation and Forest Degradation in developing countries, including the role of conservation, sustainable management of forests and enhancement of forest carbon stocks
COP	Conference of the Parties	SADC	Southern African Development Community
DANIDA	Danish International Development Agency	SPCR	Strategic Program for Climate Resilience
DFID	Department for International Development (United Kingdom)	UN	United Nations
EGI	Environment and Gender Index	UNDP	United Nations Development Programme
ENAREDD+	National REDD+ Estrategias (Mexico)	UNEP	United Nations Environment Programme
FAO	Food and Agriculture Organization of the United Nations	UNFCCC	United Nations Framework Convention on Climate Change
GEF	Global Environment Facility	UN HABITAT	United Nations Human Settlements Programme
GGCA	Global Gender and Climate Alliance	UNISDR	United Nations Office for Disaster Risk Reduction
GRB	Gender responsive budgeting	USAID	United States Agency for International Development
GTF	Gender Task Force	WEDO	Women's Environment and Development Organization
ICT	Information, communication and technology		
INDC	Intended Nationally Determined Contributions		
IUCN	International Union for Conservation of Nature		
LDCs	Least Developed Countries		
LECB	Low Emission Capacity Building		
LEDs	Low-Emission Development Strategies		
NAMA	Nationally Appropriate Mitigation Action		
NAP	National Adaptation Plan		
NAPA	National Adaptation Programme of Action		
NGO	Non-governmental organization		



Key messages

- Global policy commitments are only as powerful as the actions they inspire: turning ‘words into action’ at national and regional level demands technical capacity, political will, and a range of responsive resources.
- Climate change decision-making differs among countries, with various ministries leading and collaborating. Cross-sectoral partnerships are vital for effective and efficient planning and programming.
- Ensuring women’s participation in national climate change planning and programming upholds both women’s right to participate in such spheres and is necessary under national commitments on women’s rights and gender equality. Further, it ensures that diverse perspectives and experiences shape sound plans and programmes.
- The Climate Change Gender Action Plan (ccGAP) methodology delivers a process to unite sectors and stakeholders towards more innovative action.
- Women’s innovations must be fostered and championed at national and local level. Gender-responsive programmes and projects can deliver powerful co-benefits for climate change and gender equality (as ccGAPs exemplify).



2.2.0 Introduction

Policymaking is a two-way street: agreed global frameworks are created because of—and thus, at least to large extent, reflect—the realities on the ground in-country; they establish standards for implementation and agree objectives, targets, and ways in which governments can take action on their commitments. At the same time, governments—who are of course the architects of the global policy frameworks—must then ensure in their home countries that their words are turned to action, aiming to improve the lives and livelihoods of their constituents. In principle, this implies a natural synergy, while in practice this is no easy task. Political processes and priorities shift, resources may or may not be readily available, and stakeholder interests may be conflicting, for example. When it comes to action on gender and climate change—expansive in its scope and breadth, and dire in its urgency—there is no magic solution to ensuring that all rights will be protected, all lives will be improved, all citizens will be resilient and safe in light of a changing climate.

The interpretation of international agreements in individual countries is an art, not a science, with no formulaic solution. Creating real change requires consistent and meaningful attention; a range of skills, methodologies, and resources; and rigorous monitoring and accountability. The same is true for effective gender mainstreaming.

Countries, as well as the numerous non-governmental and inter-governmental international development organisations that aim to support them, have taken different approaches to implementing commitments on gender and climate concerns. From the forest sector to renewable energy, women's equitable participation in decision-making and gender-responsive policies and plans have shown to be both important and impactful.

This chapter, while not exhaustive in its representation of national policies or strategies by any means, presents current examples of:

- Select strategies employed by various governments,
- National planning efforts via United Nations Framework Convention on Climate Change (UNFCCC) mechanisms,
- Sector-specific strategies,
- Cross-sectoral strategies and action plans on gender and climate change, and
- Regional approaches.

It should also be noted that, to a significant extent but not exclusively, this chapter draws upon varied recent experiences of the International Union for Conservation of Nature (IUCN) in its efforts to facilitate and strengthen national approaches to gender and environment policy-making and planning.



2.2.1 Diverse government approaches for merging priorities

Significant strides have been made by various countries across all regions to incorporate gender equality and climate change considerations in tandem with poverty reduction and resilience-building efforts in their policies, plans, and strategies. Various examples stand out from the Least Developed Countries (LDCs)—African countries in particular. The government of Lesotho, for example, endorsed its 2012-2017 National Strategic Development Plan (NSDP), which not only integrates climate change but also recognises gender inequality as a major challenge contributing to poverty. Among its objectives is a focus on promoting the greening of the economy and improving environment and climate change governance. In Malawi, although its National Gender Policy does not specifically address climate change, its National Adaptation Programme of Action (NAPA) and National Climate Change Policy have integrated gender as a cross-cutting issue. On the other hand, in Tanzania, the Initial National Communication (INC) to the UNFCCC and the NAPA did not incorporate gender considerations, but the government responded to this gap by developing a national policy framework on gender and climate change, integrating it subsequently into the National Climate Change Strategy and Second National Communication (SNC).

Uganda's draft Climate Change Policy also includes gender as a cross-cutting theme, highlighting the importance of gender mainstreaming and gender

responsiveness in all climate change adaptation and mitigation strategies, plans, budgeting and implementation of issues. In Burkina Faso, the Ministry of Economy and Finance, with the support of the United Nations Development Programme (UNDP), developed methodological guidelines for gender mainstreaming in sectoral and national plans, leading to the operationalisation of the National Policy on Gender. As a result, the capacity of the local development committees was developed to integrate gender and climate change imperatives into the community development action plans.

In light of the increasing climate change effects being felt in the country, the Government of Pakistan has established a specific Ministry of Climate Change. Its 2012 National Climate Change Policy includes gender among its ten objectives: "to focus on pro-poor gender sensitive adaptation while also promoting mitigation to the extent possible in a cost-effective manner,"¹ and moreover includes a sub-section on gender that presents specific policy measures to undertake, including to:

- Mainstream gender perspectives into climate change efforts at both national and regional levels,
- Take steps to reduce the vulnerability of women from climate change impacts, particularly in relation to their critical roles in rural areas in providing water, food and energy,



- Recognise women's contribution in the use and management of natural resources and other activities affected by climate change,
- Undertake a comprehensive study of the gender-differentiated impacts of climate change with particular focus on gender difference to create climate change adaptation and mitigation strategies in Pakistan,
- Develop gender-sensitive criteria and indicators related to adaptation and vulnerability, as gender differences in this area are most crucial and most visible,
- Develop and implement climate change vulnerability-reduction measures that focus particularly on women's needs,
- Incorporate an appropriate role for women into the decision-making process on climate change mitigation and adaptation initiatives, and
- Develop climate change adaptation measures on local and indigenous knowledge particularly held by women.

While it is not yet entirely clear how resources or capacity will be invested in gender-responsive implementation, the Framework for Implementation of Climate Change Policy (2014-2030) further emphasised that reducing women's distinct vulnerability in the context of climate change, "would be achieved by countering the disproportionate burden of climate change on women by ensuring their empowerment and recognition of their critical role in the management of climate change plans and strategies."² The close engagement of national gender authorities and non-governmental organisations (NGOs), as well as IUCN, in developing the government gender mandates has had significant impact on integrating gender concerns in climate change planning. Importantly, too, a gender focal point has also been appointed within the Ministry of Climate Change.

In Mexico, the Special Climate Change Program (PECC) 2014-2018 includes a section on gender and climate change in Chapter One, eight gender specific lines of action, as well as 11 strategies and 35 cross-cutting lines of action related to gender and environment, which correspond to the National Program for Equal Opportunities and Non-Discrimination against Women (PROIGUALDAD 2013-2018). These actions seek to reduce the gap between men and women and also to face gender-differentiated impacts of climate change. A partnership between the government of Mexico, UNDP, IUCN and the Alianza Mexico REDD+¹ (as also discussed in the chapter on REDD+, Chapter 4.2, ahead in this publication), were fundamental in this process.

In the Global North, gender and climate commitments have not only shaped development aid and partnership modalities, some attempts have been seen in creating domestic policy that responds to global knowledge and commitments on gender and climate concerns, not least to promote the rights and resilience of women in those countries. A Resolution on women and climate change was adopted in 2012 by the European Parliament (2011/2197(INI)),³ for example, which observes that climate change is not gender-neutral and, among other things, calls for other European institutions and Member States to consider introducing a minimum female quota of 40% in their climate change delegations. The United States has seen a few attempts at Congressional action: a 2015 resolution on women and climate change was put forward, following an earlier version, in the House of Representatives that spells out a number of specific actions on gender-responsive climate action, including

I. "REDD+" is reducing emissions from deforestation and forest degradation in developing countries, including the role of conservation, sustainable management of forests and enhancement of forest carbon stocks.



“the use of gender-sensitive frameworks in developing policies to address climate change, which account for the specific impacts of climate change on women”. It moreover “encourages the President to—

- A.** Integrate a gender approach in all policies and programs in the United States that are globally related to climate change; and
- B.** Ensure that those policies and programs support women globally to prepare for, build resilience for, and adapt to climate change.”⁴

2.2.2 National planning via UNFCCC mechanisms

By way of various mechanisms and programmes defined under the UNFCCC, countries have had opportunities to identify climate change needs, priorities, strategies, and actions in a range of ways. To varying but increasing extent, these national plans and reports include women and gender concerns.

Adaptation

The NAPA guidelines, one of the early UNFCCC resources that sought to help LDCs identify urgent adaptation needs and prioritise proposed projects, encouraged countries to develop NAPAs in a participatory manner, taking into account the importance of gender equality, especially in light of women’s generally more vulnerable position.⁵ While a number of early NAPAs followed such guidance in a relatively superficial way with a mention of women’s vulnerability, few NAPAs or national communications on adaptation submitted by LDCs to the UNFCCC

addressed gender considerations in a comprehensive manner, and some did not mention gender considerations at all. In its 2013 pilot phase that ranked 73 countries’ overall performance on gender and environment concerns, the Environment and Gender Index (EGI)⁶ found in the category examining national reports to the UNFCCC, including NAPAs and National Communications related to adaptation issues specifically, that India was the highest performing country for inclusion of gender in UNFCCC reports. In addition, the EGI found that Organization for Economic Co-Operation and Development (OECD) countries often performed comparatively low on inclusion of gender in their reports to the Rio Conventions, while many low-income countries, including Pakistan, Bangladesh, and Malawi performed well on mainstreaming gender in these reports. The worst performers were Costa Rica, Nepal, and Norway, three countries that, in other areas, excelled at gender mainstreaming—thus perhaps indicating the wide gaps in gender and climate



capacity regarding interlinkages at a national level, or in effectively communicating actions that may be occurring on the ground. The more recent NAPAs have

taken more intentional steps to mainstream gender or focus on women as direct beneficiaries.

Box 1: Cambodia's NAPA: Empowering rural women as adaptation leaders

Recognising women's particular vulnerabilities and the opportunities for rural women's empowerment, Cambodia's NAPA included some basic gender aspects. In response to results of a gender assessment, a NAPA follow-up project launched in 2010 and scaled up in 2013 prioritises improved access to climate information for women, along with better access to water resources, climate-resilient farming practices and seed varieties, and extension services. The project included four districts, 60 villages, and 32 communes, covering 5,500 households, and women from the villages and communes were key stakeholders and beneficiaries of the project. Results were realized at multiple levels, including empowering women as leaders in Water User Groups (WUGs) and in introducing new agricultural practices, improving access to resources, and building institutional gender capacity of sub-national and national authorities responsible for climate

change. Since the project's implementation, women have become contributors of household income and key drivers of climate change adaptation, and have also been empowered to make decisions regarding domestic water use, an area affecting them directly and of which they have valuable insight, experience and expertise. Women have also shared knowledge with the wider community, proving themselves as highly valued leaders on climate change adaptation. Further, when women have the opportunity to engage in income earning opportunities like cultivating vegetables in their garden or on their land, men have tended to see them as contributing to household income and will support them by fetching water for the vegetable plots and the like. This recognition as economic contributors has increased women's confidence and empowered them to participate in decision-making both inside and out of the home.



**READ MORE!
PROMOTING CLIMATE-RESILIENT
WATER MANAGEMENT AND
AGRICULTURAL PRACTICES IN RURAL
CAMBODIA: EMPOWERING RURAL
WOMEN AS ADAPTATION LEADERS**

*Global Environment Facility's Least Developed Countries Fund
(GEF/LDCF), Government of Canada and UNDP*



With adaptation becoming a “routine and necessary component of planning at all levels” (as the Adaptation chapter, Chapter 3 ahead, discusses in far greater depth), and with the impacts of climate change dramatically redefining development pathways, the Parties to the UNFCCC agreed, in 2011, the National Adaptation Plan (NAP) process to further assist developing countries in adaptation preparation.⁷ The structure of plans prepared under the NAP process will vary widely by country as national adaptation planning is continuous and evolving and must incorporate local strategies and priorities in coordination with national documents, policies and programmes, while in tandem following international guidelines. The NAP process, reflecting the Conference of the Parties (COP) mandate, asserts that adaptation plans at country level should: “follow a country-driven, gender-sensitive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems; [and] be based on and guided by the

best available science and, as appropriate, traditional and indigenous knowledge, and by gender-sensitive approaches, with a view to integrating adaptation into relevant social, economic and environmental policies and actions, where appropriate.”

Identifying the NAPs development process as a crucial opportunity to advance gender equality in climate planning and preparedness, IUCN was among the institutions to develop and submit to the UNFCCC comprehensive guidelines to aid countries in creating gender-responsive processes and outputs.⁸ With user-friendly checklists applicable from the Concept/ Planning Phase to the Monitoring and Evaluation Phase, the submission takes care to mention the importance of aligning climate planning with existing mandates and machineries for women and gender equality:

It is therefore fundamental that the NAP process acknowledges the international and national policies and laws such as women's rights chapters and national women programs, regulations and rules, thus promoting:

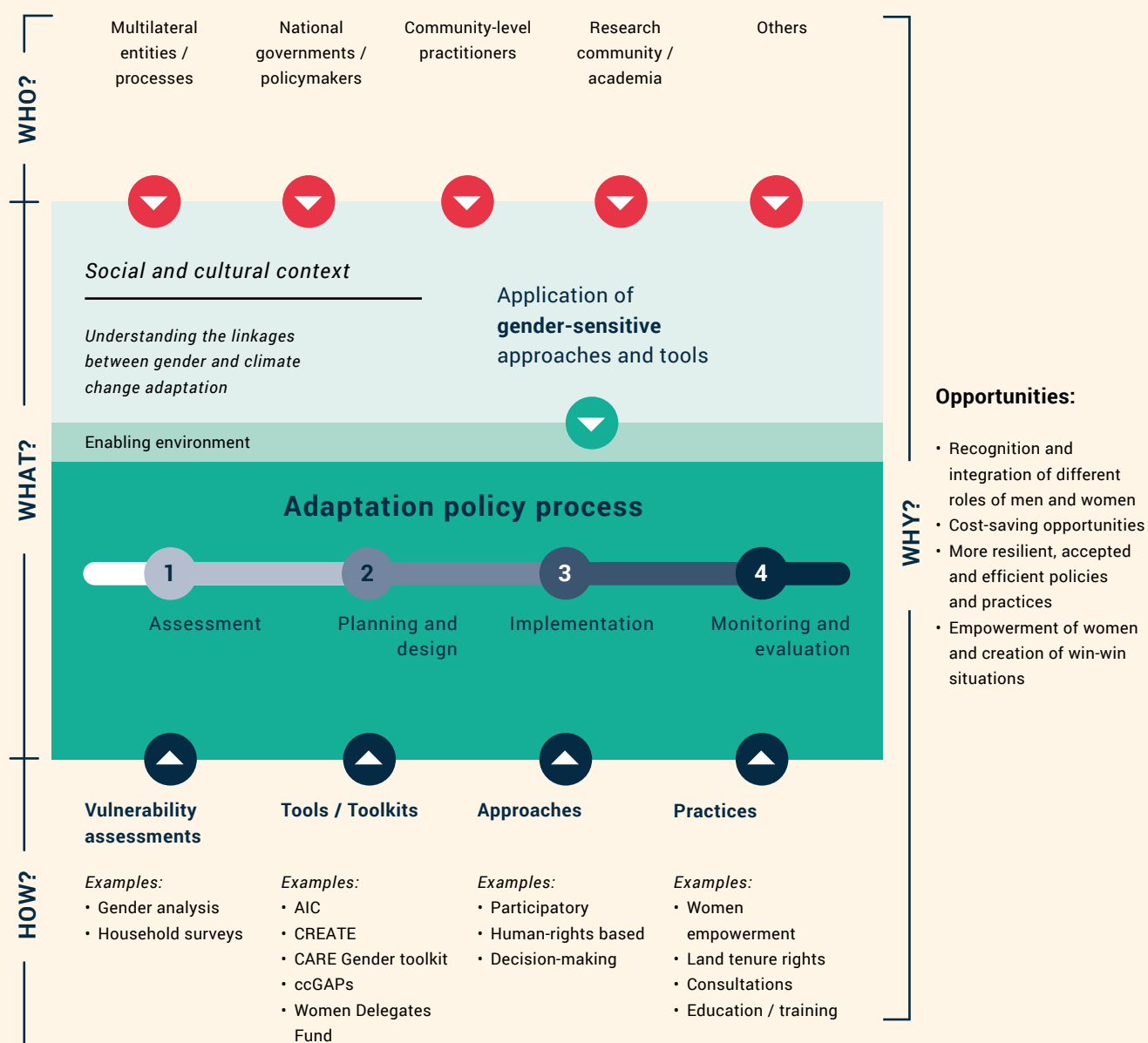
- i. the equitable use, management and control of natural resources;
- ii. disaster risk reduction;
- iii. equitable participation in decision making;
- iv. equitable distribution of benefits that the country has signed; and
- v. other constitutional mandates.



The UNFCCC itself, in organizing and participating in expert groups and capacity building workshops, has taken significant steps to enhance Parties' and stakeholders' understanding of gender dynamics and gender-sensitive approaches and tools for climate planning. In a presentation describing the “who, what,

how and why” of gender in adaptation policy and planning processes, UNFCCC has made available an overview of key issues, approaches, stakeholders, and rationale for the importance of gender mainstreaming in NAPs and other adaptation plans (see Figure 1).

Figure 1: An overview of key issues discussed in relation to the application of gender-sensitive approaches and tools for adaptation⁹





Resilience

Many countries are finding need to prioritise building capacity for resilience as an important partner to adaptation, (also discussed in greater depth in the Adaptation chapter, Chapter 3, ahead). Taking advantage of its eligibility in the Pacific region to access technical and financial support from the Climate Investment Funds (CIF) toward enhancing resilience, Samoa emphasised gender as a cross-cutting theme in its Strategic Program for Climate Resilience (SPCR) developed in 2011. The design of its two key projects, enhancing resilience of road infrastructure and coastal communities, built upon the gender-sensitive approach pioneered to develop its earlier NAPA: “this involved a community participatory approach that involved local communities and men and women at the grassroots level who are the most vulnerable to the impacts of climate change. Countrywide public consultations were held with the three main inter-related social groups, namely village council of chiefs, the untitled men, and the women’s committees and/or women’s council.”¹⁰ With the Ministry of Women and Community and Social Development fully integrated in its development, the Program recognised the need to understand the root causes of inequality by making clear the difference in access to capital between men and women and how this translates in terms of gender-differentiated vulnerability to natural disasters and incremental climate change impacts. The SPCR further included innovative ways of ear-marking resources: in selecting the civil society organizations (CSOs) for the envisaged capacity building and grants, advantage was given to groups that promote greater equality and gender sensitive inputs into national and local policy and decision making.^{11,12}

Through five national projects implemented jointly by the Government of Bhutan and UNDP, a methodology for mainstreaming gender in disaster risk reduction and climate change and environment projects was developed and implemented. UNDP also supported national capacity by helping the Government construct a Gender Analysis Matrix and develop Gender Action Plans to feed into the national policy positions on gender and climate change and its perspective on the post-2015 climate agreement.

Mitigation

Mitigation mechanisms and planning have been, across the board, slower to integrate gender concerns. (Mitigation sub-chapters ahead investigate this in greater depth and also reveal a range of impressive examples.) Low-emission development strategies (LEDS), which countries around the world are designing and implementing in effort to achieve socioeconomic and environmental development goals as co-benefits, while pursuing mitigation and increasing resilience to climate change impacts in the long term, are gradually evolving to be more comprehensive strategies that recognize gender concerns and women as actors and leaders toward more sustainable communities. Nationally Appropriate Mitigation Actions (NAMAs), which can be defined and formally submitted to the UNFCCC at national level or at ‘Individual Action Level’, have begun to be crafted, and—as of the date of this publication—a few interesting examples of integrating gender concerns and women have emerged. For example, a NAMA from Vanuatu describes increasing private sector involvement in rural electrification and encourages fostering women-run enterprises, while the Republic of Georgia’s NAMA has been designed to improve access to solar water heaters and improved stoves for 100,000 women and men in rural Georgia, while reducing 48,000 tons of CO₂.¹³



Box 2: Low Emission Capacity Building in Bhutan: Taking steps toward gender mainstreaming NAMAs and LEDS

In Bhutan, widely considered to be a matriarchal society, gender disparities are perceived to be low, and the law outlines equal status for both men and women. However, UNDP's Low Emission Capacity Building (LECB) programme which identifies measures to reduce greenhouse gas (GHG) emissions while delivering on the nation's top priorities, uncovered through stakeholder consultations that development strategies across the transportation, housing, and waste management sectors are largely created without consideration to gender concerns. This prompted the LECB program to create capacity building arrangements to include gender as a major component in Bhutan's Nationally Appropriate Mitigation Actions (NAMAs) and Low Emission Development

Strategies (LEDS). Through a three-day gender mainstreaming capacity building workshop and a Rapid Gender Assessment, UNDP and relevant stakeholders identified gender gaps and entry points for gender mainstreaming in climate projects. Demonstrating significant outcomes, this project resulted in the establishment of a Mainstreaming Reference Group (MRG) that played a crucial role in implementing gender issues in policies and programs, including NAMAs and LEDS, setting targets for women's direct participation and mainstreaming gender in key climate change-related projects. By building technical capacity of women in decision-making, LECB has helped to identify and alleviate the previously invisible gender gaps.

READ MORE IN CHAPTER 7!

LOW EMISSION CAPACITY BUILDING (LECB) IN BHUTAN: TAKING STEPS TOWARD GENDER MAINSTREAMING NAMAS AND LEDS

National Environment Commission of the Royal Government of Bhutan, UNDP's LECB Programme, funded by the European Commission and the governments of Germany and Australia, in cooperation with The Global Gender and Climate Alliance (GGCA), UNDP Asia-Pacific Regional Center (APRC), UNDP Bhutan, World Bank, and the Global Environment Facility (GEF)



With countries across the globe committed to a new international climate change agreement under the UNFCCC at COP21 in 2015, each signatory country to the UNFCCC was invited to outline the domestic climate actions they intend to take under the new agreement. These outlines are known as Intended Nationally Determined Contributions (INDCs). An INDC couples national policy setting, taking into consideration priorities, circumstances and capabilities, with the international framework agenda, to drive progress in combating climate change. The INDCs reflect a country's ambition by indicating the steps the government will take to address climate



change, and foster transparency, accountability, environmental integrity, and capability. Countries are being encouraged to ensure that INDCs are ambitious in addressing both mitigation and adaptation techniques, however depending on the development status of the country, the scope and priority focus areas may differ. Considering the need to define strong, new commitments and not backslide on existing targets, accountability for meeting countries' self-professed commitments will be an area to monitor carefully and improve in the long term.¹⁴

A key reference point for countries in developing, communicating, and implementing their INDCs should be considering capabilities. Analysis of the capabilities should form part of the criteria used in deciding the types and levels of contributions put forward by each country. This is particularly important from a gender

perspective because emissions reductions need to be not only determined, but should also indicate how equitable a country's response is. Countries should consider climate equity factors to enhance their goals for tackling climate change including: human development, economic capacity, resilience to climate impacts, governance capacity, and social support structures. Designing and implementing climate policies that take into consideration the common but differentiated responsibilities, at all levels, will contribute to resilience while strengthening the capacity of the marginalised and vulnerable.¹⁵

From the 132 INDCs submitted as of November 2015, 52--or 39%--include mention of women or gender.¹⁷ Three INDCs (Peru, Liberia and Jordan) refer specifically to their ccGAPs, which are discussed later in this chapter.



Box 3: Gender in INDCs

Ethiopia's long-term plan for adaptation aims to "integrate actions that improve the status of women and the welfare of children", while Morocco notes that "respect for human rights and gender balance are two pillars of Morocco's vision for its work on climate change". With respect to monitoring and evaluation, Morocco has also put in place a system to monitor and assess vulnerability and adaptation to climate change. It offers an institutional mechanism that allows for the monitoring of climate vulnerability and the results of adaptation actions, taking into account gender issues.

Kenya's July 2015 INDC submission notes that Kenya aims to achieve a low-carbon, climate resilient development pathway, which includes strengthening the adaptive capacity of the most vulnerable groups and communities through social safety nets and insurance schemes, specifying "Gender, Vulnerable Groups and Youth" as a priority sector. The INDC further includes that "in addressing climate change issues, public entities are required to undertake public awareness and consultations, and ensure gender mainstreaming, in line with the Constitution and the Climate Change Bill (2014). Estimating that USD 40 billion will be needed for adaptation and mitigation until 2030, Kenya's INDC does not make it clear how gender concerns will be practically addressed.

Mexico's INDC, published early in 2015, is a very good example of planning. It includes a specific section on a "gender perspective":

These policies and actions include a cross-cutting human rights and gender perspective in order for the measures to be implemented to take into account women as important decision makers regarding energy consumption. They also emphasise the importance of implementing them such that they do not exacerbate the impacts of climate change that already have disproportionate adverse effects based solely on gender.¹⁸

It also emphasises the importance of a gender and human rights approach in awareness-raising, capacity building, and adaptation, and technology development and transfer, specifying a range of specific actions, such as "ensur[ing] capacity building and participation of the society, local communities, indigenous peoples, women, men, youth, civil organisations and private sector in national and subnational climate change planning."

Published in September, 2015, Jordan's INDC¹⁹ exhibits among the most references to "gender" and "women" and is even more comprehensive in its attention to gender equality concerns,



Box 3: Gender in INDCs (Cont.)

including as it addresses vulnerability and gender mainstreaming as complementary but unique priorities. Among other commitments, the INDC proposes:

- Integrating gender considerations and the interests of vulnerable groups in climate change policies and strategies in all relevant sectors particularly in national strategies for social development, poverty eradication, childhood and early childhood development in Jordan and to develop, compile, and share practical tools, information, and methodologies to facilitate the integration of
- gender into policy and programming,
- Ensuring that financing mechanisms on mitigation and adaptation address the needs and conditions for implementation of poor women and men equally,
- Building capacity at all levels to design and implement gender-responsive climate change policies, strategies and programs; [and],
- Ensuring that sector ministries will adopt the Action Plans suggested by the Program for Mainstreaming Gender in Climate Change Efforts in Jordan, the action plans specified the objectives, the actions and the indicators required.

2.2.3 Sector-specific approaches

Building on significant knowledge from research on policy and programming, for example on gender and forests or gender and water, can lead to progress in more sector-specific gender responsive approaches. According to survey respondents for the latest EGI data,²⁰ while only 25% of environment-related ministries have a specific gender policy or plan, 38% have gender otherwise mainstreamed to some extent in their policies or programmes and 35% have a gender focal point. The potential, then, for gender-

responsive sector-specific strategies for adapting to and mitigating climate change is significant.¹¹

The Government of Nepal has made a noteworthy effort to mainstream gender through its renewable energy sector, setting it apart as a leader on gender

¹¹ The other chapters of this publication, 4.1 in particular on Energy, offer many national and subnational examples in addition to those presented in brief here.



and mitigation. Gender has been considered a priority across the energy sector, with plans and programmes focusing on livelihood enhancement, inclusive development, and sustainability of the system. With a national gender and social inclusion commitment, Nepal institutionalized a gender responsive budgeting (GRB) approach in the public finance system in 2007. (Up from 11.3% in 2007, the direct gender responsive budget received nearly 22% of total national budgeting in 2014.) As a result, gender has been prioritised and integrated in every level of renewable energy planning.²¹ Five indicators for GRB calculation in Nepal's energy sector include:

- Women's participation in planning, implementation and monitoring,
- Capacity building of women,
- Equitable benefit sharing to/for women,
- Employment and income generation for women, and
- Workload reduction and quality time reform.

With climate impacts being already felt so strongly across the agriculture sector —where women comprise the majority of small-holder and subsistence farmers in developing countries and tend to be predominantly responsible for the nutrition of their families around the world — gender mainstreaming in climate-resilient agricultural practices is increasing. The Food and Agriculture Organization of the United Nations (FAO) estimated in 2011 that women tend to have smaller yields than their male farmer counterparts because of inequitable access to information, inputs and extension services. In many countries,²² women are only half as likely as men to use fertilizers, for example. The FAO went on to estimate that if women had the same access to productive resources as men, they could increase yields on their farms by 20–30%. This could raise total agricultural output in developing countries by 2.5–4%, which could in turn reduce the number of hungry people in the world by 12–17%. Data like this drives the work of organisations such as CGIAR's Research Program on Climate Change, Agriculture and Food Security (CCAFS), which promotes climate-smart agricultural policies and practices with a strong gender-responsive approach.²³

GENDER-RESPONSIVE BUDGETING

Gender-responsive budgeting (GRB) is government planning, programming and budgeting that contributes to the advancement of gender equality and the fulfillment of women's rights. It entails identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets. GRB aims to analyse the gender-differentiated impact of revenue-raising policies and the allocation of domestic resources and Official Development Assistance. In addition, GRB initiatives seek to create enabling policy frameworks, build capacity and strengthen monitoring mechanisms to support accountability to women.

(United Nations,
www.gender-budgets.org).



Box 4: Building capacity of agricultural decision makers in Latin America

Countries across Latin America are developing climate change mitigation and adaptation strategies—and when these strategies are gender-sensitive, they allow for the opportunity that both women and men might be better prepared to cope with climate change. The International Center for Tropical Agriculture (CIAT) and the CGIAR research program on CCAFS support policymakers to ensure that gender is being considered and that negotiators are well prepared to represent their countries

at UNFCCC negotiation meetings. Recognising gender units within or linked to Ministries of Agriculture as potential allies and exploring opportunities to coordinate has been a key to success, as well as capitalising on opportunities for collaboration with other organisations involved in gender-sensitive climate change planning in order to create gender policy expertise and networks. Importantly, this also fosters knowledge exchange in Latin America, as it works in several countries on related topics.

READ MORE IN CHAPTER 7!

INFLUENCING GENDER-INCLUSIVE CLIMATE CHANGE AND AGRICULTURE POLICIES FOR LATIN AMERICAN COUNTRIES: BUILDING CAPACITY OF AGRICULTURAL DECISION MAKERS

CIAT and the CGIAR research program on Climate Change, Agriculture and Food Security (CCAFS)



A number of countries have begun integrating gender considerations in forestry initiatives and in particular in REDD+ preparedness, planning, and pilot projects. In a recent submission to the UNFCCC,²⁴ the Government of Sudan emphasised that gender issues are considered throughout all climate change mitigation activities, including especially activities related to forest

management and REDD+. This call for consideration is coupled with the UNFCCC Cancun Agreements from 2010 and Durban Outcomes in 2011 calling for REDD+ national strategies and systems for providing information on how safeguards are being addressed and respected to integrate 'gender considerations'.



In 2011, IUCN, with support from the Danish International Development Agency (DANIDA), and in collaboration with the Women's Environment and Development Organization (WEDO), facilitated participatory, multi-stakeholder workshops in Cameroon, Ghana, and Uganda to create national strategies called Gender and REDD+ Roadmaps. The Roadmaps, the first of their kind, were produced during the first phase of the project for each country process and identified context-specific gender and REDD+ concerns, as well as stakeholders, and concrete actions to integrate and enhance gender in REDD+ processes and initiatives. (More information on Roadmaps is contained in the ccGAPs section ahead).

In each of the three countries, different strategies and methodologies have been used to mainstream gender into the national REDD+ strategy, including the following:

- Cameroon's Gender and REDD+ Roadmap strategy included the creation of a Gender Task Force (GTF); the development of a national strategy for the involvement of women in the REDD+ process; and the development of an action plan for mainstreaming gender into it. The GTF was established as part of the working groups within the National REDD+ and Climate Change Civil Society Platform to collaborate at all levels of Government. Since its development, the Roadmap has paved the way for the elaboration of a national strategy for the involvement of women in the REDD+ initiatives and policies.
- In Ghana, the gender advocacy approach has generally tried to dispel the notion that gender is only about women and forests are only relevant to men. In view of the socio-cultural context and how gender roles are perceived, bringing men on board

to buy into and support gender actions is extremely important, as this will significantly increase success and effectiveness of interventions. Engagement with key government agencies, particularly the Forestry Commission, has been a critical element of Ghana's Gender and REDD+ Roadmap strategy.

- In Uganda, identifying key Government and non-government institutions and engaging stakeholders in participatory processes has been a significant element of its Gender and REDD+ Roadmap strategy and central to integrating gender as a safeguard in the National REDD+ Strategy. The Roadmap process was meant to enhance the understanding of gender considerations in REDD+ and prepared for a gender-responsive National REDD+ Strategy, as well as recognising gender stereotypes and norms in Uganda's forestry sector and in natural resource governance more broadly.

The three Gender and REDD+ Roadmaps in Cameroon, Ghana, and Uganda were pilot efforts to support the respective Governments through strategies to identify and mainstream key gender issues in REDD+. The Roadmaps processes—which have achieved varying results so far in each country—have mainly consisted of two layers of capacity building: first, women's networks were mobilised, constructively engaging in REDD+ issue discussions and identifying actions needed; and secondly, joint capacity building workshops with civil society, women's organisations, policymakers, and relevant stakeholders to create the roadmaps, fostering an understanding that REDD+ and gender equality are intricately linked. In each country, IUCN's technical support has assisted these efforts in forging ahead and achieving the next necessary steps for gender equality in REDD+. Today, the Roadmaps are setting the stage for other countries to follow suit in taking steps to ensure that both women and men are equally recognised



as important forest stakeholders and guaranteed the opportunity to learn about and participate in REDD+ policy, planning, and implementation—as well as on processes related to broader climate change concerns.

M-REDD+ is a five-year national implementation project that aims at strengthening policies and laws for implementing the national REDD+ strategy, strengthening institutional and technical capacity, creating a financial architecture, establishing monitoring, reporting and verifying (MRV) systems and contributing to the construction of the dialogue and broader public participation in the REDD+ process in Mexico. IUCN has had opportunity, drawing on lessons and concrete experience from the above Roadmaps processes, and with support from United States Agency for International Development (USAID), to offer technical support toward a comprehensive process integrating gender concerns into national REDD+ policies—and has influence across broader climate change planning. Four key results include:

- The REDD+ Gender Action Plan (PAGeREDD+): The PAGeREDD+ (*Plan de Acción para la Transversalización de la Perspectiva de Género en REDD+ México*)—the first in Latin America—identifies national context-specific gender and REDD+ concerns, and includes concrete lines of action to integrate and enhance gender in REDD+ processes and initiatives. It was developed through a participatory process.
- The National REDD+ Strategy (ENAREDD+): The public consultation version of the ENAREDD+ (Estrategia Nacional de Reducción de Emisiones por Deforestación y Degradación de los Bosques) includes 15 references to women and gender

equality throughout the text and establishes 13 lines of action related to gender equality.

- The National Consultation process of the ENAREDD+: The consultation, which took place in September 2015, carried out a special session on gender and REDD+ with 100 women (rural women, academia and civil society) participating in the legislative agenda related to gender, climate change and forests. In 2014, IUCN, along with M-REDD+, the Environment Commission and the Gender Equality Commission of the Chamber of Deputies, carried out a forum to address the legislative agenda related to gender, climate change and forests. It concluded with an agreement with both Presidents of the Commissions to, firstly: install a work group made up of experts to generate proposals to reform and include a gender perspective in the General Climate Change Law (LGCC) and the General Sustainable Forest Development Law (LGDFS), and secondly: carry out a detailed study of how the federal budget has been applied to gender and climate change. This will be carried out by the Studies Centre on Gender Equality of the Chamber of Deputies (CEAMEG).

It is important to note that these two last achievements are the result of the continuous effort and collaboration of government, civil society, academia and international organisations such as IUCN and UNDP.



2.2.4 Cross-sectoral strategies and action plans on gender and climate change

While the opportunities for advancing gender equality are ripe, sector-specific or issue-specific climate change planning and programming at national level have limitations—mainly in that they neglect to account for tremendous opportunity for synergy, innovation, and holistic sustainable development and poverty reduction. Government commitments to gender and climate change—as agreed under the auspices of the UNFCCC, but also related frameworks on gender and environment—span sectors, contexts, and strategies, and some countries have begun pursuing integrated, participatory approaches to ensure a diversity of needs and experiences, expertise and capacities, inform gender responsive climate change policymaking and planning at national level.

Climate Change Gender Action Plans (ccGAPs)

Under the auspices of the GGCA joint programme, with support from the Government of Finland, IUCN developed the ccGAP methodology to promote an integrated approach to implementing gender and climate change plans and activities. The ccGAP methodology—now employed by 16 national Governments, and through three regional processes, continuing to draw the attention of other donors and Governments to pursue ccGAP development—has produced innovative, multi-sectoral, and multi-stakeholder plans of action spanning each governments' designated priority sectors, from health to forests and from energy to coastal and marine environments (see Table 1 and Table 2 below).

**Table 1: Overview of ccGAPs**

	Mozambique ^{III}	Jordan	Egypt	Haiti
Date	June 2010: First ccGAP August 2013: Update ccGAP	November 2010	May 2011	July 2011
Title	2010: Gender, Environment and Climate Change Strategy and Action Plan 2013: Climate Change and Gender Action Plan (Phase II) for the Republic of Mozambique	Programme for Mainstreaming Gender in Climate Change Efforts in Jordan	National Strategy for Mainstreaming Gender in Climate Change in Egypt	<i>Programme pour la généralisation de l'analyse selon le Genre dans les efforts de lutte contre les changements climatiques en Haïti</i>
Participants	2010: 35 representatives of government and civil society 2013: 112 representatives of government, women organisations, academia, United Nations (UN) agencies and civil society Validation: 140 representatives in 3 regions	22 representatives of government, civil society, academia, research institutions, UN agencies, and international organisations as well as donors	35 representatives of civil society, academia, UN agencies, and government	48 participants from various government ministries and civil society organisations
Priority Areas	2010: • Empowerment of women • Empowerment of communities • Climate change mitigation • Climate change adaptation • Natural resources use • Participation, education and training • Gender equity 2013: • Water • Agriculture • Health • Mitigation, including forests and energy • Disaster risk reduction • Coasts and fisheries	• Water • Energy • Agriculture and food security • Waste reduction and management	• Integrated coastal management • Agriculture • Water • Tourism • Health • Energy and transport • Urbanisation • Waste management	• Agriculture and food security • Management of water resources • Disaster risk management • Health

III Mozambique with the support from UNIFEM (now UN Women) developed its first Gender, Environment and Climate Change Strategy and Action Plan in June 2010. In August of 2013, together with IUCN, the Government conducted an update of its ccGAP.

**Table 1: Overview of ccGAPs (Cont.)**

	Tanzania	Costa Rica	Panama	Nepal	Liberia
Date	September 2011	September 2011	December 2011	February 2012	May 2012
Title	National Strategy on Gender and Climate Change	<i>Criterios para la incorporación de género en el Plan de Acción de la Estrategia Nacional de Cambio Climático</i>	<i>Aportes para la equidad de género en la revisión de la Política Nacional y la Estrategia de Cambio Climático</i>	Climate Change Gender Action Plan	Climate Change Gender Action Plan
Participants	42 participants from government, UN agencies, and indigenous and civil society organisations	50 representatives of government, women national mechanism, women's organizations, civil society, international cooperation and academia	33 government, indigenous, and civil society representatives	115 representatives of government, civil society, academia, women organisations, donors, UN agencies, and parliament Validation: more than 300 people	113 representatives of government, civil society, women organisations, local governments, academia, research institutions, UN agencies, parliament, and international organisations
Priority Areas	• Agriculture • Water • Health • Energy • Forestry/REDD+ • Integrated coastal management	• Energy • Transport • Agriculture • Water	• Land use and land use changes • Energy • Water • Agriculture	• Agriculture and food security • Forests and REDD • Water • Energy • Health • Urbanisation	• Agriculture and food security • Coasts • Forests and REDD • Health • Water and sanitation • Energy

**Table 1: Overview of ccGAPs (Cont.)**

	Bangladesh	Cuba	Yucatan Peninsula, Mexico	Peru
Date	February 2013	January 2014	March 2015	August 2015
Title	Bangladesh Climate Change and Gender Action Plan 2013	<i>Propuesta de lineamientos para transversalizar el enfoque de género en las acciones para enfrentar el cambio climático en Cuba</i>	<i>Lineamientos para transversalizar género en la adaptación y mitigación al cambio climático en la Península de Yucatán</i>	<i>Plan de Acción de Género y Cambio Climático del Perú</i>
Participants	105 representatives of government, women organisations, UN system, academia, donors and civil society	120 representatives of government, academia, donors and civil society	71 representatives of government, academia, women's organisations, donors and civil society	150 representatives of government, civil society, international cooperation, indigenous organisations, unions and academia Validation: 200 people in 4 macro-regions
Priority Areas	• Food security, social protection and health • Comprehensive disaster management • Infrastructure • Mitigation and low-carbon development	• Agriculture and food security • Water • Biodiversity and coasts • Energy • Forests • Health • Transport	• Water • Forest • Coasts • Agriculture and food security • Biodiversity • Land tenure • Tourism • Energy • Disaster risk reduction	• Food security • Energy • Forest • Health • Waste • Water • Education • Disaster risk reduction

**Table 2: Overview of REDD+ Roadmaps**

Following the same methodology of the ccGAPs, Gender and REDD+ Roadmaps are included here, as they consider broader climate change concerns, champion women's and gender issues and innovations beyond REDD+-specific considerations, and include broader policy reform actions.

	Ghana	Uganda	Cameroon	Mexico
Date	November 2011	January 2012	January 2012	March 2013
Title	Mainstreaming Gender Considerations into REDD+ Processes in Ghana	Mainstreaming Gender Considerations into REDD+ Processes: A Gender and REDD+ Roadmap for Uganda	Mainstreaming Gender Considerations into REDD+ Processes in Cameroon	<i>Plan de Acción para la Transversalización de la Perspectiva de Género en REDD+ México (PAGeREDD+)</i>
Participants	27 representatives of government, civil society, and UN agencies	27 representatives of government, civil society, and international organisations	40 representatives of government, civil society, and international organisations	27 representatives of government, academia, civil society and international organisations

IUCN's ccGAP methodology presents a path to gender mainstreaming that moves away from a business as usual approach by building capacity across stakeholder groups to construct nationally appropriate non-conventional solutions that are concrete, practical and innovative. These plans foster a comprehensive approach that span from the assurance of gender equality in the policy frameworks of technical sectors to the reduction of barriers in institutional practices to innovative activities that are driven by and engage women as entrepreneurs, leaders, and partners in climate change response for more resilient communities and countries. A ccGAP moves beyond framing women as vulnerable victims

and rather recognises gender equality as a driver for transformational change.

Methodology

While each country presents a distinct context, at the heart of the methodology used for all countries is an understanding of the political, governance, socioeconomic, and environmental circumstances; capacity building on targeted themes is key to ensure that strong engagement and ownership; and a meaningful participatory and multi-stakeholder process.



The ccGAPs are nationally recognised strategies with a unique methodology for training and building the capacity of women and women's organisations, as well as environmental and climate change institutions and ministries, on the links between gender and climate change. This is done through a series of workshops with local women identified as leaders in their communities, and also with women's advocacy organisations that support their rights and development, not only in the environmental sector, but across sectors, to increase their knowledge on these issues.

A ccGAP is the result of a series of inputs: desk research, interviews with policy makers, stakeholder consultations and peer reviews, among others. The process begins at the request of a country's Environment Ministry, or whichever Ministry is responsible for climate planning, and continues in coordination with the Ministry, at their guidance. A ccGAP focuses on identified key sectors including, but not limited to water, agriculture, health, mitigation (including energy and forests), disaster risk reduction (DRR), infrastructure, tourism and coastal management. In this way, the process is uniquely multi-stakeholder and multi-sectoral, often representing the first time when technical staff of different Ministries such as from Water, Energy or Women's Affairs departments have a chance to build mutual capacity on key issues related to gender and climate change. The engagement of donors and a

wide range of stakeholders is also key, especially women's organisations and networks both versed in and new to 'climate change', as they contribute experience and expertise of on-the-ground realities and context to policymaking, as well as innovative ideas for action, which often build on current projects participants (see Table 3).

The ccGAP documents are then drafted on the basis of an analysis of the current national priorities (e.g., specific sectorial policies or plans, or national reporting and communications to the UNFCCC), and draw substantially from the discussions and outputs of two multi-stakeholder workshops convened of representatives from ministries, donors, government agencies, NGOs and civil society, including women's organisations and networks. While the workshops to formulate the zero-draft of a ccGAP are multi-sectoral and multi-stakeholder, a validation process is then conducted at regional/ local levels to enrich the national outcome document with experiences and lessons learned across the field of gender and climate change, from the multiple projects and programmes spread over a country, to improve and validate the ccGAP and to inspire its comprehensive implementation.


Figure 2: ccGAP Roadmap




The underlying principle of ccGAPs is the transformative nature of gender interventions. To achieve this the process is based on six principles, which IUCN recognises as the 'I's' necessary for, and enhancing, successful ccGAP implementation.

The ccGAPs are:



INCLUSIVE

by ensuring the participation and voice of all groups, irrespective of caste, ethnicity, religion, gender, region, age, or class,



INNOVATIVE

in their purpose and process for reaching beyond ordinary/traditional solutions and finding new and inspiring tools and techniques, while expanding capabilities for a stronger more comprehensive approach to climate change,



Set to IMPROVE

the quality of life for women and men in regards to both their basic (e.g., water) and strategic (e.g., land tenure or political participation) needs, but also by recognising gender-differentiated priorities, roles, and knowledge useful in responding to climate change,



Creating an IMPACT

on the overall goal of climate change response by reducing anthropogenic emissions and providing adaptive resilience opportunities for both women and men to engage at local, regional, and national levels,



Championing strategies to INCREASE

sustainable development and climate change outcomes by ensuring nature-based solutions are within the limitations of the planet, and more importantly do not exceed local and regional natural resources,



INCITING

transformational change, by rearranging how climate change needs to be approached. Providing equal opportunities for women and men to champion the solutions, but also providing the necessary means to build the capacity and capability to secure lives and livelihoods that are equitable for all,



INSPIRING

actors at all levels to push beyond 'business as usual,' demonstrating that implementing gender and climate change commitments are possible.



As a result of the 'I's' being an integral part of each ccGAP, the strategies also derive unique characteristics that set them in their own bracket for development and climate change response by engaging not only women, but entire communities, sectors, and governments to build a more cohesive, and just approach in responding to climate change.

The resulting strategies:

- Are demand-driven, tailor-made, multi-stakeholder in nature, and designed from the bottom-up,
- Function as a vehicle for capacity building and coordination inside and between government institutions,
- Constitute a platform for enhanced cooperation between government and constituencies,
- Represent a wide range of issues as agreed by stakeholders, and
- Are filled with actions and indicators at multiple levels, from the household to national policy, and for both rural and urban communities.

But the strategies are also diverse in terms of:

- Geo-political context (local area, country, region, Global North or South),
- Ecosystems (drylands/desert, coastal, mountainous, etc.),
- Prioritisation of adaptation, mitigation, or linking both,
- Proposed solutions based on the country context, and
- Positioning as a strategy, roadmap, action plan, or otherwise.

Mapping each country's priority sector, agreeing key objectives, identifying specific actions and associated targets, the ccGAPs present a comprehensive plan of action on gender equality and climate change. Table 3 presents examples from a range of countries.

**Table 3: ccGAP priority sector areas with examples of action steps and indicators**

Agriculture and Food Security			
	Objectives	Action Steps	Indicators of Success
Nepal	To increase women's access to productive resources (land, seed, fertilizer, credit, and equipment)	Develop a national campaign to incentivise and encourage the registration of land under both the names of husband and wife (joint land ownership).	Increase in joint land registration across Nepal
		Build community resilience on food security through the establishment of local climate-smart seed banks owned and managed by women.	Number of women's groups using and benefitting from seed banks
		Revise the existing strategies that enable the flow of credit from public/commercial banks and financial institutions to support and increase women's access to credit.	Amount of credit extended to women farmers
		Institutionalise alternative provisions to accommodate women, women's groups, and cooperatives that are unable to provide the collateral needed for accessing agricultural credit.	Rate of return on credit extended
		Amend and monitor existing subsidy provisions by government on an ongoing basis to enable women to equitably benefit from them.	Number of new alternative collateral options made available to women, women's groups, and cooperatives by banks other than land/housing/salary
Tanzania	To incorporate women's access and title to land in land tenure and customary law	Sensitise local community to be aware of land issue through traditional leaders that will support knowledge and implementation/enforcement of the statutory law.	Increase in food production based on access to productive resources
		Promote women's awareness and exercising of their rights, allowing them to access and control land to which they are entitled.	Number of communities sensitised
		Mobilise local community to develop and incorporate gender in their traditional/customary guidelines.	Development and implementation of local community guidelines. Men who are conscious of women's rights Women who are conscious of their rights

**Table 3: ccGAP priority sector areas with examples of action steps and indicators (Cont.)**

Agriculture and Food Security			
	Objectives	Action Steps	Indicators of Success
Cuba			Number of peasant women who teach courses in professional training centers in the agricultural sector
	To include in the pertinent university curriculum gender issues, agriculture and climate change	Promote women farmers as facilitators of theoretical and practical courses on gender and climate change on agriculture at the university level.	Number of women implementing technologies and innovations to mitigate and adapt to climate change
	To increase the productive capacity of women to mitigate and adapt to climate change	Support the creation of women’s groups in the cultivation and harvesting of species that increase yields in response to climate change as well as the rescue of traditional knowledge. Promote women’s leadership in seed banks and genetic reserves.	Number of seed banks and genetic reserves led by women Studies on performance and innovation promoted by women
Mozambique		Advance sustainable agriculture (demonstration fields, organic fertilisation, schools in peasant farm, mixed crops, crop irrigation by gravity, among others) through high-yielding crops.	Improvement in nutrition of children 0-5 years
	To increase availability and access to land and efficient and sustainable technology that enables women farmers to cope with the impacts of climate change	Introduction of clean technologies for food processing, such as solar fruit and vegetable driers and other techniques that do not rely on traditional sources of energy.	Reduction of anemia in women
		Promote and disseminate new post-harvest technology resilient to climate change consequences (new insects, humidity, temperature variances) to communities.	Number of women using food processing technologies Number of female farmers using post-harvest technology

**Table 3: ccGAP priority sector areas with examples of action steps and indicators (Cont.)**

Integrated Coastal management			
	Objectives	Action Steps	Indicators of Success
Bangladesh			Number of coastal communities expanding green belt through women's participation
		Expand coastal green belt including mangroves through women's participation.	Number of kilometres covered by social forestry on roadsides and plantation on river/coastal polders/ embankments
	To mainstream gender considerations in coastal and social forestry programs or initiatives	Expand social forestry and plantations on river/coastal embankments through women's participation.	
		Support women establishing nurseries for making mangrove tree saplings available.	Number of nurseries developed and owned/ managed by women
Liberia		Consult with stakeholders in the selection of gender-balanced coastal monitors (women whistleblowers).	
		Develop Terms of Reference to guide women's participation in coastal zone monitoring. The system will rely on the use of mobile phones for women.	Number of women trained in coastal monitoring
		Establish alliance with mobile phone companies to support/patronise this programme.	Number of incidences reported by women monitors
	To put in place a robust gender-balanced monitoring system in coastal zones	Train and empower women coastal monitors.	Disaggregated information on anthropogenic activities and impacts in coastal zones available
		Monitor coastal zones and assess measures put in place for women's participation.	

**Table 3: ccGAP priority sector areas with examples of action steps and indicators (Cont.)**

Integrated Coastal management		
Objectives	Action Steps	Indicators of Success
Tanzania	Promote preparation and implementation of gender- responsive action plans related to climate change in all districts along the coast.	
	Implement projects/programmes that address climate change adaptation in coastal zones (restoration of coastal forests and coral reefs, sand dune restoration, sea walls, revetments, headlands, and beach nourishment).	Number of action plans that are gender-responsive
	Enhance and encourage women's participation in integrated coastal management projects.	Number of gender-related projects implemented
	Train and involve women so that they can participate in research studies (i.e., monitoring and data gathering methods; gathering of flora and fauna species; physical-chemical analysis; studies about the populations of birds, fish, sea grasses, mammals, and studies about the medicinal properties of coral).	Number of women participating in climate change adaption projects
	Establish a network of women's organizations engaged in protection, management, and development of coastal and marine areas.	Women and men trained on the sustainable use of coastal resources
	Support and develop women's organisations' capacity so that they can be in charge of monitoring coastal and coral erosion, sea level and tide, light detection, and ranging, amongst others.	Women and men who receive benefits from the project (productive benefits, training, or credit)
To develop gender-responsive programs/projects addressing climate change adaptation in coasts		Women and men participate actively in the conservation of marine-coastal resources

**Table 3: ccGAP priority sector areas with examples of action steps and indicators (Cont.)**

Health			
	Objectives	Action Steps	Indicators of Success
Mozambique		Identification of plants by region that have positive impact to vectors (e.g., lemongrass), water quality (e.g., muringa), and other health risks associated with climate change.	Number of identified plants
		Definition and distribution of a 'Climate Change Health Kits,' containing plants identified by region.	Number of Kits distributed to the communities
Mozambique	To introduce innovative approaches that use traditional medicine knowledge to adapt to climate change	Training of women and men in local communities in collaboration with the Association of Traditional doctors on the use of 'Health Kits for climate change' and the supply of seeds, nurseries or cuttings.	Number of women and men trained in use of Climate Change Health Kits
			Reduction in morbidity of diseases intensified by climate change
Tanzania		Establish a disease surveillance system in communities in the hands of women.	Surveillance system in the community established and handled by women
		Enhance capacity and recognition by government of women community nurses, similar to midwives, to address climate change related diseases.	Government recognition of the role of community nurses
		Involve and capacitate women to reduce breeding sites of climate change-related diseases.	Number of community nurses trained to handle climate change (CC) related diseases
		Involve women in the distribution of mosquito nets in urban/rural areas.	Reduction of mortality and morbidity of CC-related diseases
	To improve disease surveillance and control programme	Comprehensive studies of nutritional values of women custodians local/native plants and utilise them to address malnutrition due to climate change impacts.	Number of women involved in distribution of mosquito nets
			Decrease of malnutrition in children ages 0–5

**Table 3: ccGAP priority sector areas with examples of action steps and indicators (Cont.)**

Health			
	Objectives	Action Steps	Indicators of Success
Nepal	To build the capacity of national and other professional, technical and scientific institutions to conduct research in the area of climate change and health from a gender perspective	Identify disease patterns for new and emerging diseases and feed into an early warning system, raise awareness and mobilise women and women's groups.	Disease patterns mapped
			Policy change/shift and projects/programs design as response and for early warning
Bangladesh	To increase women's role as whistle blowers for monitoring and maintenance of infrastructure (early warning, embankment breach, river erosion, infrastructure breakage)	Increase women's access to information, communication and technology (ICT), (e.g., mobile and community radio.)	Number of groups active in the health sector and women organisations informed and mobilised
			Women in the community using mobile phones and part of community radio network
Bangladesh		Develop a network of women and local groups for efficient infrastructure management.	Functional infrastructure networks in place
			Hotlines established with different ministries and agencies
Bangladesh		Orientation on monitoring, maintenance and dissemination of early warning messages.	Examples documented and linked to databases in science, technology and ICT
			Uninterrupted mobile and radio network available in remote areas
Bangladesh		Documentation of best practices, lessons learnt. Replicate the best practices to other disaster prone areas.	
Bangladesh		Construct strong radio and mobile transmitting towers at different disaster prone and remote areas.	

**Table 3: ccGAP priority sector areas with examples of action steps and indicators (Cont.)**

DRR			
	Objectives	Action Steps	Indicators of Success
Tanzania		Tap into women's indigenous knowledge to predict disasters.	Indigenous knowledge documented and used
		Develop gender-responsive understanding of early warning system to predict disasters.	Early warning messages/information are delivered to and used by women
		Establish and strengthen/maintain link between women groups and local authority health officers to share information on development of diseases and curative measures.	Working relationship between health officers and women groups established and functioning effectively
	To enhance the capacity of women in the community to prepare and cope with disasters	Recognise and encourage and develop the role of influential women (e.g., wives and mothers of traditional leaders) to act as agents of change on climate change related issues.	Position of women in community enhanced
Mozambique		Train local women in the collection of meteorological data.	Number of women trained in meteorological data collection
		Provide women with appropriate tools for accurate data collection.	Number of women collecting meteorological data
	To establish an innovative meteorological data collection system led by women	Design incentive mechanism for women to collect data for income generation.	Number of women receiving economic benefits
Peru		Development of resilient schools certification.	
		Definition of certification criteria this could include: appropriate infrastructure, trained teachers and students on climate change, alternative schedules for beginning of school year according to climate variability, curricula incorporating gender and climate change.	
	Build or renovate educational institutions considering the impacts of climate change		Number of certified schools



While ‘gender and climate change’ discussions tend to overwhelmingly focus on women’s vulnerability and on adaptation, it is important to note that ccGAPs foster women’s direct ideas, engagement, and leadership in innovative ways, and champion women’s

role in sectors vital to mitigation. Across a wide span of mitigation themes, ccGAPs from around the world have produced new ways of viewing gender and climate change concerns, including via the examples reflected in Table 4.

Table 4: Women leading the way on mitigation: Examples of women’s innovative activities in ccGAPs

Sector	Country	Women’s Mitigation Activity
Transport	Egypt	Reduce emissions and expand livelihoods by creating a women-managed water-taxi network on the Nile.
	Bangladesh	Safe ticketing and sitting areas for women in bus and train terminals, and the introduction of day passes and a common ticket for buses, trains and boats.
	Mozambique	Reduce emissions and reliance on traditional fuel sources by establishing and running women’s community ‘energy shops’.
Energy	Jordan	Cut national carbon footprint by conducting campaigns directed toward women for reducing household emissions by improving energy efficiency and consumption patterns.
Forestry	Mozambique	Advocate for sustainable forest governance through education campaigns for women and girls in the forest sector.
	Tanzania	Identify and implement REDD+ benefit-sharing schemes for women.
	Peru	Creation of “Clean Neighborhoods” programme that establishes a collaborative relationship between neighbours and local waste-pickers.
Waste	Nepal	Develop “waste to wealth” programs via non-traditional waste management (i.e., recycling, reusing) jobs specifically for women.



Table 4: Women leading the way on mitigation: Examples of women's innovative activities in ccGAPs (Cont.)

Sector	Country	Women's Mitigation Activity
Energy	Bangladesh	Create and include a methodology for consumption reduction in national school curriculum.
	Mozambique	Establish an inter-ministerial fund for women to facilitate access to green technologies
	Haiti	Train women in repair and extension components of solar photovoltaic systems and the production of improved stoves.
Technology transfer	Haiti	Develop the capacity of men and women in the design of green buildings.

Around the world, ccGAPs are beginning to reveal the transformative potential of gender equality. In Mozambique, the ccGAP was the catalyst for the inclusion of gender equality measures in the development of the country's Strategic Program for Climate Resilience under the Climate Investment Funds. In Jordan, the ccGAP inspired the government to declare gender equality as a national priority in the country's response to climate change; this was then evident in the country's third National Communication to the UNFCCC (2014) and in its INDC (2015)—the latter of which specifically mentioned the ccGAP process and influence.

The demand for ccGAPs has grown over the last five years, not least in response to developing countries' real-life experience of increasing climate change impacts, as well as the mandates to address gender considerations in global policy and national planning. The unique methodology a ccGAP fosters through a multi-stakeholder and multi-sectoral process seeks to create, perhaps for the first time ever in a country, technical staff in different ministries or sectors to communicate and collaborate toward the best climate change responses. These responses take into consideration not only the marginalisation and vulnerability of women but, in addition to sex, other categorisations, such as age, ethnicity, and culture. Also important is including local/rural and indigenous women and men, in an effort to provide an inclusive approach and to reach results that are beneficial for all.



2.2.5 Regional strategies

While international agreements provide frameworks and mandates for national policymaking, so too do regional strategies and platforms for action. The Southern African Development Community (SADC), for example, has put a strong emphasis on gender and environment interlinkages in their development protocols, such as the 2008 Gender and Development Protocol, which includes key categories related to women in governance and women's rights to productive resources.

As translation of the international climate change framework and policies begins to take shape at a regional scale, the ccGAPs have followed suit becoming another strategy in facilitating this process. Two regional (inter-state) ccGAPs have been developed as of 2015, including the Arab League of States, and Central America, (as referenced above in Table 1,) with another in the initial stages of development for the Southern Africa region.

The region represented by the Arab League of States has actively participating in IUCN/GGCA orientation sessions on gender and climate, becoming strong advocates for gender equality in international climate change negotiations. Building the capacity of delegates from the Arab League of States, particularly in supporting women delegates, has strengthened the knowledge on and identified the need for gender-responsive climate policies. A strong relationship between IUCN and its member states, drawing in support from the IUCN Regional Office for West Asia, on gender mainstreaming and decision-making prompted the development of a regional framework on climate change by local gender experts. Development

of the regional framework demonstrates a dedication by decision makers in the region that valuing gender and viewing women as agents of change builds the resilience of countries to climate change. As a result of the Arab League Regional ccGAP, gender is now included as a standing agenda item with preparation of technical material in meetings of the Council of Arab Ministers Responsible for the Environment (part of the League of Arab States).²⁵

In Central America, the regional vulnerability and the unique capacities and needs of women and men confronting climate change prompted national leaders to pay attention to the different priorities of women and men, particularly giving a voice to women who were recognising and cataloguing varied impacts of increasing disasters around them.

Gender experts throughout Central America engaged with local and rural women and based on their experiences and recommendations formed a technical committee to approach Sistema de Integración de Centroamericana (SICA), the institution responsive for developing the regional climate change strategy, with a formal proposal for a gender-responsive climate change strategy. IUCN was invited into the process and provided capacity building to enhance the committee's impact at the regional and global levels. The committee also reviewed the draft climate change strategy and identified significant gaps in addressing women's concerns. However, it was the bottom-up collaboration through political channels and provision of gender expertise that led to a strategy encompassing considerations of and responses to the needs and priorities of various stakeholders and



key populations in the region. The strategy was upheld at a meeting with the network of Women Ministers, approved, and legalised by the Council of Ministers of the Central American Commission for Environment and Development. It created such political pressure as to lead to the incorporation of gender as a mandate in the Heads of State declaration in relation to the climate change strategy for the region in July 2010, which then carried the message of gender equality and equity to the international stage for outcomes at the UNFCCC climate negotiations in Cancun later that year.

While the regional and global political processes are valuable, it is equally important to find ways to implement the strategy in specific locales and validate any actions with the communities that share their experiences at the outset. The success of this regional strategy may hinge on the collaboration of Central American governments with NGOs in

coordination with the women's movement in the region due to prior support for establishing gender units and gender equality in political processes within the environmental ministries.

In March 2015, IUCN—with the support of the of the German Federal Ministry for the Environment, Nature Conservancy, Building and Nuclear Safety (BMUB), the Norwegian Agency for Development Cooperation (NORAD) and the UK Department for International Development (DFID)—further collaborated with the Yucatan Peninsula states' governments to develop regional guidelines for gender mainstreaming in adaptation and mitigation processes for the Yucatan Peninsula. The Yucatan Peninsula is the first (intra-state) region of Mexico to demonstrate the commitment to fulfill the agreements and mandates signed by Mexico before the UNFCCC regarding the inclusion of gender in climate change programmes.



Box 5: Fostering regional learning exchanges

UNDP, under the auspices of its GGCA programming as well as via other partnerships, has conducted various regionally focused projects to enhance gender and climate change learning and planning. In partnership with the Government of Israel, for example, UNDP organised a three-week training on agri-business for the empowerment of rural women that made a direct contribution to climate resilience in Africa. Twenty-six women entrepreneurs from six countries (Rwanda, Ethiopia, Kenya, Uganda, Tanzania and South Sudan) participated in this capacity development training that provided women entrepreneurs with business management skills and knowledge to undertake successful agribusiness and renewable energy strategies, including in climate change mitigation and adaptation industries.

This training was very effective in making women successful entrepreneurs and at the same time helped them address climate change. Kenya has introduced this training for its women entrepreneurs in three provinces (Machakos, Taita Taveta, and Bungoma). The African Union, in partnership with the UNDP Regional Service Centre in Africa, arranged a similar training in Israel for 50 women from 10 francophone countries in 2014. This is an example of a successful and tested initiative for women's empowerment and sustainable climate resilient development.

Another UNDP regional initiative in Africa comprised of a successful dialogue and learning exchange in Nairobi on gender, climate change and disasters in which participants were drawn from grassroots women leaders, national policy makers and development partners across 10 countries (Ghana, Kenya, Liberia, Madagascar, Mozambique, South Africa, Tanzania, Uganda, Zambia, Zimbabwe). The dialogue provided a platform for sharing country level experiences at the regional level as well as an opportunity for regional collaboration. The event, organised in partnership with the Huairou Commission, GROOTS (Grassroots Organisations Operating Together in Sisterhood) Kenya, the Pan African Women's Organization, United Nations Environment Programme (UNEP), the UN Economic Commission for Africa (UNECA), UN Women, the United Nations Human Settlements Programme (UNHABITAT), United Nations International Strategy for Disaster Reduction (UNISDR), and the African Union, also included field visits to three sites in Kenya where the participants travelled to eco-bio centres to observe biogas and farming technologies and natural resource conservation and farming practices. They also explored entrepreneurial opportunities for establishing similar ventures at home and the scaling up of such successful ventures at the community level.



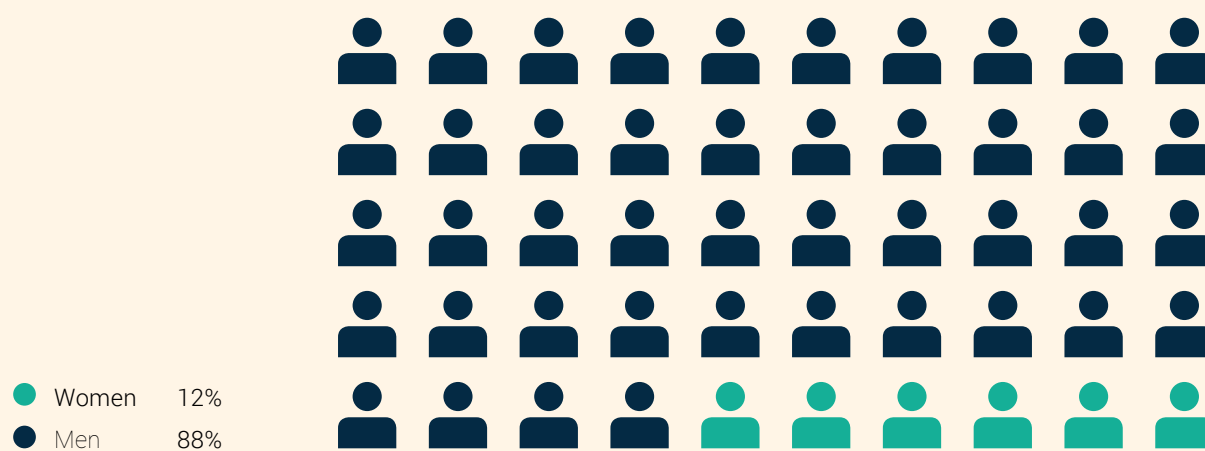
2.2.6 Climate change decision-making at national level: Varying authority for developing policies and plans

Policies and plans don't design themselves: people do. Ensuring that diverse perspectives are represented makes for more effective decision-making, as is discussed elsewhere in this publication. Women's participation in climate change decision-making processes is especially important, as women—in all their diversity—have unique needs, experiences, expertise, and capacities when it comes to adaptation and mitigation alike. Moreover, women's leadership delivers environmental results: countries with higher women's representation in parliament are more likely to ratify environmental agreements and more likely to set aside protected land areas.²⁶ Perhaps even

more importantly, research has shown that women are often considered better leaders in times of crisis, mainly due to their ability to foster and come to consensus and manage risk.^{27,28,29} These are essential traits for dealing effectively with the wide challenges of climate change.

And yet, the latest data from the EGI reveals that women are still vastly under-represented in key environmental decision-making spheres. Women make up, for example, a mere 12% of heads of environmental ministries, which are responsible for managing climate change planning (see Figure 3).

Figure 3: Heads of national environmental sector ministries by sex, 2015





While a ministry of an environment-related sector (e.g., Ministry of Environment, Forestry, or Natural Resources) is typically the designated authority to develop and implement climate change planning and programming in most countries, decision-making modalities differ among countries. How countries define their climate change authority makes a difference for gender responsiveness, not least in relation to systematic and intentional inclusion of and partnership with Ministries for Women or Gender Affairs or other national women's machineries in planning and implementation efforts. In IUCN's experience, developing ccGAPs—which demand cross-sectoral engagement, strategising, and action planning—ministry participants have very often emphasised that ccGAP workshops offered the first opportunity for cross-ministerial discussion on climate change, much less gender and climate change. Cross-sectoral and mutual capacity building and strategising is an essential component to comprehensive, effective, and efficient climate change response planning.

The Government of Tuvalu has, by its own reporting, established a process by which the women's ministry is actively engaged in climate change planning.³⁰ All environment-related ministries or departments are key stakeholders of climate change planning and sit on the National Coordinating Committee (NCC), and the Gender Affairs Department is a key stakeholder

and a member to the National Advisory Council on Climate Change that advises and reports directly to the Prime Minister and Cabinet. The integration of gender into these organisations and departments is witnessed by a steady increase in recognition of gender concerns and gender action lines in sector plans. However, Tuvalu's 2007 NAPA was criticised in a 2013 assessment for having only consulted men due to traditional norms.³¹ Yet, more recently, after capacity building efforts by a range of actors including UNDP and women's civil society networks, its energy development project plan, for example, includes 66 mentions of gender.³²

In many cases, women's mechanisms, or machineries, have not been included, or convened as a key stakeholder in development of climate planning, and even in some cases of ccGAP development as it is often not acknowledged as a player in the framework for technical implementation. Consultation of the Ministry of Women's Affairs, or the like, has existed but in piecemeal fashion, and often is a disjointed process due to the fact that the environmental ministry defines the process and institutional participation. This can constrain processes as there is progress made in one sector but without consultation of other sectors and institutions it does not cohesively digest and harmonise the intricate pieces required for real results.



2.2.7 Moving forward

The national actions included in this chapter demonstrate important steps in the right direction for advancing gender equality within the climate change agenda. Until recently, in light of relatively new, mindfully interlinked commitments to gender and climate change, national policies and plans have seldom reflected the comprehensive nature of these issues. There has been concerted effort by the international civil society focused on these issues to ‘double mainstream,’ that is, to both ensure that gender equality concerns are integrated into climate change decision-making, and moreover that climate change planning impacts cross-sectoral development planning, where much of the investment in advancing gender equality lies. So far, results have been largely piecemeal—with some glimmers of hope and leadership, including via UNFCCC programming and financing mechanisms, sectoral plans, and regional approaches—but opportunities continue to present themselves for enhancing the double mainstreaming.

As countries move forward with the implementation of a wide range of strategies, including developing policy, programming, and projects, there will be increasing demonstrations of gender as a catalyst for success, as gender considerations are effectively and cohesively integrated more and more into climate-resilient and low-emission development planning. To ensure that gender-responsive climate policy, planning, and measures continue to be developed and implemented for optimal results, the following recommendations should be considered:

- *Continue to build the capacity of stakeholders on the interlinkages of gender and climate change, across*

all levels. Recognising the need for an international framework on climate change to be articulated at the national level, capacity building is essential across all sectors, to build bridges across sectors, and to specifically recognise and address women’s rights and gender equality concerns.

- *Scale-up attention to gender in climate strategies at national levels through continued political advocacy at international and national levels, encouraging a more integrated approach* for mainstreaming gender and climate change into national development policies and agendas, which move away from fragmented sectoral and institutional measures to achieve greater synergistic outcomes.
- *In the meantime and in tandem: champion women and gender equality concerns throughout climate-related sector-specific programmes, activities, and investments*—such as national agriculture investment programmes—and focus on implementing activities already identified and included in gender action plans. These activities and plans should be supported by gender responsive budgeting, as well as gender-responsive technology.
- *Ensure the inclusion of women’s machinery and mechanisms in implementation, and particularly focus on benefit sharing with—but also investment in—women and women’s organisations to empower and enable them to access and engage beyond the socio-cultural barriers, which continue to marginalise their participation in rural and urban development.*
- *Create space for and guarantee opportunities for women’s participation in national decision making processes on climate change.* As an example: when women constitute at least 33% of a forest users’



group, participate in planning, have tenure rights and training providing them with income generating opportunities and benefits that reduce their burdens, there is less degradation of forests, fewer cases of illegal logging and conflicts, resulting in better protected forests and productive farms. This is among the evidence that should result in ensuring space for women's participation in REDD+ spheres.

- *Mobilise, or increase, access to finance mechanisms to propel implementation of strategies and action plans.* In the past, countries have stated that funds or mandates did not exist for gender mainstreaming within climate change, but now the willingness and machinery alike exists to seize gender responsive financing on a national scale. The challenge lies in developing the know-how of all groups to achieve positive societal outcomes, especially for women and women's groups.
- *Review national gender and climate change policies and strategies, including already-developed ccGAPs, and update* in light of new UNFCCC communications, mechanisms, financing—particularly as the Green Climate Fund begins disbursement of funds.
- *Engage a wide range of partners working on gender equality and women's empowerment to better understand the root causes of gender inequality, drawing lessons from their experiences and consolidating partnerships among the national and international climate change adaptation and mitigation practitioners.* Build on past and ongoing initiatives to gain insight into women's and men's roles in climate change mitigation and adaptation and to avoid duplication. Raise awareness and exchange lessons and best practices through learning networks like the Adaptation Learning Mechanism (ALM).
- *Train and sensitise stakeholders and project staff on gender issues and the importance of gender equality and women's empowerment* not just for equitable efficient and sustainable outcomes but also to protect and promote human rights. Diagnostic studies, like gender equality strategies, conducted by independent gender experts, in consultation with major stakeholders, help in identifying gender gaps and in addressing gender concerns during the planning, execution and monitoring of climate change projects.
- *Identify and invest in monitoring and accountability.* For the past decade, governments have established international and national commitments to ensure that gender equality and women's empowerment are central to climate change. This strong policy framework has suggested great strides, and yet, without a mechanism to monitor and measure implementation of these commitments and drive further action, a void has remained in being able to identify real progress—not to mention persisting challenges, areas of comparative gains or gaps, or effective strategies for improvement. Therefore, there is a need for rigorous monitoring and accountability instruments. The Environment and Gender Index is one such mechanism.
- *Recognise and celebrate that the doubts surrounding gender and climate change have been put to rest: knowledge, communications, methodologies, and tools have been developed demonstrating the means to an end, illustrating gender equality and climate solutions as co-benefits.* Armed with examples, lessons learned, challenges and momentum, a gender-responsive approach can move forward through financing, implementation, and scaling-up.



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