



Empowered lives.
Resilient nations.

GENDER EQUALITY IN NATIONAL CLIMATE ACTION: PLANNING FOR GENDER-RESPONSIVE NATIONALLY DETERMINED CONTRIBUTIONS



Disclaimer:

The views expressed in this publication are those of the author(s) and do not necessarily represent those of the United Nations, including the United Nations Development Programme (UNDP), or their Member States.

Author:

Sophia Huyer

Contributors:

Verania Chao, Allison Towle, Jennifer Baumwoll

© 2016 United Nations Development Programme

All rights reserved

GENDER EQUALITY IN
NATIONAL CLIMATE ACTION:
**PLANNING FOR
GENDER-RESPONSIVE
NATIONALLY DETERMINED
CONTRIBUTIONS**

ACRONYMS

Accelerated Growth and Sustainable Development Strategy (AGSDS)

Biennial Update Reports (BURs)

Building Nigeria's Response to Climate Change (BNRCC)

Civil Society Organizations (CSOs)

Clean Development Mechanism (CDM)

Climate Change (CC)

Community-Based Organizations (CBOs)

Disaster Risk Reduction (DRR)

Gender Equality (GE)

Information and Communications Technology (ICT)

Intended Nationally Determined Contributions (INDCs)

Kenya Climate Change Action Plan (KCCAP)

Local Adaptation Plans of Action (LAPA)

Low Emission Development Strategies (LEDs)

Measurement, Reporting and Verification (MRV)

Monitoring and Evaluation (M&E)

National Adaptation Programmes of Action (NAPAs)

National Climate Change Adaptation Plans (NAPs)

National Communications (NCs)

Nationally Appropriate Mitigation Actions (NAMAs)

Nationally Determined Contributions (NDCs)



TABLE OF CONTENTS

1. Gender equality, climate change and the 2030 Agenda for Sustainable Development.....	2
2. Gender and climate change adaptation and mitigation.....	4
3. Analysis of Gender Equality in the INDCs.....	9
3.1 Gender integration in the INDCs—Key findings.....	9
4. Moving forward: Entry points for gender-responsive NDCs.....	14
4.1 Analysis of national context.....	15
4.2 Institutional gender equality frameworks and coordination mechanisms.....	16
4.3 Climate change instruments and processes.....	17
4.4 Multi-stakeholder consultations.....	20
4.5 Capacity development.....	21
4.6 Monitoring and evaluation.....	22
4.7 Finance instruments.....	22
5. Conclusion.....	24
References.....	27
Annexes.....	30
Annex 1: Experiences in integrating gender equality into national climate change policy and institutional frameworks—Costa Rica, Morocco, Peru, Uganda, Vietnam.....	30
Annex 2: Terms used in the gender equality and climate change analysis framework.....	33

1 GENDER EQUALITY, CLIMATE CHANGE AND THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT

In 2015, the international community adopted two major Agendas: the 2030 Agenda for Sustainable Development, which emerged from the United Nations Sustainable Development Summit in September 2015, and the Paris Agreement, adopted in December of the same year. Gender equality and women's concerns are embedded in both agreements.

The 2030 Agenda is intended to shift global development onto a basis of sustainability and resilience. Gender equality is integral to the Agenda, in recognition that it cannot be separated from the challenges of poverty, hunger, poor health and well-being, maternal death, energy and environmental burdens, economic hardships, societal insecurity, and the need for climate change adaptation and mitigation. Women are given a critical role in all of the SDGs, with many targets specifically recognizing gender equality and empowerment as both the objective and part of the solution.¹

Climate change also cuts across all the SDGs, on the recognition that it has the potential to increase resource scarcity, undermine livelihoods, increase pressures for migration and forced displacement, and weaken the

ability of states to provide the conditions necessary for human security, all of which make it more difficult to achieve a sustainable development agenda. Climate change may even reverse existing positive trends, introduce new uncertainties, and increase the costs of building resilience in a country (IPCC, 2014). The importance of taking into account gender equality in climate actions is recognized in the Paris Agreement in the Preamble, as well as in Articles on adaptation action and capacity development.²

At the international level, the interlinkages between the 2030 Agenda and the commitments for gender equality connected to implementation of the Paris Agreement offer an opportunity for countries to coordinate their actions and promote gender, climate action and social progress in both of these Agendas at the national level.

With the successful adoption of the Paris Agreement in December 2015, countries are now beginning to plan for implementation of the Intended Nationally Determined Contributions (INDCs) submitted in the lead-up to the COP21 negotiations. As countries for-

mally join the Paris Agreement, they submit their processes of ratification, accession or approval and begin to implement climate actions. At this point the INDC is converted into a Nationally Determined Contribution (NDC). Countries are subsequently expected to submit an updated NDC every five years, which is intended to demonstrate progression beyond the country's previous NDC.

According to UNDP and the World Resources Institute, a draft framework for NDC implementation consists of key stages through which countries may find themselves navigating over the coming months and years, including building national awareness; strengthening institutional arrangements and technical capacities; identifying information gaps; developing funding strategies to mobilize resources from the public, private and international sectors; implementing mitigation and adaptation measures; developing monitoring systems; and planning for future NDC rounds beginning in 2020 (Comstock, 2016).³

A recent survey by UNDP has found that countries are at different stages in the development of their plans or strategies to guide the national implementation of their NDCs. The survey found that more than two thirds of the responding countries have either not yet started with planning for NDC implementation (34 percent) or are in initial discussions with stakeholders (33 percent) (UNDP, 2016).

As member states prepare to implement the Paris Agreement and the 2030 Agenda, the SDGs and NDCs should become core priorities of national planning. Gender equality is mainstreamed in both agreements, through clear gender agendas and commitments. Both agendas also refer to the importance of connect-

ing sustainable development, climate change, and gender equality (as well as human rights). As a result, coordinating and connecting these interlinked processes at the national level will promote inclusive and successful outcomes, both for gender equality goals as well as for national sustainable development and climate change objectives.

This report provides an assessment of the status of gender equality in national climate policy in light of the Paris Agreement. It also presents a framework for integrating gender equality into NDC planning and implementation.

1 The SDGs consider gender equality to be a fundamental human right in the context of the stand-alone goal SDG5, *Achieve gender equality and empower all women and girls*. Gender equality is also integrated into SDGs related to social development or climate change: SDG2, *End hunger, achieve food security and improved nutrition and promote sustainable agriculture*; SDG6, *Ensure access to water and sanitation for all*; SDG7, *Ensure access to affordable, reliable, sustainable and modern energy for all*; and SDG12, *Ensure sustainable consumption and production patterns*.

2 Gender equality is one of the cross-cutting social development issues listed in the Paris Agreement Preamble. It is also included in Article 7 on adaptation actions and Article 11 on capacity development.

3 UNDP and WRI developed a draft "NDC Implementation Readiness Checklist" to inform discussions at international dialogues in 2016 on NDC implementation. The document can be viewed at the following link: lowemissiondevelopment.org/lecbp/docs/Brussels_2016_/NDC_implementation_handout.pdf. See also "Next Steps toward NDC Implementation" (Presentation, Michael Comstock and Kelly Levin, NDC Regional Dialogue for LAC, Costa Rica, 19–21 July 2016), mitigationpartnership.net/sites/default/files/u2605/michael_comstock_-_kelly_levin_next_steps_toward_indc_implementation.pdf. UNDP is also in the process of developing more comprehensive guidance on NDC implementation with WRI, the UNFCCC Secretariat, and UNEP-DTU. A public draft of the new guidance is expected for approximately February 2017.

2 GENDER AND CLIMATE CHANGE ADAPTATION AND MITIGATION

Women play an important role in climate change adaptation and mitigation because of their roles in core climate change sectors: agriculture, livestock management, energy, disaster risk reduction (DRR), forestry, water management and health (Dankelman, 2010; Denton, 2002). They make up two thirds of the world's 600 million small livestock managers (Distefano, 2013); and through their cooking and household tasks as well as transport-related needs and practices, they are important energy users, suppliers and consumers, and household energy managers.

Because of the different roles and responsibilities of women and men, which vary by socioeconomic level as well as by region, there are gender differences in the impacts of climate change, responses to climate change, vulnerabilities to climate change, and the capacities to adapt. However, common characteristics exist. Women tend to be primarily responsible for childbearing and child-rearing; household maintenance (including cooking and fetching water and fuelwood); and caring for elderly and sick family members. They engage in productive activities such as family subsistence farming as well as income generation through wage labour and entrepreneurship (market and non-market productive activities). Women also play a major role in social and community-building ac-

tivities such as funerals, weddings, and administrative support to schools (Grassi et al., 2015).

In relation to climate change and sustainable development, women's local and environmental knowledge and survival strategies are major ingredients for recovery and resilience (UNDP, 2010), and women can be major contributors to adaptation and mitigation in the sectors of water management, food security, agriculture and fisheries, biodiversity and ecosystem services, health, energy and transportation, human settlements, disaster management, and conflict and security (BNRCC, 2011). The World Bank has argued that gender equality (GE) is a core contributor to better development outcomes, including poverty reduction and increased sustainability (World Bank, 2012).

Particularly at the local level, women's knowledge is a valuable resource and should inform adaptation measures. Such knowledge includes important information on sowing seasons, multicropping, local crops, trees, herb varieties that thrive in local climates, wild edible varieties, crops suitable to climatic conditions, seed selection, seed storage, preparation of bio-fertilizers and pesticides, manure application, pest management, post-harvest processing and value addition (UNDP, 2013a; Lane and McNaught, 2009).

WATER



- Widespread water shortages being exacerbated by climate change
- Unequal distribution of clean water
- Women and children are often at the bottom of the power hierarchy and are less likely to have decision making power or access to water for drinking, cooking or productive purposes

WASTE



- Many women are employed in the waste sector
- Not many women are in decision making positions in the waste sector
- Women's voices often go unheard about waste management, yet they deal with household waste
- Lack of control over income results in women's inability to invest in waste management solutions

GENDER ISSUES IN KEY SECTORS

ENERGY



- Unequal distribution of safe and clean energy limits productive options and exacerbates poverty for men and women
- Burning of biomass fuel causes indoor air pollution (IAP) linking to health problems, affecting mainly women and children
- Especially in rural areas, women spend significant amounts of time and effort in fetching fuel, fodder and water for homes (UNDP, 2004). Women and young girls often go out to collect fuel, water and fodder by themselves and, particularly in conflict or post conflict situations, this can present a threat to their security.

TRANSPORT



- Women underrepresented as employees in the transport sector
- Women have different travel needs which are often considered 'off-peak'
- Women are more likely to use public transport (PT) to visit more than one place in a trip, they also take shorter and more frequent journeys
- Women may face risks to their personal security utilizing PT
- Socio-cultural norms may shape the way women use PT (for example, they may need a chaperone)

HOUSING



- Women are more discriminated against in the housing sector due to their gender and other factors such as race and poverty (this can affect tenure and living conditions)
- Women often make decisions around the home but are often overlooked as stakeholders
- Women are vulnerable to homelessness during divorce, widowhood, gender based violence (GBV) etc.



WOMEN'S VULNERABILITY TO CLIMATE CHANGE IN NAMIBIA

In the north, 57 percent of the households are female-headed due to a high rate of rural-urban migration for employment. In the rural areas, women are the primary providers of food and crops for the household and are disproportionately affected by environmental degradation. Access to housing is inadequate and deficiencies in the delivery of services such as water, electricity, sewage and waste disposal represent severe problems. Women in rural Namibia compared to their male counterparts are reported to be limited as far as the technical skills required to acquire employment or generate income. Additionally, they have limited access to capital, productive land, education, training, credit, and agricultural extension services. These factors decrease the resilience and adaptive capacities of men and women in different ways (Angula and Menjono, 2014; Republic of Namibia, 2015).

Women participate in mitigation-related activities through the selection and use of fuel for cookstoves, with the accompanying health- and environment-related effects; transport for themselves or products; energy use and supply; and livestock management. For example, in the livestock sector men and women often manage different types of animals and are responsible for different aspects of animal care. They also typically have different objectives for livestock management, different decision-making abilities, and different abilities in accessing and using new information and improved technologies. This may lead to different priorities for investing in the adoption of new technologies and practices, in terms of feeding, watering, treating and herding livestock (Kristjanson et al., 2014).

Because it is heavily dependent on the natural environment, the workload and livelihoods of rural women are more directly affected by natural disasters, environmental degradation and deforestation. The increased incidence of male outmigration to urban areas for employment serves to intensify women's workloads, both paid and unpaid. The consequences can include reductions in family food security, child-care and education. Cultural norms related to gender roles may limit the ability of women to respond to or make quick decisions in the face of climate events. In the case of flooding, for example, the type of clothes that women wear or their responsibilities in caring for small children may restrict their ability to run or climb to avoid the danger. In some households where men are working off-farm in cities, women may also lack the power to make timely farming decisions or to convince their husbands to agree to new practices (World Bank, IFAD, FAO, 2015; Goering, 2015; UNDP, 2013).

Partly due to their high representation in informal employment or that which is based in natural resources or agriculture, as well as their lower levels of education, women can be more vulnerable to and less able to adapt to climate change. They experience greater financial and resource constraints, lower levels of access to information and extension services than men, and less decision-making authority in their homes, communities and at the national level (World Bank, 2012; FAO, 2011; Tall et al., 2014).

We know that if women's agricultural activities were supported on an equal basis with men's, global agricultural production would increase by 10 to 14 percent, decreasing the population of those going hungry by 100 million (FAO, 2011). Cleaner and more efficient cookstoves will reduce emissions and deforestation, while also reducing women's workloads. In Sudan, a shift to butane gas for domestic fuel reduced tree-cutting for cooking, thereby reducing sand dune movement. The practice also slowed the rates of reduction in vegetation coverage and reduced the amount of time and labour that women had to spend on collecting wood and cooking. They could then use their freed-up time for increased horticulture (Republic of the Sudan, 2013). Additionally, programmes to support women's livelihoods, skills development and emissions reductions can support gender-transformative mitigation action, such as, for example, training in solar energy provision and maintenance for rural electrification.⁴ The wide range of activities women engage in, in natural resources management, livelihoods, agriculture, energy and other climate change sectors, means that climate change actions will not be successful without the inclusion of gender and social concerns.

WOMEN ARE INTEGRAL TO MEETING GLOBAL CLIMATE TARGETS

Women's activities will be increasingly affected by climate-related stressors, and therefore become increasingly difficult to carry out, while production is reduced. For these reasons, the lack of recognition of women's contributions to climate change adaptation and mitigation may contribute to both an increase in global gender inequalities and the continuing elusiveness of the 1.5 degrees Celsius global target for carbon emissions (Huyer, 2016). This fact underscores why the consideration and involvement of women—both their vulnerabilities and their potential contributions—are essential for meeting the global target.





IN THE FACE OF CLIMATE CHANGE, SUSTAINABILITY REQUIRES GENDER EQUALITY

Connecting up gender equality and climate change at the national level will strengthen national agendas and support the implementation of both sets of commitments. In discussions with countries, mainstreaming gender equality and climate change across government policy was referenced as an important ingredient for fulfilling national and international mandates, and improving the national climate change response. This is based on the recognition that women play a critical role in climate change adaptation and mitigation, and that it will not be possible to achieve national sustainable development unless women are taken into account equally with men in addressing the impacts of climate change.

In step with the global 2030 Agenda, UNFCCC and major global climate finance mechanisms such as the Global Environment Facility and the Green Climate Fund have recognized that women are at the centre of the climate change challenge. UNFCCC has identified the following key gender aspects of climate change action:

- Ensuring the equal participation of men and women in decision-making and implementation around adaptation and mitigation;
- Ensuring women can act as agents of change at different levels of the adaptation and mitigation process;
- Promoting mitigation approaches that are aware of gendered implications and outcomes and working towards gender equality and positive impacts on the lives of women through improving livelihoods and health and allowing time for the pursuit of additional opportunities;
- Developing resource mobilization strategies, applying climate finance instruments, and ensuring equal participation in the deployment of financial resources, particularly at the local level;
- Developing and transferring environmentally sound technologies that promote gender mainstreaming in technology access, information and training; and,
- Taking a gender-sensitive approach to creating, developing and strengthening institutional, systemic and human-resource capacity-building to foster gender balance in decision-making on, in the delivery of, and in the accessing of means and tools for the implementation of mitigation or adaptation actions.⁵

⁴ The SGP Barefoot Women Solar Engineers programme trains women to install, maintain and repair solar energy kits for household energy. See sgp.undp.org/index.php?option=com_docman&view=document&layout=default&alias=479-sgp-barefoot-women-solar-engineers&category_slug=fact-sheets&Itemid=257.

⁵ UNFCCC website, "Gender and Climate Change", unfccc.int/gender_and_climate_change/items/7516.php.

3 ANALYSIS OF GENDER EQUALITY IN THE INDCs

In the spring of 2016, the Gender Team of the UNDP Bureau for Policy and Programme Support (BPPS) conducted an analysis of gender equality in national climate policy in light of the adoption of the Paris Agreement in December 2015. The research consisted of the following actions:

- An assessment of gender equality references in all Intended Nationally Determined Contributions (INDCs) submitted to the United Nations Framework Convention on Climate Change (UNFCCC) as of April 2016;
- Supplemental research on gender equality references in selected documents submitted to UNFCCC, including National Communications (NCs) and Biennial Update Reports (BURs), Nationally Appropriate Mitigation Actions (NAMAs), National Adaptation Programmes of Action (NAPAs) and National Adaptation Plans (NAPs);
- Discussions with country focal points from Costa Rica, Morocco, Peru, Uganda and Vietnam to provide supplementary information on national strategies and challenges.⁶

This report presents an overview of the findings of the analysis. It provides an assessment of progress to date, including challenges, gaps and opportunities in the in-

tegration of women's empowerment and gender equality into national climate change policy and action—particularly as countries begin implementation of their Nationally Determined Contributions (NDCs).

The report concludes with a series of recommendations on actions for moving forward in the face of the main challenges identified in discussions with country representatives. It features a set of key entry points for mainstreaming gender into NDCs and climate policy, and identifies the main building blocks for gender-responsive planning for NDC implementation.

3.1 GENDER INTEGRATION IN THE INDCs—KEY FINDINGS

In 2015, countries agreed to publicly outline the post-2020 actions they intend to take under the twenty-first UNFCCC Conference of Parties (COP21) international climate agreement. As of April 2016, 161 countries had submitted Intended Nationally Determined Contributions (INDCs) to the UNFCCC Secretariat. In May 2016, UNDP conducted a review to assess the degree to which the INDCs submitted to date have recognized and/or integrated gender equality. Of the 161 INDCs submitted at that time, the review found that 65 coun-

tries made at least one reference to gender equality or women.⁷ Of the 43 countries supported by UNDP in developing their INDCs, 18 included at least one reference to gender equality (GE) or women.⁸ Further analysis assessed the degree to which INDCs have integrated gender equality in terms of national policy, strategy, or legal frameworks for climate change; programme planning and design; and the priority sectors that have been identified for gender- or women-targeted actions.

Specifically, the analysis assessed the integration of women and gender equality in the INDCs based on the following UNFCCC-identified key areas for integrating gender into climate change actions:

- Identification of affected groups and sectors within the country—“who” are the key stakeholders and beneficiaries;
- Statement of a long-term goal or vision and whether gender equality is included;
- Existing national strategy, policy or initiatives related to gender and climate change that an INDC can build on or connect to;
- Strategic points or partners for leveraging change in the status of women and gender equality in the country;
- Statement of gaps, barriers, and needs of women and men;
- Monitoring and evaluation using gender analysis, sex-disaggregated data, or gender indicators;
- The degree to which gender equality is integrated into climate change policies, strategies and programmes;
- The degree to which gender equality is considered in priority climate change sector actions; and,
- Inclusion of women as targets of capacity development and support structures and mechanisms.

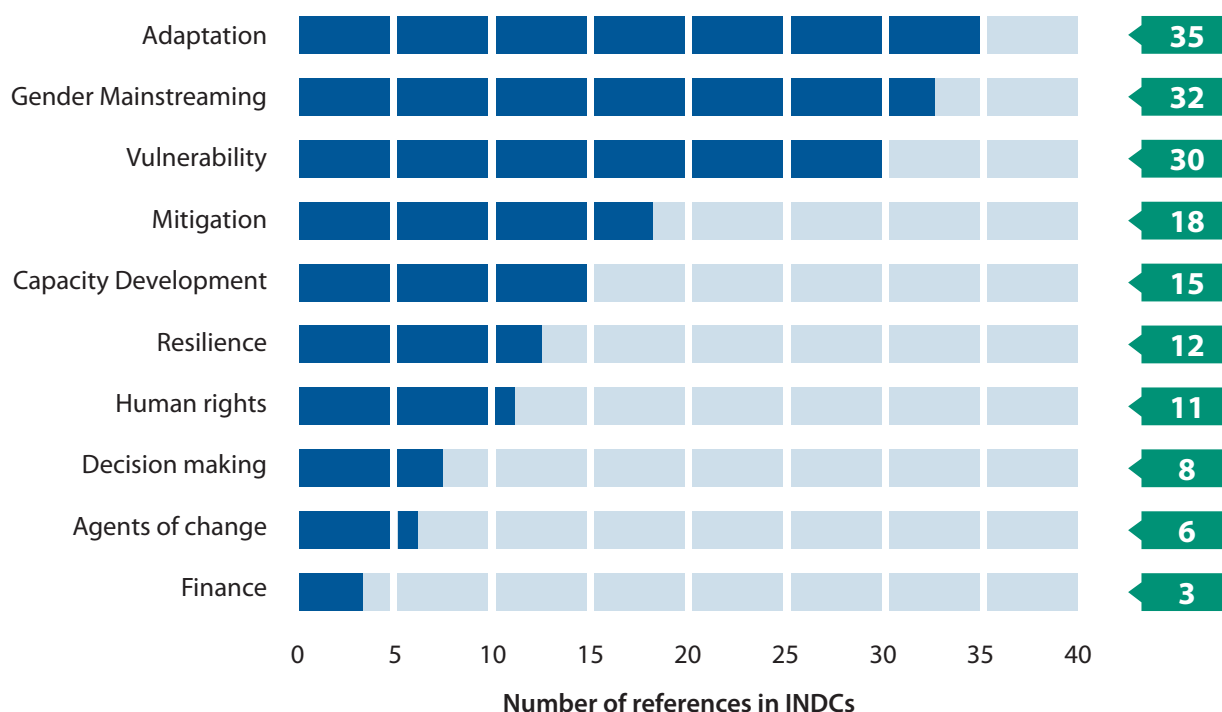
In line with this framework, twenty-five terms were defined and organized into three categories: (1) climate change priorities in-country, including priorities for gender equality or women; (2) specific sectors where climate change impacts are referred to in relation to gender equality or women; and (3) the national gender policy context for climate change.⁹ The findings of the analysis conducted for each category of terms are discussed in the following sections.

3.1.1 GENDER EQUALITY IN CLIMATE CHANGE PRIORITIES AND ACTION

This category of analysis assesses how gender equality and women’s empowerment are prioritized in climate policy in each INDC, that is, in which areas of climate change policy or action does a country consider that these issues are important. The areas or sectors where women are referenced indicates the approach to or understanding of how gender equality and women’s empowerment relate to climate change in the country.

Of the search terms identified for this category (see Chart 1), the highest number of references (35 countries) is to the role of women in **adaptation**, either in terms of priority sector of action, capacity development, or programming. This indicates that the gender dimensions of adaptation are more readily understood and acted upon than mitigation.¹⁰ This includes generic references to women in adaptation with few or no specific references to either the sector of adaptation where women play an important role, or the gender issues within the sector in question. Concomitantly, the role of women in **mitigation** is recognized by fewer countries (18), in relation to energy emissions, sustainable or biomass energy, and livestock. This is an important gap in view of the important roles of women in these key mitigation sectors.

CHART 1. NATIONAL CLIMATE CHANGE PRIORITIES



Thirty-two countries make a reference to **gender mainstreaming** or gender as crosscutting the INDC, national climate change policy or programming. Many references are to gender equality as part of other national priorities, such as poverty reduction or Agenda 2030.

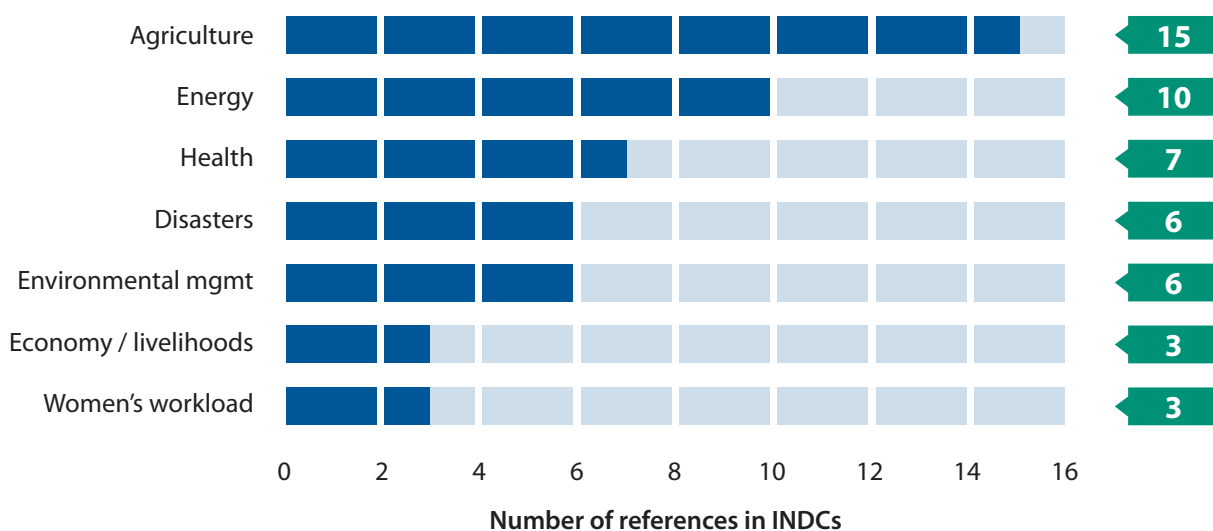
The second highest number of references to women is in the identification of **vulnerable groups** and regions affected by climate change—thirty countries. This reflects recognition that women face particular challenges as a result of climate change impacts and disasters in relation to health, violence, access to shelter, and resources. However, it is problematic in failing to acknowledge the active role that women play in adapting to and mitigating the effects of climate change in their households and communities. Several countries recognize the importance of building women's resilience capacity, mainly in relation to adaptation or the effects of climate change and disaster risk reduction (12 countries). In comparison, women are identified as **agents of change** for addressing climate change in only two INDCs, in addition to references by four coun-

tries to promoting **women's empowerment** through climate change policies or actions.

The **participation of women in decision-making** and implementation around both adaptation and mitigation is recognized by eight countries—in relation to environmental management, energy, and the planning and implementation of climate actions. For example, Costa Rica commits to supporting the participation of women in policymaking and climate action, as does Honduras, which recognizes women as agents of fundamental change who must be taken into account in making decisions in a low-carbon society.

Targeting women's **participation in programmes and training** receives attention from fifteen countries, primarily in sub-Saharan Africa. Target areas are the promotion of women's capacity in sustainable energy and in information and communications technology (ICT); resilience and adaptive capacity; climate change planning; new methods in sustainable agricultural production; and environmental conservation.

CHART 2. SECTOR OF CLIMATE CHANGE ACTION



Finally, only three countries mentioned access to **finance** or finance instruments to support women's adaptation or mitigation actions.

3.1.2 GENDER EQUALITY IN SPECIFIC SECTORS OF CLIMATE CHANGE ACTION

Analysis in this category looked at the sector or priority area where INDCs referred to the situation of women, the importance of addressing women's concerns, the targeting of women as beneficiaries or stakeholders, or the provision of capacity development to women in relation to disasters, energy, agriculture, environmental and natural resources management, economic improvement/livelihoods, health, and workloads (See Chart 2).

References to women's roles, needs, and perspectives for each identified area are extremely low, ranging from three to fifteen countries. This reflects a lack of understanding of the important role that women play as active agents in addressing the impacts of climate change and reducing emissions, as well as the importance of these sectors to women's livelihoods and well-being. This lack of understanding represents a lost

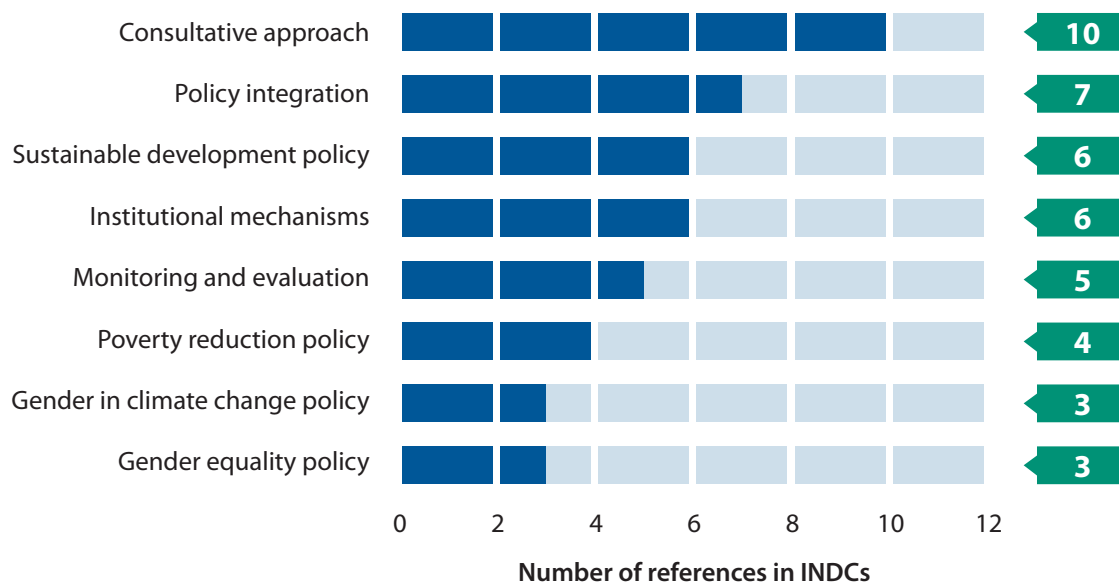
opportunity—both to better address the impacts of climate change by considering the effects on women's lives, as well as to improve progress towards meeting national and global climate goals by including the contributions of women.

3.1.3 NATIONAL GENDER POLICY CONTEXT FOR CLIMATE CHANGE

The national policy context analysis assessed references to key policies and policy mechanisms to integrate gender equality into national climate change action (See Chart 3). Three types of references were analysed: whether gender was included in references to national climate change policies; whether gender equality was integrated into discussions of poverty eradication, sustainable development or other social development frameworks; and what institutional frameworks or instruments for climate change included a reference to women or gender equality (e.g., monitoring of the impacts of climate change action).

The analysis found approaches or references to **policy integration**—either in the form of linking gender equality policies and strategies with climate

CHART 3. NATIONAL POLICY CONTEXT



change policies, strategies and programmes; or the engagement of women’s ministries in climate change action—in seven INDCs. Building on existing gender policy, mechanisms and instruments in a country is a first step to integrating the concerns, perspectives and capacities of women into goals for national sustainability, the environment, poverty reduction and climate change.

Integration is expressed in different ways in the INDCs: integration of the national gender equality policy with climate policy and strategies (three INDCs); recognition of the need for multisectoral collaboration in the implementation of projects and programmes; and coordination with the SDGs/national sustainable development policy (six INDCs) or poverty reduction (four INDCs) goals. Five countries make reference to integrating gender assessment into a national monitoring programme, although few details are provided, while three countries make reference to a national gender policy in their INDC.

The integration of gender concerns into a NAPA, NAMA, REDD+ or other national-regional **instruments** is mentioned by six countries. The inclusion of

such concerns within these instruments is a concrete strategy for integrating gender into climate change action at national and subnational levels, and it provides a good opportunity to focus specifically on how and in which sectors gender equality results will be measured.

Finally, the existence of a **gender and climate change policy, programme, or action plan** is referred to by three countries (Jordan, Liberia, Peru). Other countries have developed gender and climate change plans in the last few years—Bangladesh, Cambodia, Cuba, Haiti, Mozambique, Nepal and Tanzania, among others—although they are not included in their INDCs.

6 See Annex 1 for a summary of the national policy and institutional frameworks, gaps and challenges in these countries in integrating gender equality into climate change policy.

7 Angola, Barbados, Benin, Brazil, Burkina Faso, Burundi, Cambodia, Cameroon, Central African Republic, Chad, Comoros, Costa Rica, Cote d'Ivoire, Democratic Republic of the Congo, Dominica, Dominican Republic, Eritrea, Ethiopia, Gambia, Georgia, Ghana, Guatemala, Guinea, Haiti, Honduras, India, Indonesia, Jordan, Kenya, Kiribati, Lesotho, Liberia, Malawi, Mali, Mauritius, Mexico, Morocco, Myanmar, Nauru, Nepal, Niger, Nigeria, Papua New Guinea, Paraguay, Peru, Philippines, Saint Vincent and the Grenadines, Senegal, Seychelles, Sierra Leone, Solomon Islands, Somalia, South Africa, South Sudan, Sudan, Swaziland, Tajikistan, Togo, Tonga, Uganda, Vanuatu, Vietnam, Yemen, Zambia, Zimbabwe.

8 Barbados, Cote d'Ivoire, Democratic Republic of the Congo, Costa Rica, Ghana, Honduras, Indonesia, Morocco, Nigeria, Paraguay, Peru, Philippines, Solomon Islands, St. Vincent and the Grenadines, Sierra Leone, Uganda, Vanuatu and Yemen.

9 See Annex 2 for a definition of the terms in the analysis framework.

10 A search in April 2016 of National Adaptation Programmes of Action (NAPAs) submitted to UNFCCC found that of the NAPAs submitted by 50 countries, 38 made a reference to women or gender, or integrated gender into their plan. Of three National Adaptation Plans (NAPs) submitted as of May 2016, all three make at least one reference to gender, with the NAPs from Burkina Faso and Cameroon integrating gender equality more substantially.

4 MOVING FORWARD: ENTRY POINTS FOR GENDER- RESPONSIVE NDCs

As seen in the above review, gender equality needs to be strengthened within NDCs. Even though many countries refer to existing gender-sensitive policies at the national or sectoral levels, more needs to be done. The lack of integration of existing gender and climate change plans into INDCs, as an example, highlights that there could be improved policy cohesion in climate change action at the national level. As INDCs evolve into NDCs, the development of gender-responsive climate change action can be accomplished through a series of key entry points:

- 1) **Analyse the national context** for gender trends, sex-disaggregated data and differing situations of women and men and the resulting identification of key sectors, strategies and mechanisms for policy and action.
- 2) Assess **institutional gender equality frameworks and coordination mechanisms**, including the integration of women's leadership and inputs into national policy, as well as into approaches to inter-ministerial coordination and cooperation.
- 3) **Integrate gender equality into climate change policy and planning instruments and processes**, including NAPs, LEDs, NAMAs, REDD+ and other UNFCCC processes, as well as other national policy and planning instruments.
- 4) Engage in **multi-stakeholder consultations** with women and women's organizations, as well as a range of stakeholder groups at local, subnational and national levels.
- 5) Support **capacity development** of different groups, including communities, women's organizations, and government officials at the national and subnational levels.
- 6) **Monitoring and evaluation**, and the use of sex-disaggregated data and indicators.
- 7) **Gender-responsive climate finance mechanisms** through national and global climate funds as well as innovative climate financing tools that target women's grassroots enterprises and sustainable development outcomes.

The five-year review cycle of the NDCs is an opportunity for integrating these gender equality entry points into national climate change planning and action, along with the harmonization of gender and climate change planning and policies across different ministries and sectors of a country. For example, a gender and climate change strategy developed by the Ministry of Women's Affairs or other governmental departments should be integrated into the NDC, or a link made to its key messages. Critical factors and entry points for the development of a gender-responsive NDC planning process are described here, along with examples of national approaches.

4.1 ANALYSIS OF NATIONAL CONTEXT

As identified by several countries, in-depth analysis is a necessary step in understanding where women are situated in climate change priority sectors, what the barriers are for women to contribute in each sector, and what opportunities exist for building climate action that successfully integrates women and advances gender equality.

The first step in developing or expanding a gender approach to climate change action is to understand the situation of women and men in the country, as well as the gender differences in terms of contributions, divisions of labour, employment, access to resources, and participation in decision-making in key climate change sectors. Some of this analysis may already exist and can be incorporated into climate planning; in other cases, additional research may be needed to fill gaps. This involves analysis of geographic and climate-related risks factors, the political situation and government structure, the sociocultural situation and dynamics, and the economic conditions of climate change-affected sectors such as agriculture, tourism, and the trade in natural resources. A sector-by-sector summary of national resources and the roles and contributions of women and men in each provides the data required for evidence-based policy and action.

The generation and analysis of sex-disaggregated data is important, both for identifying what data exists and where the important gaps are. Many countries have identified the lack of sex-disaggregated data as a barrier for policy and programming. Sex-disaggregated data allows for evidence-based

identification of gender differences in vulnerabilities, gaps in resources, and opportunities for supporting climate change adaptation and mitigation, as well as priority areas for policy and action. Thus, important gender analysis points include the identification of where sex-disaggregated data exists, differences in men's and women's access to and control of resources, and the existence of local or national women's networks and organizations that can be partners in the development and implementation of action and capacity-building. Women's organizations are also important partners in the identification of issues relating to women's climate change-related activities, as was seen in several countries during consultative workshops with stakeholders.

For example, the Cambodia Gender and Climate Change Action Plan 2014–2018 starts from an overview of the national policy context in relation to women and gender equality, as well as an analysis of gender issues in relation to national priority areas for climate change—particularly in agriculture and natural resources. In Uganda, Makerere University conducted a series of studies on impacts of climate change on vulnerable groups. In Macedonia, UNDP supported a process to identify key gender economic and social trends and indicators in relation to climate change sectors to produce a set of gender equality recommendations in parallel to its Third National Communication in the key sectors of energy, transportation, tourism, agriculture, water and health, and disaster risk reduction (Huyer, 2012).



4.2 INSTITUTIONAL GENDER EQUALITY FRAMEWORKS AND COORDINATION MECHANISMS

Models for gender-responsive institutional frameworks and policy coordination mechanisms are found both within government departments as well as in partnerships between different departments. Action needs to be taken on several fronts: (i) through the integration of national gender mechanisms and women's departments into governmental institutions addressing climate change. This can involve the inclusion of women's ministries and focal points in national climate change planning and on committees; the appointment of gender focal points in relevant ministries and governmental bodies; the establishment of a mechanism for GE and climate change (CC) focal points or teams to coordinate planning; or the development of a gender and CC mainstreaming strategy or action plan to guide governmental action; and (ii) through the integration of gender equality into policy mechanisms through initiatives such as gender budgeting.

For example, governmental partners for climate change ministries include agencies responsible for gender equality, finance, education, agriculture, transportation and energy.

- In Peru, the Ministry of Environment leads climate change policy and planning with the Ministry of Women.
- The Kenya Strategy for Mainstreaming Gender in Climate Change is an instrument to enhance the integration of gender into national climate change policies, strategies and initiatives. It establishes a framework to incorporate gender concerns into all

policies, programmes and actions, and also to build resilience and prompt actions towards addressing the imbalances and inequalities between women and men within the Framework of the National Climate Change Response Strategy. It is a corollary of the Kenya Climate Change Action Plan (KCCAP). The KCCAP mandates gender mainstreaming in all implementing bodies and that governance structures of national climate change management reflect and promote gender representation in decision-making processes at all levels (technical and thematic working groups, etc.) and in institutions and financing mechanisms, including in the climate secretariat (Ministry of Environment and Natural Resources, 2012).

In addition, **gender budgeting** in climate change activities involves including gender lines in all climate change-related budgets and can take the form of either the integration of a targeted budget for gender or women-focused activities, such as capacity-building, or data collection and analysis; or the establishment of a separate budget to address gender priorities and gender-targeted activities related to climate change. Alternatively, climate change can be integrated into gender-budgeting activities. For example, in Tanzania the Ministry of Community Development, Gender and Children is also in the process of developing National Guidelines for Mainstreaming Gender into Policies, Programmes, Budgets and Plans related to Climate Change Adaptation.

Promoting women's leadership in climate change coordination mechanisms also involves ensuring the representation of gender and/or women's institutions or organizations on major planning, policy and implementation bodies. For example, the Climate Change

and Gender Action Plan (CCGAP) for Nepal recommends that a Gender and Climate Change Taskforce be established to work with the Ministry of Environment to provide oversight at the central level to the gender-sensitive implementation of the NAPA, Local Adaptation Plans of Action (LAPAs) and other climate change mechanisms in Nepal.

4.3 CLIMATE CHANGE INSTRUMENTS AND PROCESSES

The INDC/NDC process requires countries to publicly communicate the actions they are taking or have taken to address adaptation and mitigation goals. While COP21 highlighted the communication of adaptation goals, countries are also developing goals for mitigation. As a result, many countries have developed national policy and planning instruments, including through UNFCCC processes such as National Adaptation Plans (NAPs), Nationally Appropriate Mitigation Actions (NAMAs), Low Emission Development Strategies (LEDs) and REDD+, which outline how countries intend to adapt to climate change impacts and reduce emissions; how they will adopt low-carbon pathways and build climate resilience; and what support they need from, or will provide to, other countries. Integrating gender equality into each is important, as part of a national climate agenda with specific targets, sectors and priorities for action.

NATIONAL ADAPTATION PLANS (NAPS)

According to the UNFCCC, "adaptation" refers to adjustments in ecological, social or economic systems in response to actual or expected climatic stimuli and their effects or impacts. It refers to changes in pro-

cesses, practices and structures to moderate potential damages or to benefit from opportunities associated with climate change. As concrete plans for climate action, NAPs provide a natural entry point for applying a gendered lens within the planning process.

Burkina Faso's approach to developing its NAP was to identify specific needs, options and priorities through expertise from national and regional institutions and to incorporate participatory and gender-sensitive approaches that were coordinated with national sustainable development objectives, policies, plans and programmes. A vulnerability analysis was conducted for each "strategic axis" of its accelerated growth and sustainable development strategy (AGSDS), which incorporated gender policy and climate change adaptation into rural development programmes and projects. Socioeconomic analysis of gender vulnerability found that in the livestock sector, increased frequency and duration of droughts mean that women are at risk of losing animals and can expect to see a significant drop in income due to reduced milk production and animal size. In times of drought and the dry seasons, farm fields are moved or expanded to maintain production levels, reducing the amount of forage area available to livestock. The adaptation options identified in the NAP were seen to have a greater positive impact if both men and women participate in the actions identified. Due to the greater vulnerability of women to climate change impacts, the NAP also refers to the need for systematic consideration of gender within the implementation process (Ministry of Environment and Fishery Resources, 2015).

In another example, Nigeria has developed a gender-specific adaptation toolkit and mainstreamed

gender into its programme on Building Nigeria's Response to Climate Change (BNRCC). The BNRCC Gender and Climate Change Toolkit was developed to provide BNRCC project partners and stakeholders with a basic understanding of the concept of gender and how to apply a gender perspective to climate change adaptation projects. The toolkit is intended to be used by all climate change practitioners in Nigeria. It outlines why attention to gender is important and how this approach can be mainstreamed throughout climate change actions. It contains practical guidelines for stakeholders, project partners and staff on integrating gender equality into the concept, design, implementation and evaluation of climate change-related projects (BNRCC, 2011).

NATIONALLY APPROPRIATE MITIGATION ACTIONS (NAMAS)

Gender-responsive NAMAs reviewed to date focus on renewable energy, the health and environmental implications of biomass energy, women's workloads, and green energy maintenance and supply. Some countries commit to building the technical and scientific capacities as well as the decision-making abilities of women in the use and maintenance of energy and energy efficient appliances.

Women's roles as consumers and suppliers of energy, and as users of energy appliances and household energy, are important entry points for emissions reduction. Georgia has developed the first gender-sensitive NAMA on low-cost water heating solutions for households, which builds on community energy cooperatives with a high involvement of women in leadership. Women also made up 40 percent of the project's trainees in energy system

maintenance and use (Bock et al., 2015). Given the high reliance on biomass fuels and the prevalence of low-efficiency stoves in the country, this is an effective path to emissions reduction, while at the same time improving health and reducing the use of fuelwood. Niger and Nigeria are also implementing programmes on clean and low-emission energy options for household use.

Reducing livestock emissions is a major entry point for gender equality, given the predominance of women as small livestock managers in many regions. Costa Rica is developing a NAMA that uses climate finance instruments to support livestock management that reduces emissions and supports women's roles in the cattle value chain, providing capacity development and support to innovative livestock management.

REDD+

In many countries, women are the primary users of forests. Recognizing and building on the unique role of women in protecting and managing forests can lead to a more equitable, effective and efficient REDD+. While women already play an important role in forestry management and use agroforestry practices in agricultural production, studies in Asia suggest that the inclusion of women in REDD+ programmes could improve forest conditions and control illicit felling and grazing (Joint Regional Initiative for Women's Inclusion in REDD+, 2013). However, because they do not have access to water and land rights, they are often invisible in the sector. As a result, they are frequently unrepresented in decision-making processes and leadership in the design and implementation of REDD+ programmes.

Some of the main steps for the gender mainstreaming of REDD+ include stakeholder engagement; taking steps to ensure the property rights and land and resource tenure of women and disenfranchised groups; ensuring that REDD+ funds are managed in a manner that is transparent, equitable and accountable; and establishing stronger links between REDD+ actions and inclusive growth, social benefits and green development.

Nepal's REDD Readiness Preparedness Proposal (REDD-RPP) includes the principle of "mainstreaming gender and equity concerns at all levels". It commits to ensuring the full and effective participation of women, indigenous peoples, landless groups, and poor forest-dependent communities in all decision-making forums during the REDD readiness preparation process (Pearl-Martinez et al., 2012). The Costa Rica INDC notes that commitments have been made to support the participation of women in policymaking and implementation around REDD+.

In Vietnam, the Department of Forestry and the Vietnam UN-REDD Programme organized a 2012 workshop to identify key issues and options with regard to gender in priority forest management and the implementation of REDD+. Those in attendance included representatives from the General Directorate of Forestry, the Vietnam UN-REDD Programme, the Department of Agriculture and Rural Development of Lam Dong, Quang Binh province and the Di Linh district of Lam Dong province, as well as representatives of national and international organizations. A programme to incorporate gender into forest protection in relation to climate change and REDD+ was subsequently developed by the Ministry of Agriculture and Rural Development.¹¹

OTHER POLICY AND PLANNING INSTRUMENTS

Most countries have developed or are in the process of developing climate change policies at national or sector levels. Based on discussions with countries, the challenge now is to integrate gender and climate change into sector policies. National and sectoral climate change policies and instruments should also take into account existing national commitments on gender equality, sustainable development and poverty reduction.

- Costa Rica and Mexico have identified gender equality and human rights as crosscutting aspects of climate change policy. In Costa Rica, gender is integrated into the national climate change strategy to 2021, and work is ongoing with the Ministries of Agriculture and Transportation to integrate gender equality and climate change concerns into project planning.
- The Peru INDC notes that national mitigation and adaptation policies and instruments incorporate a gender perspective to promote and ensure the active, continuous, full and equal participation of women and men in consultation and decision-making processes for the control of and access to natural resources, the management of GHG emissions, and the generation of mitigation and adaptation strategies. This approach to gender mainstreaming is based on the implementation of the National Plan for Gender Equality 2012–2017 and the future Peruvian Action Plan on Gender and Climate Change, which is framed in the National Strategy on Climate Change.
- Nigeria's policy environment for gender equality and climate change includes the Convention on the Elimination of All Forms of Discrimination against

Women (CEDAW) and other international conventions on the status and role of women. The Ministries of Women's Affairs and Youth Development have desk officers for each sector, and in 2006, the Government of Nigeria adopted a National Policy on Women (Federal Republic of Nigeria, 2014).

4.4 MULTI-STAKEHOLDER CONSULTATIONS

Multi-stakeholder consultations ensure that women and women's organizations are included in climate change policy and project planning and that the views of a range of stakeholders are represented. Consultation with actors outside of government, including the private sector and civil society, are an important element in the analysis, context-setting and identification of partners and actions. Women's organizations, civil society organizations (CSOs) and community-based organizations (CBOs) are important actors at subnational and community levels, particularly for building capacity towards ensuring the integration of gender at the local level. Such capacity-building can be extended to local-level policymakers, community members and to members of their organizations. National analysis should identify key stakeholder groups, what they are doing and which ones are partners in gender mainstreaming work, for both training and delivery.

Mauritius, for example, requires that the coordination of INDC plans, programmes and projects involves the participation of sectoral ministries, the private sector, CBOs/NGOs and women's organizations, while Kenya requires that all public entities undertake public awareness consultations and ensure that gender is

mainstreamed into all climate change activities (Ministry of Environment and Natural Resources, 2012). Costa Rica recently convened a national multi-stakeholder workshop with government departments, international NGOs and national civil society organizations to identify the priority gender and CC issues and actions in the country. In Vietnam, the Ministry of Labour, Invalids and Social Affairs works with the national Women's Union on education, communication and capacity-building for women and is also developing a gender and climate change plan for 2017–2020.

4.5 CAPACITY DEVELOPMENT

Discussions with country focal points indicate that there is a substantial need for the training of government staff in climate change sectors on gender project design, analysis and indicators, as well as on why gender has relevance for planning in their sector. There is also a need to increase awareness of the links across departments and sectors on gender equality and climate change and the benefits of connecting these links to facilitate the better integration of gender equality, sustainable development and climate change goals, while at the same time improving the coordination of planning. Capacity development for departments can include workshops and technical resources to raise awareness and provide support; the development of guidelines for implementation; and training and technical tools for climate change-related departments.

In Peru, awareness-raising of the links between gender equality and climate change has been a priority within ministries, while in Costa Rica there is a focus on training personnel in the Ministries of Agriculture



and Transportation, both on the importance of gender equality and climate change to those sectors as well as how they can be integrated into planning.

Capacity development at the community level is also important, to enable women to address and respond to climate change, and to raise awareness of the actions that can be taken by location and by subregional governments, NGOs and other groups. Formal and informal approaches can be taken, including the possibility of higher education in climate change sectors (energy, transportation, agriculture) so women can be more active in those fields. Informal programmes include extension programmes, information dissemination through CBOs or NGOs, and information campaigns. For example, the Uganda Gender and Climate Change Training course supports community-level capacity development, while Sierra Leone uses mixed media to reach women and youth through climate information campaigns. In Vietnam, the national Women's Union is tasked with capacity development, education and training at the community level.

4.6 MONITORING AND EVALUATION

Monitoring and evaluation is part of the measurement, reporting and verification (MRV) process, but it also plays a role in the ongoing monitoring of gender results. Measuring results based on sex-disaggregated data leads to an understanding of which climate change objectives are being achieved and who is experiencing the benefits.

Gender indicators of the impacts, gaps and benefits of climate change action should be defined in the plan-

ning stages. The analysis of socioeconomic factors such as education levels, poverty and gender dynamics can inform criteria for sex-disaggregated data on emissions and mitigation strategies across sectors and has relevance for women's activities in agriculture, livestock management, energy use, and transportation (see UNDP, 2015). Baselines developed from sex-disaggregated data will allow for the reporting of co-benefits and the identification of gender indicators. It is also important for the MRV process, by providing an analysis of socioeconomic factors such as education levels, poverty and gender dynamics that can inform criteria for sex-disaggregated data on emissions and mitigation strategies across sectors. The design of MRVs can help develop social context around emissions measurement, which leads to social co-benefits such as improved transit systems, reduced pollution levels, improved health, and increased employment and educational opportunities.

4.7 FINANCE INSTRUMENTS

A gap exists in financing for women's adaptation and mitigation activities: women's activities tend not to receive the benefits of REDD+ or carbon trading, for example, while a review in June 2012 found that only five out of 3,864 Clean Development Mechanism (CDM) projects listed gender issues in project documentation (Adams et al., 2012).

Initiatives to empower women as agents of change have remained elusive in climate policy and finance circles: high transaction costs and gender biases hinder small-scale, bottom-up project development and access to finances, despite the significant social development and mitigation impacts of these projects

(Adams et al., 2014). Some of the major climate funds are recognizing that gender equality is important for the increased impact of funding and the achievement of adaptation and mitigation objectives. The Green Climate Fund (GCF) and the Global Environment Facility (GEF) have established gender policies recognizing the importance of gender in the impact of and access to funding.

As another example, the Asia Development Bank integrates gender equality into Climate Investment Fund (CIF) projects through its gender-mainstreaming tool and tracking system and has recently undertaken a gender review of CIF-supported projects (Asian Development Bank, 2016). An example of gender mainstreaming is its Sustainable Urban Transport project in Vietnam. Targets were set for women to make up 20 percent of the construction workforce and 30 percent of station employees. The transit system establishment dedicated waiting areas for women on platforms, shop space for women-owned businesses, and women-only carriages with additional seating for children and storage space for prams/shopping. Efforts to target women metro users included the installation of secure street lighting and security cameras (Tanaka, 2014).

At the national level, the Philippines has established a People's Survival Fund (PSF) under the Climate Change Commission. Following the example of the GCF and GEF, applications to the Fund are required to include sex-disaggregated data in proposal consultations and beneficiary analysis. Board members include the Chair of the Philippines Commission on Women, whose duties include the provision of strategic guidance in the management and use of the Fund, such as the identification of windows for ad-

aptation activities and guidelines for project assessment, approval and evaluation.

Initiatives to attract funding for sustainable and women-responsive activities and businesses have been initiated, but their development is still in the early stages. One innovative initiative is Gold Standard 3.0, intended to promote results-based financing for clean cookstove projects. The Government of Luxembourg, BIX Capital, World Bank and Global Alliance for Clean Cookstoves are collaborating on the development of a framework to quantify and verify sustainable development outcomes coming out of such projects. BIX Capital aims to provide pre-financing to Gold Standard 3.0 pilot projects that deliver clean cooking technologies, and to support market development for funding SDG outcomes of Gold Standard 3.0 activities. The WOCAN W+ Standard certification is a similar initiative to measure the impact of women's empowerment in a way that will encourage increased investment in women's resources and capital, and scale up solutions for climate change, food security and poverty.¹²

11 REDD Vietnam website, "The Role of Gender in Forest Management and REDD+ Initiative Implementation", vietnam-redd.org/Web/Default.aspx?tab=newsdetail&zoneid=107&sub-zone=157&itemid=522&lang=en-US.

12 See goldstandard.org and www.wplus.org.

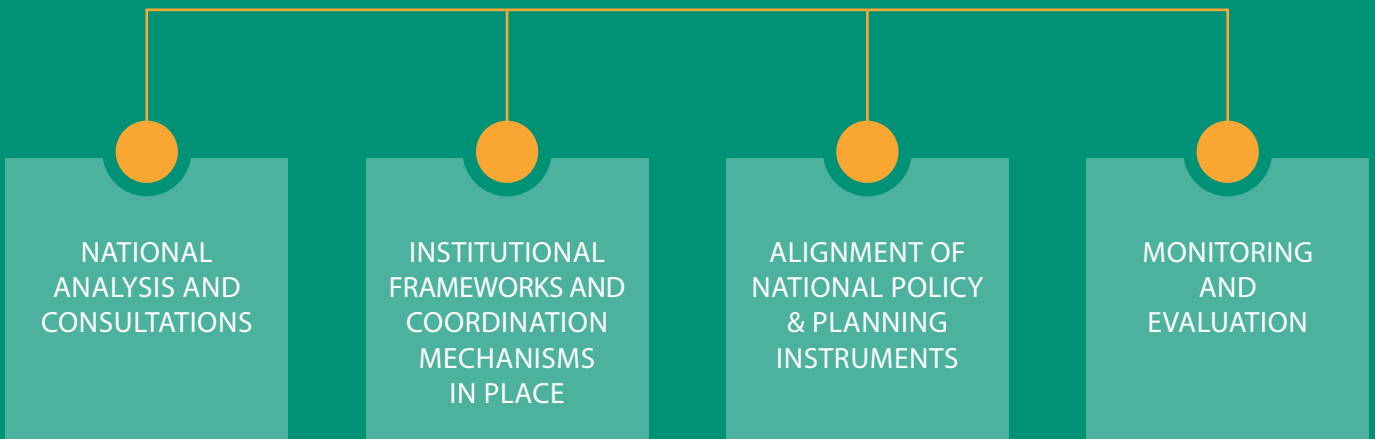
5 CONCLUSION

As countries review, revise, enhance and implement their Nationally Determined Contributions, it will be important to recognize and support the role of women as active agents in addressing and responding to climate change. Presently, the lack of recognition of the importance of the roles that women play in both adaptation and mitigation, and the substantial contributions they can make, presents a needless barrier to successful national climate change action, not to mention full achievement of the Sustainable Development Goals (SDGs).

Discussions with five countries—Costa Rica, Morocco, Peru, Uganda and Vietnam—revealed a set of gaps and challenges to integrating gender concerns and women’s empowerment into climate change policy and the NDCs to date:

- 1) Most countries have or are in the process of developing a climate change policy and a gender equality policy: namely, the policies exist but the question remains **of how to operationalize these policies to initiate concrete action.**
- 2) **Putting different pieces together.** Once the policies are in place for climate change, gender equality, sustainable development and other areas of relevance, how can they be most successfully integrated, and how do they become part of ongoing planning, implementation and impact assessment? Many INDCs do not reflect existing national gender and climate change policies or strategies.
- 3) The process of **generating and replicating positive models for action at local and community levels** can be a challenge. How can communities be supported to implement good climate change practices that take into account gender issues?
- 4) **Developing capacity at the national and sub-national levels** is needed to raise awareness of gender in climate change and integrate gender into climate change policy and planning in all sectors and at all levels.
- 5) Resources and support are needed to enable the **mobilization of institutions and stakeholders.**
- 6) There continues to be a need to **promote the participation of women** in leadership, government departments and climate change institutions.
- 7) Many countries **see inadequate interdepartmental exchange and coordination** on gender equality and climate change as inhibiting sectoral planning and policy.

FIGURE 1. BUILDING BLOCKS FOR GENDER-RESPONSIVE NDCs



To address these gaps and challenges, the entry points for integrating gender into NDCs can be conceptualized in a series of four building blocks that can be integrated into NDC implementation planning:

- 1) Analysis of policy, legal, institutional and programmatic steps to inform the development of NDC implementation plans, prioritize key sectors, and identify barriers to women's empowerment and participation in order to achieve better policy articulation and strengthen gender integration into NDC readiness and implementation processes. This includes sectoral analyses, multi-stakeholder workshops and consultations, and the development of sex-disaggregated data to set a baseline for monitoring and evaluation (M&E) and the setting of programming objectives.
- 2) Establishment of institutional frameworks and coordination mechanisms to ensure gender integration into climate planning and policy processes and bodies, and to enhance decision makers' knowledge and capacity for gender-responsive mitigation and adaptation policies, planning, and financing mechanisms.
- 3) Alignment of policy/planning/national instruments with NDCs to enhance and implement gender-responsive mitigation and adaptation. Such instruments include LEDs, NAMAs, NAPs, REDD and sectoral action plans. For example, the INDCs of Guinea, Liberia and Malawi point to gender priorities in their respective NAPAs, while the Nigeria INDC identifies gender as an important pillar in its NAMA strategic framework.
- 4) Development of a monitoring system for key climate change sectors, to monitor the results of gender mainstreaming and social co-benefits. This may require the strengthening of national data and information management systems to develop and integrate sex-disaggregated data and indicators for monitoring and reporting. For example, Costa Rica has identified and prioritized the development and dissemination of sex-disaggregated information and traditional knowledge, since it recognizes that the lack of this information and knowledge is a main challenge for implementing evidence-based gender-responsive policies.

The integration of gender equality and a gender-responsive approach to NDC planning and implementation will result in better climate change outcomes, as well as more rapid progress towards achieving sustainable development and poverty reduction goals. National action will promote global cohesion. A review of the INDCs submitted to date indicates that while many countries are taking concrete

steps to integrate gender equality into their climate change planning and action, important challenges exist within all the main entry points. Overcoming these challenges and gaps requires political will, resource investment, and collaboration both within and across government and other essential stakeholders and partners, such as women's organizations, local-level decision makers and the private sector.



REFERENCES

- Adams, L., Sorkin, L., Zusman, E. and Harms, N., "Gender & Climate Finance Policy Brief" (Manila: Asia Development Bank, 2014).
- Angula, M. and Menjono, E., "Gender, culture and climate change in rural Namibia", *Journal for Studies in Humanities and Social Sciences* 3, no. 1 & 2 (2014), pp. 225–238.
- Asian Development Bank, "Building Gender into Climate Finance: ADB Experience with the Climate Investment Funds" (Manila: Asian Development Bank, 2016).
- Building Nigeria's Response to Climate Change (BNRCC), "Gender and Climate Change Adaptation: Tools for Community-Level Action in Nigeria" (Ibadan, Nigeria: Nigerian Environmental Study/Action Team—NEST, 2011).
- Bock, S., Drexel, R., Gabizon, S. and Samwel, A., "Access to affordable low-cost solar water heating solutions as a basis for the first gender-sensitive Nationally Appropriate Mitigation Action (NAMA) in Georgia" (Utrecht, Netherlands: Women in Europe for a Common Future—WECEF, 2015).
- Budlender, D., "Tracking Climate Change Funding: Learning from Gender-Responsive Budgeting" (Washington, D.C.: International Budget Partnership, 2014).
- Comstock, M., "Next Steps toward Implementing NDCs" (Geneva: UNDP, 2016), www.europe.undp.org/content/geneva/en/home/our-perspective/2016/4/20/Next-Steps-toward-Implementing-NDCs.html.
- Dankelman, I., "Introduction: Exploring Gender, Environment and Climate Change", in Dankelman, I., ed., *Gender and Climate Change: An Introduction* (Oxon, U.K.: Routledge, 2010).
- Denton, F., "Climate change vulnerability, impacts, and adaptation: Why does gender matter?" *Gender & Development* 10, no. 2 (2002), pp. 10–20.
- Distefano, F., "Understanding and integrating gender issues into livestock projects and programmes: A checklist for practitioners", Food and Agriculture Organization of the United Nations (Rome: Food and Agriculture Organization, 2013).
- Food and Agriculture Organization of the United Nations (FAO), "The State of Food and Agriculture, 2010–11: Women in agriculture, closing the gender gap for development" (Rome: Food and Agriculture Organization, 2011).
- Federal Republic of Nigeria, "Nigeria's Second Communication under the United Nations Framework Convention on Climate change" (Abuja: Federal Ministry of Environment, February 2014).

Goering, L., "From second jobs to new 'stinginess,' women see climate change differently", Thomson Reuters Foundation, 9 July 2015 (Retrieved 17 November 2015), www.trust.org/item/20150709200847-lp-mo3/?source=gep.

Grassi, F., J. Landberg, and S. Huyer, "Running Out of Time: The Reduction of Women's Work Burden in Agricultural Production" (Rome: FAO, 2015).

Green Climate Fund, "Annex XIII: Gender policy for the Green Climate Fund", in document GCF/B.09/23 of 16 April 2015.

World Bank, FAO and IFAD, "Gender in Climate-Smart Agriculture" (Washington, D.C.: World Bank, FAO, IFAD, 2015).

Huyer, S., "Gender and international climate policy: An analysis of progress in gender equality at COP21" (Copenhagen, Denmark: CGIAR Climate Change, Agriculture and Food Security Programme, 2016).

Huyer, S., Twyman, J., Koningstein, M., Ashby, J. and Vermeulen, S., "Supporting women farmers in a changing climate: five policy lessons" (Copenhagen, Denmark: CGIAR Climate Change, Agriculture and Food Security Programme, 2015), cgspace.cgiar.org/rest/bitstreams/60479/retrieve.

Huyer, S., "Gender and Climate Change in Macedonia: Applying a Gender Lens to the Third National Communication on Climate Change" (Skopje, Macedonia: 2014), [unfccc.org.mk/content/Publikacii/Gender and Climate Change in Macedonia.pdf](http://unfccc.org.mk/content/Publikacii/Gender%20and%20Climate%20Change%20in%20Macedonia.pdf).

Intergovernmental Panel on Climate Change (IPCC), "Human Security", in Field, C. B. et al., eds., "Climate Change 2014: Impacts, Adaptation, and Vulnerability, Part A: Global and Sectoral Aspects, Contribution of Working Group II to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change" (New York: Cambridge University Press, 2014).

Joint Regional Initiative for Women's Inclusion in REDD+, "Scoping Study of Good Practices for Strengthening Women's Inclusion in Forest and Other Natural Resource Management Sectors" (August 2013), produced by Women Organizing for Change in Agriculture and Natural Resource Management (WOCAN), the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation (UN-REDD) and the United States Agency for International Development (USAID).

Kristjanson, P., Waters-Bayer, A., Johnson, N., Tipilda, A., Njuki, J., Baltenweck, I., Grace, D. and MacMillan, S., "Livestock and women's livelihoods: A review of the recent evidence", in Quisumbing, A., Meinzen-Dick, R., Raney, T., Croppenstedt, A., Behrman, J. and Peterman, A., eds., *Gender in Agriculture and Food Security: Closing the Knowledge Gap* (Dordrecht, Netherlands: Springer Netherlands, 2014).

Lane, R. and McNaught, R., "Building gendered approaches to adaptation in the Pacific", *Gender & Development* 17, no. 1 (2009), pp. 67–80.

Ministry of Environment and Fishery Resources of Burkina Faso, "Burkina Faso National Climate Change Adaptation Plan (NAP)" (Ministry of Environment and Fishery Resources, 2015).

Ministry of Environment and Natural Resources of Kenya, "Strategy for Mainstreaming Gender in Climate Change: Engendering the Climate Change Responses in Kenya" (Nairobi: Ministry of Environment and Mineral Resources, 2012).

Pearl-Martinez, R., Aguilar, L., Rogers, F. and Siles, J., "The art of implementation: Gender strategies transforming national and regional climate change decision making" (Switzerland: International Union for Conservation of Nature, 2012).

Republic of the Sudan, "Sudan's Second National Communication under the United Nations Framework Convention on Climate Change" (Khartoum: Ministry of Environment, Forestry and Physical Development, 2013).

Republic of Namibia, "Third National Communication to the United Nations Framework Convention on Climate Change" (Windhoek: Ministry of Environment and Tourism, 2015).

Tall, A., Kristjanson, P., Chaudhury, M., McKune, S. and Zougmore, R., "Who gets the information? Gender, power and equity considerations in the design of climate services for farmers" (Copenhagen, Denmark: CGIAR Climate Change, Agriculture and Food Security Programme, 2014).

Tanaka, S., "Gender-Inclusive Designs in Climate Finance Projects: ADB's Approach" (Manila: African Development Bank, 2014), www-cif.climateinvestmentfunds.org/sites/default/files/GENDER_PRES_3_SONOMI_TANAKA_CIF_2014_Gender_Session_Sonomi_ADB_final5_23_jun.pdf.

United Nations Conference on Trade and Development (UNCTAD), "Applying a Gender Lens to Science, Technology and Innovation" (Geneva: UNCTAD, 2011).

United Nations Development Programme (UNDP), "Developing Country Support Needs for the Implementation of Nationally Determined Contributions (NDCs): Results from a Survey conducted by the United Nations" (New York: UNDP, 2016).

United Nations Development Programme (UNDP), "Gender, Climate Change and Community-Based Adaptation" (New York: UNDP, 2010).

United Nations Development Programme (UNDP), "Mainstreaming Gender in Mitigation and Technology Development and Transfer Interventions: Capacity Building Package" (New York: UNDP, 2015).

United Nations Development Programme (UNDP), "Gender and adaptation" (New York: UNDP, 2013a)

United Nations Development Programme (UNDP), "Overview of linkages between gender and climate change" (New York: UNDP, 2013b).

United Nations Development Programme (UNDP), "Gender-Responsive National Communications Toolkit" (New York: UNDP, 2015).

UN-REDD, "The Business Case for Mainstreaming Gender in REDD+" (Geneva: UN-REDD Programme Secretariat, 2011).

Women Organizing for Change in Agriculture and Natural Resource Management (WOCAN), "W+: Ensuring Benefits to Women" (Bangkok: WOCAN, 2014).

World Bank, "World Development Report 2012: Gender Equality and Development" (Washington, D.C.: World Bank, 2012).

ANNEXES

ANNEX 1: EXPERIENCES IN INTEGRATING GENDER EQUALITY INTO NATIONAL CLIMATE CHANGE POLICY AND INSTITUTIONAL FRAMEWORKS: COSTA RICA, MOROCCO, PERU, UGANDA, VIETNAM

COUNTRY	GENDER AND CLIMATE CHANGE POLICY FRAMEWORK	PRIORITY AREAS AND ACTIONS	GAPS AND CHALLENGES	NEXT STEPS/FUTURE ACTIONS FOR NATIONAL CLIMATE POLICY/NDC
COSTA RICA	<ul style="list-style-type: none"> • Gender and Climate Change Action Plan. • National Strategy on Climate change to 202. • Gender included in plan on carbon neutrality in 2021. • Gender equality and human rights are part of the national climate change approach as outlined in the national constitution and international mandates. • Historical commitment to universal human rights and gender equality principles. Commits to a transformational approach to gender in public climate change policy, and supports the participation of women in policymaking and climate action implementation. 	<ul style="list-style-type: none"> • Transportation, energy, agriculture, water resources and REDD. 	<ul style="list-style-type: none"> • Sensitization and capacity-building on gender equality within sector ministries. 	<ul style="list-style-type: none"> • Analysis and guidelines on how to integrate gender into climate change priority sectors. • Establishment of interdepartmental committee to integrate and coordinate gender and CC. • Consultation with community- and national-level stakeholders such as women's organizations and local decision-makers to develop local and regional plans of action. • Partnership with civil society in the identification of priority issues and the development of actions.
MOROCCO	<ul style="list-style-type: none"> • Currently developing a national gender strategy; the second step will be to develop a regional-level development plan to work with local governments on mainstreaming gender and CC issues. 	<ul style="list-style-type: none"> • Energy, water management, health and agriculture projects are underway on the ground in different areas. 	<ul style="list-style-type: none"> • GE policy is being established, but there is insufficient focus on action and specific measures. • Mobilization of institutions and stakeholders. • Capacity-building action in the field. • Operationalizing the commitments. • The need for guidelines for implementation and a vision for integrating gender. 	<ul style="list-style-type: none"> • Development of gender analysis in the focus sectors, including gaps, opportunities and sex-disaggregated data. • The setting of baselines and the development of gender indicators in the key sectors, which can be integrated into the national M&E framework. • Development of training and guidelines for policymakers, and planning at national and subnational levels.

COUNTRY	GENDER AND CLIMATE CHANGE POLICY FRAMEWORK	PRIORITY AREAS AND ACTIONS	GAPS AND CHALLENGES	NEXT STEPS/FUTURE ACTIONS FOR NATIONAL CLIMATE POLICY/NDC
PERU	<ul style="list-style-type: none"> Ministry of Environment leads climate change policy and planning with the Ministry of Women. Framework: National Plan for Gender Equality 2012–2017; future Peruvian Action Plan on Gender and Climate Change; National Strategy on Climate Change. Gender equality and climate change are designated as cutting across national policy. 	<ul style="list-style-type: none"> DRR/health, education, forests, food security, water management, energy, transportation/infrastructure. Four main objectives: <ol style="list-style-type: none"> Promote the production, access and use of differentiated information on the impacts of climate change on women and men. Strengthen the capacities of officials and the public to incorporate a gender perspective into policies and management tools. Promote equal access of women and men to dialogue, training and decision-making. Incorporate a gender perspective into policies and management instruments related to climate change, with a focus on adaptation and GHG emissions management. 	<ul style="list-style-type: none"> Awareness-raising within ministries. Gender equality is recognized as a priority but not fully operationalized. Gender is not mainstreamed within sectoral policy and planning. Sex-disaggregated data development and dissemination along with traditional knowledge. Capacity-building to integrate gender at the policy and programming/practitioner levels and with women on the ground. Integration of gender and gender analysis into the eight priority sectors. Empowering the participation of women's organizations with different ministries. 	<ul style="list-style-type: none"> Intergovernmental CC and GE committees are not integrated; there is a need to bring them together. Strengthening of coordination mechanisms within government, possibly through the identification of gender focal points in ministries. Capacity development with ministries.
UGANDA	<ul style="list-style-type: none"> Gender and human rights mainstreamed in National Climate Change Plan. Gender mainstreamed in all ministries, although gender focal points are not in place in all ministries. Ministry of Environment has the mandate to provide support as well as overall coordination and management of CC and GE. 	<ul style="list-style-type: none"> Areas of focus: food insecurity, water shortages and fuelwood scarcity; crop pests and disease; health and sanitation; settlements and infrastructure. Guidelines and training for mainstreaming, including gender issues with stakeholders at different levels (national, subnational and local). Capacity development of communities and local policymakers, using the Gender and Climate Change Training Course. Developing gender capacity in international climate negotiations. 	<ul style="list-style-type: none"> Budgetary constraints on supporting interventions and capacity-building for reaching women and women's constituencies. The need to pilot appropriate technologies and interventions that provide benefits to women. The need for and challenge of increasing gender equality capacity in ministries. 	<ul style="list-style-type: none"> The need to identify simple technologies such as biogas and improved cookstoves, and increase the use of solar energy. Undertake/continue analysis in key CC sectors to identify opportunities where women can benefit and where socioeconomic change can be supported. Development of gender indicators to measure progress and who benefits from it.

COUNTRY	GENDER AND CLIMATE CHANGE POLICY FRAMEWORK	PRIORITY AREAS AND ACTIONS	GAPS AND CHALLENGES	NEXT STEPS/FUTURE ACTIONS FOR NATIONAL CLIMATE POLICY/NDC
VIETNAM	<ul style="list-style-type: none"> • Gender is a priority in the National Climate Change Strategy. • Climate change is connected to gender equality and sustainable development. • National Target Programme to Respond to CC and Green Growth, integrated with the National Policy on Gender Equity. • The Department of Meteorology, Hydrology and Climate Change of the Ministry of Natural Resources and Environment has developed the INDC and the Plan for implementation of the Paris Agreement in which gender is mainstreamed. • Ministry of Labour, Invalids and Social Affairs is developing a gender and CC plan for 2017–2020 with the national Women’s Union. 	<ul style="list-style-type: none"> • Areas of focus: water, agriculture and crop production, DRR, biogas and deforestation. • The focus is on community-level activities with the national Women’s Union: capacity development, education, training. 	<ul style="list-style-type: none"> • Translating GE in the INDC into concrete action. Policies are in place, but the question remains how to implement part of NDC and an overall M&E plan. There is also a need to develop capacities at the national level. 	<ul style="list-style-type: none"> • M&E are pillars in the Climate Change Action Plan, providing a good opportunity to integrate gender. • A planned workshop with line ministries and other experts can provide an opportunity to raise awareness and develop an action plan integrating gender equality into CC activities on the ground. • Identification of the priority issues, outcomes and indicators of gender equality and CC work. • The work program on gender should be developed in line with the Lima Work Programme on Gender.

ANNEX 2: TERMS USED IN THE GENDER EQUALITY AND CLIMATE CHANGE ANALYSIS FRAMEWORK

CATEGORY 1 (CLIMATE CHANGE PRIORITIES IN-COUNTRY, INCLUDING PRIORITIES FOR GENDER EQUALITY OR WOMEN)

SEARCH TERM	
Adaptation —any reference made to gender equality or women in relation to priority, sector, programming, or capacity development in adaptation.	Angola, Barbados, Burundi, Cameroun, Central African Republic, Comoros, Costa Rica, Côte d’Ivoire, Dominica, DR Congo, Ethiopia, Georgia, Ghana, Guinea, Jordan, Kenya, Kiribati, Lesotho, Liberia, Mali, Malawi, Mauritius, Mexico, Morocco, Myanmar, Nauru, Peru, Saint Vincent and the Grenadines, Seychelles, South Africa, Sudan, Tajikistan, Uganda, Vietnam, Zimbabwe
Mitigation —any reference made to gender equality or women in relation to mitigation policy, programming, or capacity development.	Angola, Burkina Faso, Chad, Costa Rica, Dominican Republic, Georgia, Honduras, Jordan, Liberia, Malawi, Mauritius, Myanmar, Nigeria, Peru, Senegal, Uganda, Vietnam, Zambia
Gender mainstreaming —gender equality is referred to as crosscutting, mainstreamed or a pillar in either the INDC or national climate change policy; national (sustainable) development planning, strategy or policy; national vision or commitment for development; or the national constitution.	Angola, Barbados, Brazil, Burkina Faso, Burundi, Cameroun, Costa Rica, Dominican Republic, Guatemala, Guinea, Haiti, Honduras, India, Jordan, Kenya, Kiribati, Liberia, Malawi, Mexico, Morocco, Myanmar, Papua New Guinea, Peru, Philippines, Sierra Leone, South Africa, Swaziland, Tajikistan, Tonga, Uganda, Vietnam, Zimbabwe
Human rights —gender equality is placed in a context of, or ranked equivalently with, human rights.	Brazil, Costa Rica, Georgia, Guatemala, Honduras, Malawi, Mexico, Morocco, Philippines, South Sudan, Uganda
Vulnerability —women are included in the identification of vulnerable groups and regions.	Barbados, Brazil, Burundi, Ghana, Cambodia, Cameroun, Central African Republic, Côte d’Ivoire, Dominican Republic, Dominica, Eritrea, Georgia, Guatemala, Guinea, Indonesia, Jordan, Kenya, Kiribati, Lesotho, Liberia, Mali, Malawi, Mauritius, Mexico, Morocco, Peru, Seychelles, South Sudan, Uganda, Zimbabwe
Agents of change —women are identified as agents of change for addressing climate change.	Honduras, Dominican Republic
Decision-making —participation of women in decision-making and implementation around adaptation and mitigation.	Angola, Comoros, Costa Rica, Honduras, Liberia, Malawi, Mexico, Peru
Capacity development —targeting or participation of women in programmes and increased access to resources and training.	Angola, Barbados, Burundi, Cameroun, Comoros, Côte d’Ivoire, Eritrea, Kenya, Liberia, Mali, Malawi, Mexico, Seychelles, Sudan, South Sudan
Resilience —a goal of capacity development and support to women and other social groups.	Cameroun, Dominica, DR Congo, Ghana, Honduras, Liberia, Mali, Malawi, Nigeria, Seychelles, South Africa, Sudan
Finance —access to finance, finance instruments to support women’s adaptation or mitigation actions.	Burkina Faso, Comoros, Nigeria

CATEGORY 2 (SPECIFIC SECTORS WHERE CLIMATE CHANGE IMPACTS ARE REFERRED TO IN RELATION TO GENDER EQUALITY OR WOMEN)

Analysis in this category looked at the sector or priority area where INDCs referred to women's situation, the importance of addressing women's concerns, targeting them as beneficiaries or stakeholders, or providing capacity development to women.

SEARCH TERM	
Disasters	Dominica, Kiribati, Malawi, South Sudan, Tajikistan, Saint Vincent and the Grenadines
Energy	Angola, Barbados, Burkina Faso, Côte d'Ivoire, Georgia, Mexico, Niger, Nigeria, Senegal, Zambia
Agriculture	Burundi, Cameroun, Côte d'Ivoire, Dominica, Georgia, Guatemala, Guinea, Jordan, Lesotho, Liberia, Mali, Nigeria, Somalia, Sudan, Zambia
Environmental and natural resources management	Comoros, Gambia, Lesotho, Peru, Sudan
Economic improvement/livelihoods	Jordan, Lesotho, Nigeria
Health	Benin, Burkina Faso, Cambodia, Jordan, Liberia, Nigeria, Peru
Workload	Lesotho, Niger, Senegal

CATEGORY 3 (THE NATIONAL GENDER POLICY CONTEXT FOR CLIMATE CHANGE)

SEARCH TERM	
Gender equality policy —reference is made to the gender equality policy as part of the policy or implementation framework of the INDC.	Liberia, Mali, Tonga
Policy integration —integration of gender equality policies or women’s ministries with other ministries, policies, strategies or programmes in addressing climate change.	Burkina Faso, Costa Rica, Gambia, Guatemala, Liberia, Malawi, Peru
Gender in CC policy —existence of a gender and climate change policy, programme, or action plan.	Jordan, Liberia, Peru
Sustainable development policy —gender mainstreamed into the SD policy.	Jordan, Morocco, Nigeria, Papua New Guinea, Seychelles, Vietnam
Poverty reduction policy —gender mainstreamed into the national poverty reduction policy.	Jordan, South Sudan, Vietnam, Zambia
Monitoring and evaluation —gender results are monitored in a national ministry or programme.	Guinea, Mauritius, Morocco, Niger, Seychelles
Instruments/Mechanism —gender equality is mainstreamed into climate change instruments such as LED (Low Emission Development Strategy), NAP, NAPA, NAMA and REDD (programme for reducing emissions from deforestation and forest degradation in developing countries).	Costa Rica, Georgia, Guinea, Liberia, Malawi, Nigeria
Multi-stakeholder/consultative approach —towards policy development or implementation of programmes.	Costa Rica, Gambia, Honduras, Indonesia, Kenya, Mauritius, Mexico, Nigeria, Sierra Leone, Uganda



*Empowered lives.
Resilient nations.*

United Nations Development Programme

One United Nations Plaza
New York, NY, 10017 USA
Tel: +1 212 906 5502
www.undp.org