



# Basics of Mainstreaming Gender into Climate Change and Disaster Risk Reduction Policies

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# FOREWORD



Climate change is one of the most pressing challenges of our time, posing existential threats to humanity and the natural environment. Climate change is indeed a shared responsibility where everyone matters, but it also vital to recognise is those who are most impacted by this global phenomenon. As we have seen and proven once again through this report, the impacts of climate change are unequal and they affect vulnerable women the most. Despite gender being an important dynamic in climate change and disaster risk efforts, this connected concern has seldom been the focus. Therefore, the rationality of this report attempts to address this oversight - the uncommon nexus between gender and climate change and disaster risk reduction - through several relevant tools and approaches applicable within the Asia-Pacific region.

As advocates of gender, we can appreciate how far gender mainstreaming has paved the way since its inception as a global strategy. It is indeed an approach that integrates gender perspectives in policy processes, taking into account the interests of people of different genders. As such, gender mainstreaming in the area of climate change and disaster risk reduction policies involves building and enhancing adaptive capacities while safeguarding the needs of the most vulnerable - all of which contribute to the greater goal of achieving gender equality.

This report on Basics of Mainstreaming Gender into Climate Change and Disaster Risk Reduction scrutinizes the existing gaps in gender mainstreaming within the areas of climate change and disaster risk reduction policies. Through highlighting

the lack of gender integration within these policies, it brings into focus the relevancy of advocating for gender mainstreaming especially within the Asia-Pacific region. Over the past two decades, gender mainstreaming may have been initiated by the lead agencies and governments from this region, however, there remain gaps. The tools and approaches proposed by this report come as a response to our constant efforts to strengthen gender equality and human rights and contribute as a whole to the areas of climate change and disaster risk actions in Asia and the Pacific region. Some good practices identified in this report, as well as the case studies presented, would benefit any reader keen to address gender in climate change and disaster risk reduction.

Gender mainstreaming is certainly a long-term goal that requires a collaborative approach towards achieving gender-responsive climate action. We at UN Women, within the context of the programme “Empower: Women for Climate Resilient Societies”, seek to foster greater awareness and cooperation for gender

equality, climate change, and disaster risk reduction policies and actions. Whilst at the same time, we acknowledge that gender mainstreaming entails more than just approaches and tools - it involves a coalition between policymakers, stakeholders, and all development partners. Notwithstanding the obvious connection between Gender, Climate change, and Disaster Risk Reduction areas, this vital nexus has rarely been examined simultaneously. Consequently, this report provides significant potential to open the doors to this paradigm.



**Mohammed Naciri**  
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# ACRONYMS & ABBREVIATIONS

<b>ADB</b>	Asian Development Bank
<b>ADPC</b>	Asian Disaster Preparedness Centre
<b>AFB</b>	Adaptation Fund Board
<b>ARROW</b>	Asian Pacific Resource and Research Centre for Women
<b>AMAF</b>	ASEAN Ministers of Agriculture and Forestry
<b>AMS</b>	ASEAN Member States
<b>APWLD</b>	Asia Pacific Forum on Women, Law and Development
<b>ASEAN</b>	Association of South East Asian Nations
<b>CBA</b>	Community-Based Adaptation
<b>CBDRM</b>	Community-Based Disaster Risk Management
<b>CC</b>	Climate Change
<b>CCAFS</b>	Climate Change Agriculture and Food Security
<b>CEDAW</b>	Convention on Elimination of All Forms of Discrimination Against Women
<b>CFSVA</b>	Comprehensive Food Security and Vulnerability Analysis
<b>CNDPC</b>	Committee for Natural Disaster Prevention and Control
<b>COP</b>	Conference of the Parties
<b>CSA</b>	Climate-Smart Agriculture
<b>CVCA</b>	Climate Vulnerability and Capacity Analysis
<b>DMC</b>	Disaster Management Centre
<b>DRR</b>	Disaster Risk Reduction
<b>DRSF</b>	Disaster Related Statistics Framework
<b>ERRA</b>	Earthquake Reconstruction and Rehabilitation Authority

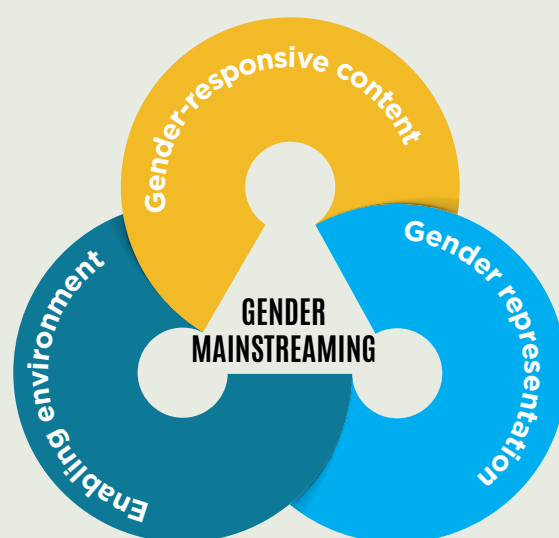
<b>ESCAP</b>	United Nations Economic and Social Commission for Asia and the Pacific
<b>FPAR</b>	Feminist Participatory Action Research
<b>GAP</b>	Gender Action Plan
<b>GCF</b>	Green Climate Fund
<b>GEF</b>	Global Environment Facility
<b>GGGI</b>	Global Green Growth Institute
<b>GIA</b>	Gender Impact Assessment
<b>GVAP</b>	Gender and Vulnerability Action Plan
<b>ICIMOD</b>	International Centre for Integrated Mountain Development
<b>MARD</b>	Ministry of Agriculture and Rural Development
<b>M&amp;E</b>	Monitoring and Evaluation
<b>NAPAs</b>	National Adaptation Programmes of Action
<b>PACC</b>	Pacific Adaptation to Climate Change
<b>RECOFTC</b>	Centre for People and Forests
<b>SAARC</b>	South Asian Association for Regional Cooperation
<b>SADDD</b>	Sex, Age, and Diversity Disaggregated Data
<b>SDGs</b>	Sustainable Development Goals
<b>SEI</b>	Stockholm Environment Institute
<b>Sida</b>	Swedish International Development Cooperation Agency
<b>SPREP</b>	Secretariat of the Pacific Regional Environment Programme
<b>UNDP</b>	United Nations Development Programme
<b>UNDRR</b>	UN Office for Disaster Risk Reduction
<b>UNFCCC</b>	United Nations Framework Convention on Climate Change
<b>VWU</b>	Viet Nam Women's Union
<b>WEDO</b>	Women's Environment and Development Organization
<b>WFP</b>	World Food Programme
<b>WHO</b>	World Health Organization
<b>WOCAN</b>	Women Organizing for Change in Agriculture and Natural Resource Management

# I. Executive Summary

This report is a review of gender mainstreaming principles and examples of interventions by countries and organisations in Asia and the Pacific region. It also includes tools and approaches to mainstream gender into climate change and disaster risk reduction policies.

The proposed three dimensions of gender mainstreaming – gender-responsive content, gender representation and enabling environment – need to be taken into consideration in all phases of the policy-making process. This requires the integration of a gender perspective into the **content** of different policies, addressing the issue of **representation** of women and men in the given policy area and **institutionalizing** gender equality in the structure, processes and cultures of organizations implementing these policies.

The rationale for gender mainstreaming is presented primarily from both rights-based and efficiency arguments: women as well as men are entitled to the same opportunities to influence and benefit from climate change related programmes, and the inclusion of women and men’s individual and collective knowledge and



experience benefits climate change and disaster risk reduction project outcomes, as well as household and community resilience and thus climate change adaptive capacity.

The report reviews how three international frameworks: Convention on Elimination of All Forms of Discrimination Against Women (CEDAW), the UN Framework Convention on Climate Change (UNFCCC) and the Sendai Framework for Disaster Risk Reduction 2015-2030 refer to gender in their policies and respond through various activities. All three do address gender



and climate change and disaster risk though a number of persistent constraints remain, including conceptual confusion, inadequate understanding of the linkages between gender and climate change, and inadequate capacity to incorporate gender perspectives once they have been identified. The lack of understanding of “how” gender perspectives can be identified and addressed remains one of the most serious constraints.

In Asia and the Pacific region, gender mainstreaming into climate change and Disaster risk reduction policies has been initiated by some lead agencies and governments, but still has far to go to comply with the UNFCCC/Paris Agreement, CEDAW and Sendai Framework policies. While both gender and climate change have been focus issues, the mention of both issues at the same place and at the same time is still uncommon.

The paper attempts to address this conundrum of “how” to address gender in climate change and Disaster risk reduction through describing several tools, some of which are commonly used and others which may be less well known. Tools for developing the content for gender mainstreaming, and particularly those to address gender representation are frequently used by organisations implementing research, advocacy and some climate projects, but there is far less evidence of the use of tools for the institutionalisation of gender in organisations. This is coupled with the higher incidence of initiatives that focus on

women’s participation and engagement, rather than alignment with the broader goals of gender mainstreaming in the region.

Highlighted here are tools and approaches that incentivise gender mainstreaming through the requirements of climate funds, and one that rewards organisations that produce results for women’s empowerment using a market and results-based financing system. Ten cases are presented demonstrating good practices implemented in the region, including four examples of applications of these tools and approaches and six examples that demonstrate the results of capacity building targeting enhanced women’s participation and engagement. Several tools and references are presented that will be of use to readers seeking concrete guidance- on how to move forward to mainstream gender into climate change and Disaster risk reduction policies and programmes.

To address the existing gaps and be in compliance with the gender mainstreaming elements of the three global conventions on gender and climate change and Disaster risk reduction requires more than the use of tools and approaches. It requires the willingness for gender transformative change and strong gender analysis capabilities from policymakers at all levels, in the sectors related to climate change that are often technical in nature. The use of incentives, such as those provided by the climate funds are key. Sustainable, people-centred

development is only possible when gender perspectives are addressed as integral elements; priority should therefore be given by national policy makers, gender machineries, development partners and other stakeholders to addressing the challenges to gender mainstreaming as

an important means of ensuring the full implementation of the frameworks for the UNFCCC/Paris Agreement, CEDAW and Sendai Framework, in addition to all of the other collaborative programmes for climate change and sustainable development.



Photo: UN Women and UN Environment Programme/Prashanthi Subramaniam

## II. Background

Gender is an important dynamic in climate change and disaster risk reduction efforts. The reasons are essentially two-fold: (i) the agency of women is essential for tackling climate change and disaster risks; and (ii) despite significant strides that have been made in addressing gender inequalities over the years, women are still among the marginalized groups of society and are particularly vulnerable to current and future climate change and disaster risk.

Existing conditions and discrimination determine who is most impacted by disasters. Women tend to be poorer than men by significant margins and people in poverty bear the brunt of climate change impacts. They are most dependent on the environment for livelihoods, food, fuel and medicine. At a community level, women often lead actions on conserving natural resources, adapting crops to changing soil and climatic conditions and support rebuilding following disasters. The feminization of poverty and gendered divisions of labour present clear differences in how climate change impacts women and men and their respective capacities for coping with and adapting to climate change.<sup>1</sup> For example, women are responsible for food production and food security within and beyond the family, with 80 per cent of food in Cambodia produced by women.<sup>2</sup> In addition, shortage of food, water and fuel

(often all based on natural resources) due to the impacts of climate change increases women's and girls' workload, leaving them no time for pursuing economic activities and education, consequently increasing inequalities. Therefore, the impact of climate change and disasters on the agricultural sector significantly affects women's ability to generate income and secure food and nutrition for themselves and their families.<sup>3</sup>

Even disaster mortality rates are higher for women than for men, caused by differences in the vulnerability of women resulting from socially constructed gender roles. Violence against women is known to rise after disasters. The risk of this may be increased by a lack of privacy and safety in camps or shelters; coercion to provide sex for goods or services; and a backlash against women who have taken on new leadership roles.<sup>4</sup> Following the 2004 Asian tsunami, it was found that in many villages in Aceh, Indonesia, and in parts of India, females accounted for over 70 per cent of the dead. In the 1991 cyclone disaster that killed 140,000 in Bangladesh, 90 per cent of victims were women and girls. A study of 141 countries found that more women than men are killed during disasters; and at an earlier age, particularly in poor communities, because of the discrimination they suffer due to their gender.<sup>5</sup>

**BOX 1****Coastal rehabilitation programs in the Philippines**

**In the Philippines, through coastal rehabilitation programs managed and implemented by women, the construction of artificial coral reefs and mangroves were initiated. Also sea grass communities devastated by typhoon Haiyan were rehabilitated, in order to provide fishing grounds for women. Impacts of the rehabilitation program saw the increase of fish catch from 7 to 15 kilograms, organization of 74 self-help groups with a total of 976 women members (from Guiuan and Salcedo) and total individual savings of PhP1.7 million (US\$ 32.14 million).**

While women's vulnerability is almost always assumed, their unique capacities and contributions across the disaster management cycle (mitigation, preparedness, response and recovery, and adaptation) have not been well documented.<sup>6</sup> In fact, women's individual and collective knowledge and experience in natural resource management and other social activities at the household and community levels equip them with unique skills that benefit mitigation, disaster and adaptation efforts across scales and sectors.<sup>7</sup> For example, during a drought in the small islands of the Federated States of Micronesia, women's knowledge of island hydrology due to

their land-based work enabled them to find potable water by digging a new well. Similarly, in Honduras, post-Hurricane Mitch (1998), women helped save lives and assets as they led and organized community-based work to rebuild homes and other properties.<sup>8</sup>

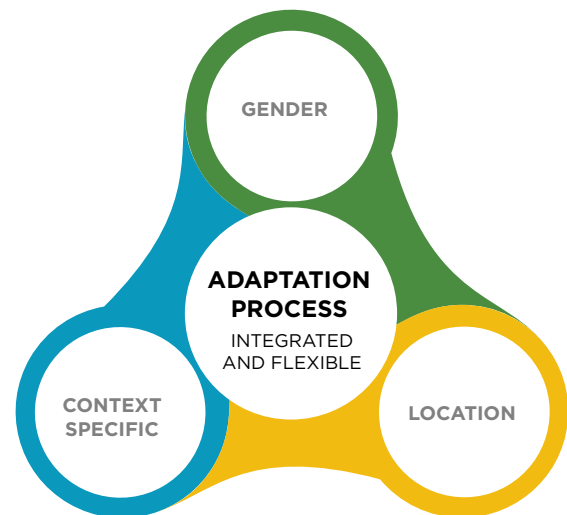
Disaster risk reduction and adaptation efforts by households and communities must create the capacity to deal with increasingly difficult and more frequent conditions and gradual changes in climate, even though it is not possible to anticipate the exact timing and nature of these. This requires a focus on capacity development at all levels recognizing the different needs and roles of men and women. Women's leadership capacities and their critical role in resource management to alleviate the impacts of climate change need to be highlighted. In practice, it is also vital to strengthen the capabilities of organisations that support these programmes through research, extension and monitoring to incorporate gender perspectives.

Women do tend to bear a disproportionate burden of adjustment to climate change, based on their multiple roles as food producers and providers, guardians of health and care-givers, but receive far fewer resources to cope with its impacts.<sup>9</sup> According to OXFAM, households that are female-lead tend to be among the poorest and the most vulnerable to disasters and climate change because they may not have a choice with regards to choosing their living locations and hence they might live for example in flood prone areas or steep slopes. Furthermore, women tend to have fewer assets to rely on than men

and they are less likely to own their own land, or have access to credit, agricultural extension services, and transportation.<sup>10</sup>

Decisions regarding adaptation at the household level revolve around preparing for or responding to climate risks, that affect crops, livestock, household water and energy resources, health, and kitchen gardens (that women are usually responsible for). There are multiple objectives underlying the decisions of adopting climate-smart practices and women and men may attach different weights to these objectives as well as have different roles in securing them. Furthermore, adoption of new practices related to energy and land management will have differentiated implications to men's and women's income, labour requirements and well-being. So, the main concerns at the household level are securing livelihoods and food security, reducing risks and increasing income. Because of the adopted gender roles, tasks, responsibilities and gender-based division of labour, women and men may consider risks, what is at stake and how to protect it in different ways. Therefore, the distinct roles of women and men in decision making should be acknowledged and supported, as well as participation in adaptation and disaster risk reduction projects and activities should be ensured.<sup>11</sup>

Adaptation processes need to be location-, gender- and context-specific, integrated and flexible. This is accomplished by basing the processes on climate monitoring and impact and vulnerability assessments, as well as concurrently engaging and working with both women and men stakeholders to develop organisational



capacity and identify, evaluate, prioritize and select available adaptation options and tools. A study in 2019 by International Food Policy Research Institute shows that women's empowerment in the first place may influence the adoption of crop diversification to minimise exposure to climate risk.<sup>12</sup> In Bangladesh, particular measures of empowerment, namely women's participation in production decisions, and women's participation in groups, is positively correlated to crop diversification. Climate change adaptation programmes in agriculture are therefore likely to be more effective when using gender-sensitive approaches, in contrast to interventions working with mixed groups.<sup>13</sup> Women may take on new income-generating work as the result of new opportunities, which could change their position in the household as highlighted in the case of Bhungroo technology (see Box 2).

The experience from Bhungroo also highlights that past climate variability may provide important insights and

## BOX 2

### Bhungroo irrigation technology

The Bhungroo irrigation technology was developed in Gujarat, India by Naireeta Services, in response to the 2001 earthquake. The earthquake led to water scarcity that was followed by a monsoon. This technology advanced to become a sustainable solution to steady farming in both dry and wet seasons. The technology both assists in harvests and water storage for improved irrigation, serving the need to improve the livelihoods of the poor and towards educating semi-literate rural women on environmental protection. To accomplish the goals of adapting to the land and empowering the women of Gujarat, Naireeta Services expanded the technology to other areas in India and internationally (to Bangladesh, Ghana, Togo, Zimbabwe, and Madagascar). Similarly, the Women Climate Leaders (WCL) program trains women smallholder farmers to provide fee-based services to other smallholder farmers in their village. WCLs undertake Bhungroo feasibility and preliminary geo-hydro studies, supervision of Bhungroo erection and distribution of irrigation water. WCLs are paid by farmers for providing these services. Additionally, poor women smallholder farmers who own a Bhungroo earn income from the sale of crops and from helping other smallholders in their villages in gaining access to water.

experiences for understanding women's and men's vulnerability to climate variability. How and why they are exposed and sensitive to climate variability will give an idea of what may cause them to be vulnerable to climate change. In addition, the development of longer-term adaptation plans benefits from understanding men's and women's past or current coping strategies. Implementation of adaptation plans can spark changes in the social context by, for example increasing migration due to people in search of alternative livelihoods or shifting the division of labour due to climate impacts on health.<sup>14</sup>

## What is gender mainstreaming?

"Gender" refers to socially constructed or culturally determined characteristics of women and men, and to the kind of relations that women and men should have, according to societal norms. Gender is personal, changing and dynamic and differs across cultures. Because gender is constructed by society and not fixed, stereotypical notions of male and female roles can be challenged. In all societies, these roles have evolved and have changed throughout a culture's history.

**“Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels.”**

Gender mainstreaming is a strategy that has been widely adopted internationally with the aim of achieving gender equality. It is the organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated into all policies at all levels and all stages, by persons and institutions involved in policy making.

Most definitions of gender mainstreaming conform to the UN Economic and Social Council formally defined concept: mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels.<sup>15</sup> It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, budgeting, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.

Gender mainstreaming requires both integrating a gender perspective into the content of different policies, addressing the issue of representation of women and men in the given policy area and institutionalizing gender equality in the structure, processes and cultures of organizations implementing these policies. All three dimensions – gender representation, gender responsive content and enabling environment – need to be taken into consideration in all phases of the policy-making process.

Gender mainstreaming does not replace specific actions, i.e. measures targeted at a particular group and intended to eliminate and prevent discrimination or to offset disadvantages arising from existing attitudes, behaviours and structures sometimes referred to as positive discrimination. The European Union and others recommend the dual approach: gender mainstreaming as well as specific actions for men or women.

UN Women highlighted that gender mainstreaming is not just about adding a “woman’s component” or even a “gender equality component” into an existing activity.<sup>16</sup> It goes beyond increasing women’s participation; it means bringing the experience, knowledge, and interests of women and men to bear on the development agenda. It may entail identifying the need for changes in that agenda to change goals, strategies, and actions so that both women and men can influence, participate in, and benefit from development processes. Gender equality means more than just ensuring equal treatment and opportunities; it must be visible in a balanced distribution of power

and resources and shared responsibilities between women and men within society. It thus involves the transformation of unequal social and institutional structures into equal and just structures for both men and women.

## Rationale for gender mainstreaming

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Gender mainstreaming is not a new strategy. Gender mainstreaming is an approach that assures that the perspectives, knowledge and needs of women as well as men are included in climate change and disaster risk reduction policies. It was emphasized in the Beijing Platform for Action and builds on years of previous experience in trying to bring gender perspectives to the centre of attention in policies and programmes. The Beijing Platform for Action highlights “Non-governmental and grassroots organizations have a specific role to play in creating a social, economic, political and intellectual climate based on equality between women and men. Women should be actively involved in the implementation and monitoring of the Platform for Action”.<sup>17</sup> In these efforts and action plans developed to both understand the issues and develop effective strategies, many lessons have been learned.

The mainstreaming strategy emerged as a result of dissatisfaction with earlier approaches to narrowing gender gaps, that exclusively focused on women and on specific targeted initiatives. There was

### BOX 3

**Text of the Beijing Declaration and Platform for Action on environmental conservation<sup>17</sup>**

**Promote knowledge of and sponsor research on the role of women, particularly rural and indigenous women, in food gathering and production, soil conservation, irrigation, watershed management, sanitation, coastal zone and marine resource management, integrated pest management, land-use planning, forest conservation and community forestry, fisheries, natural disaster prevention, and new and renewable sources of energy, focusing particularly on indigenous women’s knowledge and experience.**

also recognition that inequality between women and men was a relational issue and that inequalities were not going to be resolved through a focus only on women, but required male allies and working with men to jointly redefine gender roles and relations. An important point is that the strategy of gender mainstreaming does not in any way preclude the need for specific targeted interventions to address women’s empowerment and gender equality. The Beijing Platform for Action calls for a dual strategy – gender mainstreaming complemented with inputs designed to address specific gaps or problems faced in the promotion of gender equality.



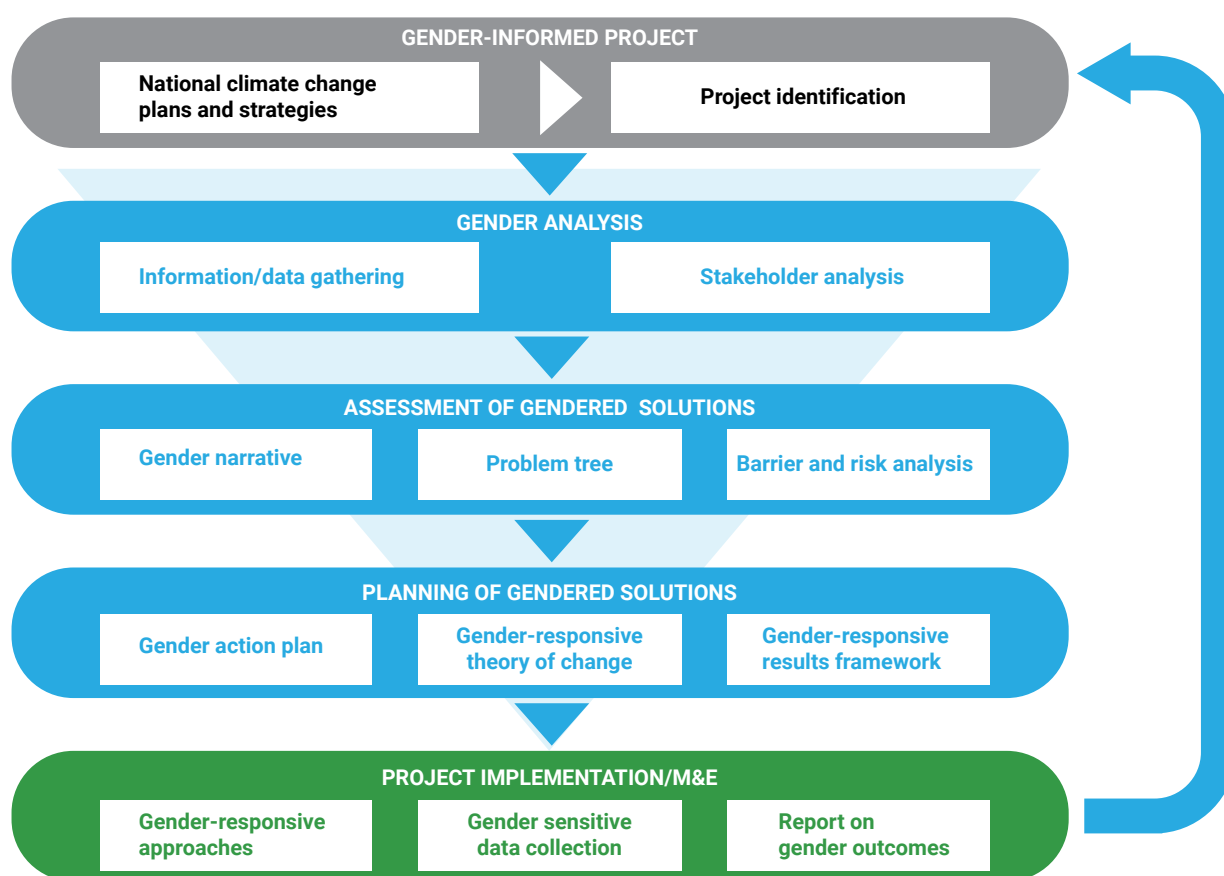
**“Non-governmental and grassroots organizations have a specific role to play in creating a social, economic, political and intellectual climate based on equality between women and men. Women should be actively involved in the implementation and monitoring of the Platform for Action.”**

#### **Beijing Platform for Action**

While mainstreaming is clearly essential for securing human rights and social justice for women as well as men, it also increasingly recognized that incorporating gender perspectives in all areas of development ensures the effective achievement of other social, economic and environmental goals. In line with this argument, gender equality is interwoven throughout the Sustainable Development Goals (SDGs). Prevalent gender inequalities continue to effect efforts to eradicate poverty and eliminate hunger, improve health and education, enhance sustainable consumption and production and management of fragile natural resources, foster peace and inclusive societies, reduce inequalities and help economies prosper in climate-responsive, sustainable and resilient ways. An examination of climate-relevant SDGs - SDG 13 on climate action, SDG 14 on life below water and SDG 15 on life on land - reveals that statistics on the

gender effects of climate change as well as management of natural resources on which women’s livelihoods heavily depend are largely missing.<sup>18</sup> While some evidence exists on the intersecting nature of SDGs, more work is needed to leverage the co-benefits between gender equality, climate action and disaster risks for the effective implementation of the international Agreements. Figure 1 is a step-wise illustration of gender-informed projects and gender mainstreaming in the project cycle which comprises of the following:

- Gender mainstreaming in the project cycle begins with the incorporation of gender considerations in national climate change plans and strategies, which facilitates gender-informed project identification.
- Gender analysis is at the core of gender mainstreaming and, through gender-sensitive data collection and stakeholder analysis, reveals existing gender inequalities in relation to the social, economic, and political factors underlying climate change.
- The next step involves the assessment of gendered solutions through problem tree and barrier and risk analyses that may be articulated in a gender narrative.
- The planning of gendered solutions means the elaboration of a gender-responsive theory of change and results framework to incorporate gendered solutions into a climate change project.

**FIGURE 1****Gender mainstreaming in the project cycle**

Source: GCF and UNWOMEN, 2017. Leveraging co-benefits between gender equality and climate action for sustainable development – Mainstreaming gender considerations in climate change projects

- Finally, the implementation and monitoring and evaluation (M&E) of gendered solutions should yield new data and information about the outcomes and impacts on women’s and men’s resilience to climate change, which can then inform national climate change plans and strategies and new project identification.

It can bring about more effective implementation and better targeting for projects, which are critical to the implementation of climate and disaster risk reduction policies at the critical levels of the household and community.

However, it is often difficult to see the relevance of the gender mainstreaming strategy in programmes dealing with technical or scientific subjects such as climate change or disaster risk reduction. The first step required is to understand the impact of the initiative on people (farmers, people living within a specific geographic location affected by disasters and climate change, etc.). Where the focus is primarily technical or technological, people are not usually adequately considered – and where people are not considered, it is very difficult to include a gender perspective. Discussions about climate change tend to focus on emissions, industry standards, measurement and monitoring, compliance

and scientific projections. Yet, proposed climate change programmes involve people – as consumers, as farmers and users of natural resources and environmental managers – so it is critical to understand the gender dimensions of these processes and the policies and programmes put in place to address them.

There are two major justifications for the need for gender-sensitive approaches to climate change and disaster risk reduction responses. Firstly, every person is entitled to the same opportunities to influence and benefit from climate change-related investments irrespective of sex or gender roles, and women remain amongst the most disadvantaged groups of society, who are particularly vulnerable to current and future climate change and disaster risk. Secondly, involving only part of the population would be ineffective. Women’s individual and collective knowledge and experience in natural resource management and other social activities at the household and community levels equip them with unique skills that benefit mitigation, disaster and adaptation efforts across scales and sectors. Paying attention to gender means recognizing the different needs as well as capacities and contributions of women and men.

If women stakeholders are not properly consulted when programmes or projects are being designed, important information about their knowledge and needs may not be detected and addressed, possibly jeopardizing the achievement of the project’s objectives. As well, higher levels of gender equality is also smart economics, by improving productivity and other development outcomes that increase

**“The first step required is to understand the impact of the initiative on people.”**

household and community resilience and thus climate change adaptive capacity.

Finally, it should be noted that the dynamic and context-specific nature of gender roles – and the changing climate – might cause disconnects between policy and legal frameworks and the actual situation on the ground if continuous attention to gender roles is not institutionalized. It is hence critical to apply gender-sensitive and participatory approaches and tools when assessing vulnerability, impacts and adaptation to climate change.

## **How gender mainstreaming is defined in the international frameworks on climate change and disaster risk reduction**

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### **1. Convention on Elimination of All Forms of Discrimination Against Women (CEDAW)**

In March 2018, in light of the significant challenges and opportunities for the realization of women’s human rights presented by climate change and disaster risk, the CEDAW Committee adopted gender recommendations on State’s

women's rights obligations in the areas of disaster risk reduction and climate change mitigation and adaptation.<sup>19</sup> Measures such as limiting fossil fuel use, reducing trans-boundary pollution and greenhouse gas emissions and promoting the transition to renewable energies are regarded as crucial steps in mitigating the negative human rights impact of climate change and disasters globally. Any steps taken by States to prevent, mitigate and respond to climate change and disasters within their own jurisdictions and extraterritorially must be firmly grounded in the human rights principles of substantive equality and non-discrimination, participation and empowerment, accountability and access to justice, transparency and rule of law.

The guidance to non-State actors states that parties should:

- Create conducive environment for gender responsive investment in disaster and climate change prevention, mitigation and adaptation, including through the promotion of renewable energies;
- Create incentives for women to engage in businesses involved in sustainable development and climate resilient livelihood activities in areas such as the clean energy sector and agro-ecological food systems. Businesses working in these areas should also be encouraged to increase the numbers of women they employ, particularly in leadership positions;

- Conduct gender impact analyses of any proposed public-private partnerships in the areas of disaster risk reduction and climate change; and
- Adopt regulatory measures to protect women from human rights violations caused by private business actors.

Specific to the indicator on climate change, the Convention asks countries to report on the following under Article 14 that focuses on rural women: "Has the State party ensured that the development and implementation of policies and programmes on disaster preparedness, response to natural disasters and impacts of climate change, as well as other emergencies, are based on a comprehensive gender analysis and mainstream the concerns of women, especially those of rural women, and include them in the design and management of such programmes?"

## 2. United Nations Framework Convention on Climate Change (UNFCCC) and the Paris Agreement

The Parties to the UNFCCC (at COP 16, 17) recognized that gender equality and the effective participation of women are important for effective action on all aspects of climate change. At COP 18, a landmark decision on gender balance in representation in bodies was established under the Convention or the Kyoto Protocol and in the composition of Parties' delegations. Every COP includes a gender item on gender-sensitive climate policy.

In 2014, the Parties agreed on a Lima Work Programme on Gender to advance gender balance and promote gender sensitivity in developing and implementing climate policy, declaring that the role of women is key to the response to climate change, and needs to be strengthened. In November 2016, parties were invited or requested to undertake gender mainstreaming-related activities, to deliver training and awareness-raising for female and male delegates on issues related to gender balance and climate change and build skills and capacity of their female delegates to participate effectively in UNFCCC meetings through training on negotiation skills, the drafting of legal documents and strategic communication. A special focus is to be placed on training and capacity-building for delegates from Parties that are particularly vulnerable to the adverse effects of climate change. They were also invited to increase the representation and active participation of women in the bodies established under the Convention.

Similarly, Parties were invited to mainstream a gender perspective in the enhancement of climate technology development and transfer and to appoint and provide support for a national gender focal point for climate negotiations, implementation and monitoring. Parties and relevant organizations were to participate and engage in implementing gender-related activities within the work programme and share information on their work related to integrating a gender perspective in the activities and work under the Convention, the Kyoto Protocol and the Paris Agreement and to consult through meetings in order to provide inputs to the

formulation of the gender action plan. When reporting on their climate policies under the UNFCCC process, Parties will include information on how they are integrating gender considerations into such policies, and are encouraged to integrate local and traditional knowledge in the formulation of climate policy, recognizing the value of the participation of grassroots women in gender-responsive climate action at all levels. The Financial Mechanism and its operating entities are requested to include in their respective annual reports to the COP information on the integration of gender considerations in all aspects of their work.

To support these actions, the Secretariat was directed to prepare a technical paper identifying entry points for integrating gender considerations in workstreams under the UNFCCC process for consideration by the Subsidiary Body for Implementation at its forty-eighth session in May 2018. All constituted bodies are requested to include in their regular reports information on progress made towards integrating a gender perspective in their processes according to the entry points identified in this technical paper.

The Secretariat prepared biennial synthesis reports on the information contained in the reports for consideration by the COP, starting with the twenty-fifth session (November 2019). The secretariat is charged with improving the accuracy of data on the gender of the participants as a means to assess progress made on the participation of women delegates in UNFCCC meetings and those of constituted bodies, and maintains and regularly updates its web

pages to share information on women's participation and on gender-responsive climate policy.

An important task of the Subsidiary Body for Implementation of the UNFCCC is the development of a Gender Action Plan (GAP) in order to support the implementation of gender-related decisions and mandates in the UNFCCC process, to include priority areas, key activities and indicators, timelines for implementation, responsible and key actors and indicative resource requirements for each activity, and further elaboration of its review and monitoring processes.

The GAP seeks to advance women's full, equal and meaningful participation and promote gender-responsive climate policy and the

mainstreaming of a gender perspective in the implementation of the Convention and the work of Parties, the secretariat, UN entities and all stakeholders at all levels. It underscores the importance of coherence between gender-responsive climate policies and the balanced participation of women and men in the Convention process, as well as in the provisions of international instruments and outcomes such as the CEDAW, the Beijing Declaration and Platform for Action and the 2030 Agenda for Sustainable Development. These refer to the need for women to be represented in all aspects of the Convention process, including through membership of their national delegations and the chairing and facilitation of formal and informal negotiating groups. It notes that that gender-responsive climate policy still requires further strengthening in all



Photo: UN Women/Lai Dien Dam

activities concerning adaptation, mitigation and related means of implementation (finance, technology development and transfer and capacity-building) as well as decision-making on the implementation of climate policies, and the urgent need to improve the representation of women in all of the bodies established under the Convention, the Kyoto Protocol and the Paris Agreement. The Lima Work Programme on Gender is to be continued and enhanced for a period of three years then reviewed during the twenty-fifth session of the COP (November 2019).

The five priority areas included in the GAP are:

- Capacity building, knowledge sharing and communication - to enhance the understanding and expertise of stakeholders on the systematic integration of gender considerations and the application of such understanding and expertise in the thematic areas under the Convention and the Paris Agreement and in policies, programmes and projects on the ground;
- Gender balance, participation and women's leadership - to achieve and sustain the full, equal and meaningful participation of women in the UNFCCC process;
- Coherence – to strengthen the integration of gender considerations within the work of UNFCCC bodies, the secretariat and other UN entities and stakeholders towards the consistent implementation of gender-related mandates and activities;

- Gender-responsive implementation and means of implementation - to ensure the respect, promotion and consideration of gender equality and the empowerment of women in the implementation of the Convention and the Paris Agreement; and
- Monitoring and reporting - to improve tracking in relation to the implementation of and reporting on gender-related mandates under the UNFCCC.

The monitoring of these gender policies in relation to adaptation policies, in particular, show that there has been an increasing focus on gender considerations in the majority of the 49 National Adaptation Programmes of Action (NAPAs) developed between 2004 and 2009 and in the 29 projects and programmes approved by the Adaptation Fund. Many of these aimed explicitly at gender equality and include specific programmes to strengthen capacities in gender analysis and gender-sensitive programming, implementation and monitoring and evaluation. However, according to a 2012 study of gender-responsive multilateral adaptation investments in the Middle East and North Africa region, almost one third of the 32 adaptation-oriented active projects were gender sensitive, while 53 per cent lacked consideration of gender issues.<sup>20</sup> The study found that national projects were generally more gender sensitive than regional projects. The insufficient engagement of national gender experts was identified as one of the barriers to the limited gender mainstreaming in the NAPAs.

In sum, the UNFCCC has identified activities to mainstream gender in regards to both the content of the Framework and the representation of women and men in its subsidiary bodies and stakeholders, throughout the entire process of the Convention. However, what is less clear is how the process addresses the institutionalisation of gender within the bodies of the UNFCCC. Some activities are included under Coherence to provide capacity-building to chairs and members of UNFCCC constituted bodies and technical teams of the secretariat on their areas of work, and on meeting the goal of gender balance, but it is not clear if there is any reporting on progress for institutional progress.

### 3. Sendai Framework for Disaster Risk Reduction 2015-2030

The Sendai Framework for Disaster Risk Reduction 2015-2030 (Sendai Framework)<sup>21</sup> is the first major agreement of the post-2015 development agenda, with seven targets and four priorities for action. It is the outcome of stakeholder consultations initiated and intergovernmental negotiations supported by the United Nations Office for Disaster Risk Reduction (UN DRR) at the request of the UN General Assembly.

The following Guiding Principles of the Framework include specific references to gender and women:

Disaster risk reduction requires all-of-society engagement and partnership. It also requires empowerment and inclusive,

accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest. A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted.

Priorities for Action 3 and 4 as well as role of stakeholders also mention gender and/or women:

- Priority 3: Investing in disaster risk reduction for resilience – To strengthen the design and implementation of inclusive policies and social safety-net mechanisms, including through community involvement, integrated with livelihood enhancement programmes, and access to basic health-care services, including maternal, newborn and child health, sexual and reproductive health, food security and nutrition, housing and education, towards the eradication of poverty, to find durable solutions in the post-disaster phase and to empower and assist people disproportionately affected by disasters;
- Priority 4: Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction mentions empowering women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery, rehabilitation and reconstruction approaches is key.





Photo: UN Women/Le Van Vinh

- Role of Stakeholders: Women and their participation are critical to effectively managing disaster risk and designing, resourcing and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as to build their capacity to secure alternate means of livelihood in post-disaster situations.

In sum, the Sendai Framework does not include a strategy for gender mainstreaming, but it does mention that “a gender ... perspective should be integrated in all policies and practices, and women and youth leadership should be promoted.” It refers to actions for women’s empowerment and leadership development, and states that “women and their participation are critical to effectively managing disaster risk and designing, resourcing and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity-building measures need to be taken to empower women for preparedness as well as build their capacity for alternative livelihood means in post-disaster situations”.

The Sendai Framework thus provides a unique opportunity for alleviating the gender inequality of risks by: (i) assessing the gender dimensions of disaster risks in a changing climate; (ii) engendering all disaster risk management policies and practices; (iii) closing the financing gap for gender-responsive disaster risk management; and (iv) strengthening women’s capacity to prevent, prepare for, and recover from natural hazards in a changing climate.

However, as it does not address gender mainstreaming goals for representation; the lack of data and gender analysis makes it hard to identify the separate needs and vulnerabilities of women, girls, men and boys. Women are often absent from the development of disaster risk reduction strategies and decision-making processes and when present, their voices are seldom heard. As well, the frequent association of women with girls and marginalised groups reinforces the ‘women as victim’ paradigm. More details on international agreements are presented in Appendix A.

## What is the current status of gender mainstreaming in climate change and disaster risk reduction policies in Asia and the Pacific?

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Over the past two decades the understanding of, and commitment to, gender mainstreaming has increased significantly within the United Nations and bilateral and multilateral development agencies. Policies on gender equality and strategies for implementing gender mainstreaming have been developed; research on gender perspectives in different areas and the sex-disaggregation of data has increased; considerable knowledge of the gender perspectives in

different sectors has been documented; and important institutional measures have been adopted to increase the awareness, knowledge, and capacity of professional staff for implementing gender mainstreaming, including training programmes and gender focal point systems.

A number of persistent constraints remain, however, to be addressed, including conceptual confusion, inadequate understanding of the linkages between gender perspectives and different sectors and gaps in capacity to address gender perspectives once they have been identified. Strategies have been put in place to address these constraints, to make clear the linkages between gender and different sectors and to build competence. The lack of understanding of “how” gender perspectives can be identified and addressed remains one of the most serious constraints.

In Asia and the Pacific region, gender mainstreaming into climate change and disaster risk reduction policies has been initiated by some lead agencies and governments, but still has far to go to comply with the UNFCCC/Paris Agreement, CEDAW and Sendai Framework. While both gender and climate change have been focus issues in development, the mention of both issues at the same place and at the same time is still uncommon. The following is a table listing the countries that had recently committed to gender-specific initiatives announced at the 2019 Secretary General’s Climate Week.<sup>22</sup>

During the 32<sup>nd</sup> Meeting of the Association of South East Asian Nations (ASEAN) Committee on Disaster Management (ACDM) the leaders from the ASEAN National Disaster Management organizations acknowledged the important component of women’s inclusiveness in disaster response planning and management.<sup>23</sup> The meeting also agreed to pursue new initiatives on women, peace and security and strengthen efforts in promoting gender mainstreaming on disaster risk reduction and climate change adaptation.

The ASEAN Ministers of Agriculture and Forestry (AMAF) adopted an approach to gender mainstreaming in the food,

agriculture and forestry sectors at the 40<sup>th</sup> AMAF Meeting.<sup>24</sup> Recognising that gender inequalities permeate these sectors and that public policies and frameworks yield significant gendered impacts, the AMAF’s approach sets out recommendations that serve as reference guides for ASEAN Member States (AMS) in their efforts to promote gender equality. The AMAF’s approach is not intended to be a full or binding statement on gender, but rather aims to increase AMS awareness of the importance of gender policies in the food, agriculture and forestry sectors and stimulate the development of best practices and enhance cooperation between them.

**TABLE 1** Countries committed to gender-specific initiatives at the 2019 Climate Week<sup>22</sup>

📍 ALBANIA	📍 GHANA	📍 NEW ZEALAND
📍 ALGERIA	📍 GUATEMALA	📍 NICARAGUA
📍 ANDORRA	📍 GUINEA	📍 NORTH MACEDONIA
📍 ARGENTINA	📍 GUYANA	📍 NORWAY
📍 AUSTRIA	📍 HONDURAS	📍 PANAMA
📍 BOSNIA AND HERZEGOVINA	📍 ICELAND	📍 PERU
📍 CABO VERDE	📍 IRELAND	📍 REPUBLIC OF KOREA
📍 CHAD	📍 ITALY	📍 ROMANIA
📍 CHILE	📍 JAMAICA	📍 SERBIA
📍 COSTA RICA	📍 LUXEMBURG	📍 SPAIN
📍 CÔTE D’IVOIRE	📍 MALI	📍 SWEDEN
📍 DOMINICAN REPUBLIC	📍 MAURITIUS	📍 SWITZERLAND
📍 FINLAND	📍 MEXICO	📍 TUNISIA
📍 FRANCE	📍 MONTENEGRO	📍 UNITED KINGDOM
📍 GERMANY	📍 MOROCCO	📍 URUGUAY
	📍 NETHERLANDS	📍 ZAMBIA

The ASEAN Committee on Women and ASEAN Commission on the Promotion and Protection of the Rights of Women and Children have a Joint Ad-hoc Working Group on Gender Mainstreaming, established to develop a comprehensive strategy to mainstream gender across all three ASEAN Community Pillars.<sup>25</sup> One of the Community Pillars – the ASEAN Socio-Cultural Community (ASCC) – is committed to working towards a resilient community with enhanced capacity and capability to adapt and respond to social and economic vulnerabilities, disasters, climate change, and other new challenges. The strategy is being developed and is to be incorporated into the work plans of ASEAN Sectoral Bodies and the Secretariat for 2021-2025.

In the South Asian region, a priority area of the Post-2015 disaster risk reduction Framework for the South Asian Association for Regional Cooperation (SAARC) Region is the recognition of women's leadership role in disaster risk reduction, climate change adaptation and promoting gender equality.<sup>26</sup> The Post-2015 disaster risk reduction Framework for SAARC Region states that while gender equality will be implemented as a priority area, efforts will be made to address gender issues under each priority area as relevant. Some of recommended actions are as follows:

- Develop a set of common targets and indicators to achieve women's empowerment and facilitate women to become a force in resilience building, through the implementation of a Post-Hyogo Framework for Action (HFA2), climate change frameworks and the post 2015 development agenda;

- Develop policy guidelines on the role of gender in disaster risk reduction and climate change adaptation;
- Conduct assessment and evaluation of various disaster risk reduction programs by using gender sensitive indicators to find out whether changes in gendered-power relations are taking place;
- Increase women's participation in post-disaster reconstruction and recovery and ensure that a right-based approach is practiced for disaster response and recovery;
- Develop regional policy guidelines to address the issue of women trafficking during post-disaster situation.

In the Pacific region, the Pacific Adaptation to Climate Change (PACC) programme is a regional climate change programme that seeks to enhance resilience to the adverse effects of climate change.<sup>27</sup> Funded by the Global Environment Facility (GEF) Special Climate Change Fund and the Government of Australia, the Programme is implemented by the Secretariat of the Pacific Regional Environment Programme (SPREP) with technical assistance from the UNDP Samoa Multi-Country Office. The PACC programme involves 14 Pacific Island countries and territories and incorporates a range of support and activities at local, national and regional levels, including mainstreaming climate change into policy and/or planning; pilot adaptation demonstration projects; technical support and capacity building; and associated communication activities. Pilot adaptation initiatives at local level are focused on one

of three sectors: food production and food security, water resources management, or coastal zone management.

Using a gender mainstreaming approach, all stages, components and aspects of the PACC programme were examined in 2012 to identify gaps and areas that would benefit from a strengthened focus on gender. The assessment noted the existence of numerous hurdles to gender mainstreaming in the Programme, including workloads and priorities, resources and low capacities within the management and project teams, along with the broad scope of the project, contributing to an exceptionally challenging environment to for gender mainstreaming. The report states that, “in general, policies tend to note climate-related changes but not the possible effects that these will have on the daily lives and livelihoods of women and men”. Although gender roles and gender-specific impacts of climate change were reportedly addressed during consultations and focus group discussions, there was no evidence to show that they were analysed or used to inform the policies.

In response to these gaps, SPREP developed two extensive gender toolkits<sup>28</sup> and in 2016, SRPEP produced a gender mainstreaming policy<sup>29</sup> to (i) strengthen and maintain an institutional environment that supports and encourages gender mainstreaming; (ii) improve the effectiveness and sustainability of SPREP’s projects and programmes; and (iii) promote the integration of a gender perspective into the programmes and projects of Member countries and cooperating partners. The expected outcomes are: (i) increased knowledge and skills among SPREP staff for

**“Progress has been stymied as the entities responsible for gender/women’s empowerment and climate change rarely collaborate with each other.”**

addressing gender in policy development and programming; (ii) improved and sustained gender mainstreaming in SPREP projects, programmes, and activities; and (iii) increased capacity in Member countries to incorporate a gender perspective into policies, plans and projects. The three action areas will be implemented in parallel with SPREP’s Strategic Action Plan (2017-2022). The policy will be re-assessed after 2 to 3 years of implementation by Gender Focal Points and outputs and action areas modified to reflect lessons learned and the evolving priorities of Member countries.

Some governments across Asia and the Pacific region have attempted to address gender issues in climate change and disaster risk reduction in their understanding that mainstreaming gender in climate change policy will increase the effectiveness of policy implementation and bring positive impact to the people affected or potentially affected by climate change, including women and vulnerable groups. However, as noted, progress has been stymied as the entities responsible for gender/women’s empowerment and climate change rarely collaborate with each other.

## Capacity development for gender mainstreaming

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Capacities for gender mainstreaming by governments and organisations globally, and in this region are known to be far below the levels intended by climate change and disaster risk reduction frameworks. In Asia and the Pacific, there are only a few organisations known to be providing and/or supporting capacity development for gender mainstreaming in climate and disaster risk reduction: Women Organizing for Change in Agriculture and Natural Resource Management (WOCAN) provides training courses and mentoring; the Global Green Growth Institute (GGGI) organizes and facilitates

gender mainstreaming training; the Asian-Pacific Resource and Research Centre for Women (ARROW) provides innovation training; others, such as The Centre for People and Forests (RECOFTC), the International Centre for Integrated Mountain Development (ICIMOD), the Asia Pacific Forum on Women, Law and Development (APWLD), and the Stockholm Environment Institute (SEI) have been less involved in the delivery of training, but have contributed to capacity development through research and knowledge sharing and network building. ICIMOD intends to engage in capacity development for gender mainstreaming in the near future, and RECOFTC is supporting women's leadership development. More details on these organisations' specific activities are found in Appendix B.



Photo: UN Women/Mohammad Rakibul Hasan

**TABLE 2****Organisations providing gender mainstreaming capacity development in Asia and the Pacific**

Organisation	Year	Target beneficiaries	Activity
WOCAN	2011 - present	Various agencies	<ul style="list-style-type: none"> <li>» Course on Gender- integrated Planning and Reframing Leadership for Gender Equality</li> <li>» Coaching and mentoring</li> </ul>
	2017 - present	Sida's partners (i.e. ADPC, ICIMOD, RECOFTC)	<ul style="list-style-type: none"> <li>» Workshops and trainings on gender analysis and integrated planning</li> </ul>
	2019	UNDP and Government of Cambodia German Corporation for International Development (GIZ)	<ul style="list-style-type: none"> <li>» Training on gender mainstreaming into REDD+ action and investment plan</li> <li>» Facilitated development of ASEAN Approach to Gender Mainstreaming in the Food, Agriculture and Forestry Sectors</li> </ul>
GGGI	2019	Officials from Indonesia's Fiscal Policy Agency (FPA) as the National Designated Authority for the Green Climate Fund and the Ministry of Women Empowerment and Child Protection	<ul style="list-style-type: none"> <li>» Organizes and facilitates gender mainstreaming training</li> </ul>
RECOFTC	2013 – 2019	Cambodia Ministry of Women's Affairs, the Forestry Administration, the Ministry of Environment, and the National REDD+ Taskforce	<ul style="list-style-type: none"> <li>» Research and knowledge sharing and network building</li> <li>» Women's leadership development</li> </ul>
ICIMOD	2014-2020	ICIMOD's gender team and selected staff of partner organizations	<ul style="list-style-type: none"> <li>» Research and knowledge sharing and network building</li> <li>» Capacity development for gender mainstreaming</li> </ul>
ARROW	2019	Civil society	<ul style="list-style-type: none"> <li>» Women &amp; Earth Initiative (WORTH) – an innovation programme and fund. Innovation training where new ideas for integrating gender equality, sexual and reproductive health and rights and climate change adaptation efforts will be developed, tested and improved</li> </ul>
APWLD	2017	Women most affected by climate change	<ul style="list-style-type: none"> <li>» Research and knowledge sharing and network building: Climate Justice Programme to build capacities and collect evidence on the impacts faced by communities</li> </ul>
SEI	2017	Researchers, decision-makers, practitioners and students working on development and disaster risk reduction	<ul style="list-style-type: none"> <li>» Research and knowledge sharing and network building: Transforming Development and Disaster Risk</li> </ul>

# III. Tools and approaches

Gender mainstreaming in climate change and disaster risk reduction requires both integrating a gender perspective into the content of different policies, addressing the issue of representation of women and men in the given policy area and institutionalizing gender equality in the structure, processes and cultures of organizations implementing these policies. All three dimensions—**gender-responsive content, gender representation, and enabling environment**—need to be taken into consideration in all phases of the policy-making process. The integration of a gender perspective is therefore necessary in all three dimensions. There are a number of tools and approaches that can be used to promote gender mainstreaming in each of these three areas, most of these employ participatory methods to gather information on the roles of women and men affected by and affecting climate change and disaster risk reduction processes. This section will review some tools and approaches that are commonly used in climate change and disaster risk reduction initiatives, but also present others in use that may be less well known.

**“All three dimensions – gender-responsive content, gender representation, and enabling environment – need to be taken into consideration in all phases of the policymaking process.”**

Two knowledge products of the UNFCCC are good sources of information on tools and approaches for understanding and assessing impacts to adaptation and useful for disaster risk reduction as well, to develop the gender mainstreaming components of gender-responsive content and enabling environment: the UNFCCC’s Technical Paper<sup>30</sup> and a paper of the UNFCCC’s Least Developed Countries Expert Group (LDCEG).<sup>31</sup> More tools and approaches for designing climate initiatives are found in the paper prepared by UN Women for the Green Climate Fund (GCF), Leveraging Co-Benefits between Gender Equality and Climate Action for Sustainable Development.<sup>32</sup> A table developed by the UNFCCC that summarises the tools and approaches reviewed in UNFCCC Technical Paper is included in Appendix C (Table 1).



## Gender-responsive content

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Tools that are commonly used to generate gender-sensitive policies and programmes are primarily being applied during the planning and design of actions. The most dominant approaches are those employed in the initial steps of gender mainstreaming, for the collection and analysis of data. These include the use of sex-, age- and diversity disaggregated data, gender analysis, and vulnerability assessment.

**Sex-, age-, and diversity disaggregated data** (SADDD) are data that are collected and analysed separately on men and women. This typically involves asking the “who” questions in a census or household survey: who provides labour, who accesses services, who purchases what, who is affected by diseases, etc. The purpose of collecting SADDD is to provide a more complete understanding of people’s lives in order to develop better policies and programmes. SADDD may be found in existing national or sub-national databases for various sectors.

However, collection of gender is seldom prioritized in climate change and disaster statistics and the enabling environment (policies, institutional mechanisms and resources) for SADDD is often weak. The lack of gender-specific indicators on climate and disasters in global frameworks (such as SDGs, Paris Agreement or Sendai Framework) contribute to the limited demand from policymakers for such data. Similarly, the same dearth of gender

indicators presents a barrier for evidence-based policymaking on environmental issues. Development of gender-specific indicators and associated tools to collect data can contribute to bridging these gaps.

UN Women has developed a set of 39 example indicators that could be used to measure and track gender outcomes in climate change and disaster risk reduction. The indicators are addressing such issues as exposure, vulnerability, coping capacity and indirect and direct impacts of disasters and climate change on women. These indicators were developed on the basis of the Disaster-Related Statistics Framework (DRSF) proposed by UN Economic and Social Commission for Asia and the Pacific (ESCAP).<sup>33</sup> Additionally, the set includes indicators corresponding to tracking the means of implementation for gender-responsive climate action. A broader work on developing indicators to measure the nexus of gender and environment has identified 46 indicators.<sup>34</sup> These sets of indicators complement and support each other. Both indicator sets are expected to help countries that want to measure the gender-environment link and identify and use specific indicators with internationally agreed methodology and guidance. Although this indicator set has now mostly been finalized, some key measurement areas still lack specific indicators. This is due to the lack of internationally agreed methodology to measure issues around emerging topics such as environment-related conflict and violence, environment-related migration, and the use of women’s traditional knowledge in agriculture. The gaps can only be filled when these international methodologies are in place.

Gender Analysis is a method used to understand the roles and relationships of women and men within a given context, such as that of a household, community, region or organisation. Gender analysis frameworks provide a step-by-step methodology for learning about:

- (i) the tasks and responsibilities carried out by women and men according to their gender, age, ethnicity and marital status;
- (ii) women's and men's access to and control over resources; and
- (iii) women's and men's participation in decision-making processes.

The underlying question of "why are there differences?" is probed for each of these three aspects. Gender analysis requires a participatory process that is not necessarily required for the collection of sex-disaggregated data. It leads to the identification of programme objectives and strategies which aim to promote gender equality.

**Gender analysis** is a valuable method to uncover data to show that:

- Women's and men's lives and therefore experiences, needs, issues and priorities are different;
- Women's lives are not all the same; the life experiences, needs, issues, and priorities vary for different groups of women (dependent on age, ethnicity, disability, income levels, employment status, marital status, sexual orientation and whether they have dependents); and

Therefore, different strategies may be necessary to achieve equitable outcomes for women and men and different groups of women.

A gender analysis should identify the following issues:

- Differences in the lives of poor women and men in the target community;
- The status of women and their ability to exercise their human rights;
- The different skills, capacities, and aspirations of women and men;
- The division of labour between women and men;
- The different access to and control over resources enjoyed by women and men;
- The different levels of participation and leadership enjoyed by women and men;
- Indications of the number of women experiencing gender-based violence; and
- the barriers that unequal gender relations present to women's development in this particular community.

Its application to climate change and disaster risk reduction is guided by questions like those in box 4.<sup>35</sup> More specific questions for gender analysis are provided in Appendix C (Table 2).

**Vulnerability analysis frameworks** have been used for the last few decades, particularly in the context of emergency responses and food security. The gender-sensitive tools and approaches for

## BOX 4

### Key questions for gender analysis for disaster risk reduction

- Which men and which women hold the power in this community?
- Who owns and controls resources?
- Who takes the decisions?
- Who sets the agenda?
- Who gains and who loses from processes of development?
- What are the different social situations, capacities and vulnerabilities, of both men and women, considered when designing disaster risk reduction interventions?
- Are women and men actively involved in disaster risk reduction measures, programmes and projects?
- Do both men and women have access to information and capacity building concerning disaster preparedness and prevention?
- Is data disaggregated by sex and age used to develop a profile of at-risk populations with special requirements regarding disaster?

vulnerability assessments identify the vulnerabilities of different socioeconomic groups, including women, and identify why they are vulnerable. The review of tools and approaches for assessments of gender-based vulnerability to climate change showed that comprehensive tools for participatory and gender-sensitive vulnerability assessments exist and are applied successfully in the context of climate change responses. Two major models form the basis for how vulnerability is considered and analysed in climate change contexts: (i) the risk-hazard model, where multiple outcomes result from a single climate event, such as a drought; and (ii) social constructivist models, analysing single outcomes such as loss of livelihood for social groups such as women as a result of multiple causes, for instance climate events and market fluctuations. Most vulnerability assessment frameworks are based on the social constructivist models, typically using livelihoods or entitlement frameworks, which facilitate a gender-sensitive approach. Gender-sensitive vulnerability assessments in terms of input requirements remain a challenge (see box 5).

For analysing risks and planning interventions, one tool used by OXFAM is the **Participatory Capacity and Vulnerability Analysis (PCVA)**.<sup>36</sup> This is a participatory learning and action planning process which facilitates an understanding of the hazards faced by a population and the factors which make them vulnerable to these hazards, as well as identifying the capacities they have to respond to disasters.

## BOX 5

### Lessons learned on gender-sensitive approaches to vulnerability assessments<sup>37</sup>

- **Gender-sensitive approaches should be followed during research, design, data collection, data analysis, reporting and, ultimately, programme planning.**
- **This requires an explicit sensitivity to the varying needs of men and women. It is therefore crucial to involve men and women at all stages of the research, and to sensitize enumerators and other research team members to gender issues relevant to the context in which a study is being conducted.**
- **Assumptions concerning the relationship between gender and vulnerable groups are inappropriate prior to the analysis of the particular context under study and run the risk of introducing bias into the research design.**

Source: World Food Programme, 2009. Comprehensive Food Security & Vulnerability Analysis Guidelines.

## Representation

Participatory approaches and methods are used throughout the process of gender mainstreaming to gather information on the relationship between women and men affected by and affecting climate change and disaster risk reduction processes; to

build commitment and support from both men and women who are affected by the policies, and to assure gender equity in decision making and policy outcomes.

Methods commonly used include household surveys, expert interviews, key informant interviews, focus group discussions, and vulnerability impact assessments. Consultations with community members often include setting up separate meetings with women, either in groups or individually to assure their voices are heard. Working groups or committees for policy design, implementation and monitoring may also be established with requirements for percentages or numbers of women and men as members. While specifying the numbers of men and women is useful, attention should also be paid to the quality of the participation, especially by women who face obstacles in having their voices and opinions heard in mixed groups of men and women.

The United Nations Development Programme (UNDP)<sup>38</sup> offers the following advice on addressing gender issues in Community Based Adaptation (CBA), which could also apply to work on disaster risk reduction: an initial analysis of community dynamics is imperative to determine how to most effectively address gender issues. Some CBA practitioners prefer to establish women's and men's groups respectively from the beginning of a project to ensure that the participant groups represent the different segments of the community. Conversely, other CBA practitioners choose not to communicate any gender requirements initially in order to get an unbiased insight into the community's gender dynamics first.

It is recommended, however, that groups of women and men are set up separately as their perceptions and experiences with climate change adaptation and mitigation are assumed to differ. Separate group discussions are expected to flow more freely leading to more in-depth findings.

Women's empowerment is an approach used to ensure that women enjoy the same opportunities, outcomes, rights and obligations as men. It is critical to gender-sensitive strategies in most contexts and is particularly critical to the aspects of women's voice and representation in decision making for climate change and disaster risk reduction policies and programmes. Empowerment activities can take many forms, including creating an enabling environment and the development of women's capacities, income and leadership through activities that should not be seen as mutually exclusive but rather as complementary to gender mainstreaming. The right mix will be context specific and depend on the outcome of a gender analysis identifying concrete barriers to gender equality and opportunities to address those barriers.

The following specific practices for empowering women have been successfully applied to ensure gender-sensitive climate change adaptation<sup>39</sup>, that can also be applied to disaster risk reduction:

- Developing women's leadership capacities through training and capacity development to give them confidence in speaking out and controlling meetings in a constructive way;

- Facilitating women's physical presence at meetings and events;
- Strengthening women's productive opportunities and capacities, for instance related to food security and income generation, which involves affirmative action for instance through quota systems to ensure that a certain percentage of women participate in workshops, consultations, demonstration fields, etc.
- Targeting communication to women, with information addressing their special needs, aspirations and capacities using languages and communication networks reaching women.
- Addressing women's workload, particularly in rural settings, where women and girls are using a substantial amount of time fetching firewood and collecting water, tasks that are becoming ever more time-consuming because of climate change impacts.

## Enabling environment

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Enabling environments - be it of community groups, national or international organizations or government bodies - affects the success of gender mainstreaming efforts. The creation of an enabling environment for gender mainstreaming is critical; this can be done through advocacy for policy interventions, the translation of guiding principles from international agreements and national policies into operation actions, and the development of national and regional gender strategies for climate change adaptation initiatives.

In general, there has been less focus on building enabling environments within the efforts of international agencies and national governments engaged in climate change and disaster risk reduction. Tools and approaches are more limited than those used in the other aspects of gender mainstreaming, for gender-responsive content or representation. In particular, agencies promoting gender mainstreaming may themselves be slow to build internal capacities to do so, preferring to focus on the capacities of their partners and community groups. Within the bodies of the UNFCCC, for example, the target is to enhance the gender balance in national climate delegations, which is a very limited approach to the institutionalization of gender mainstreaming.<sup>40</sup>

Aspects of enabling environment requirements, as noted by the Secretariat of the Pacific Community<sup>41</sup> include the following:

- **Legal and policy framework:** the extent to which gender equality and mainstreaming commitments are in place by virtue of ratification of relevant international human rights treaties, the existence of constitutional and legislative provisions and the existence of government policy mandates. The evolution of gender considerations in international agreements has created an enabling environment for concrete gender-sensitive actions at the regional and national levels, although there are still challenges involved in the full

inclusion of gender considerations in national climate change and disaster risk reduction planning and practices.

- **Political will:** demonstrated political will means that action is taken on stated gender-equality commitments and action is formalized within systems and mechanisms to ensure mainstreaming is sustainable.
- **Organizational culture:** the extent to which the attitudes of staff and institutional systems, policies and structures support or marginalize gender equality are an issue.
- **Accountability and responsibility:** the ways in which action on commitments to gender mainstreaming can be traced and monitored within organizations, and the mechanisms through which individuals at different levels demonstrate gender equality related results.
- **Technical capacity:** the extent of skills and experience that organizations can draw on to support gender and human rights mainstreaming initiatives across and within their operations and programmes.
- **Adequate resources:** the allocation and application of human and financial resources in relation to the scope of the task of mainstreaming.

As gender is an inherent element of every household, community and society, it is also a feature of organisations: certain roles, responsibilities, rights and identities

are ascribed to male and female staff based on norms and values about men and women. An organizational analysis indicates the capacities and willingness to address gender internally and related to climate change and disaster risk reduction policies and programmes, to identify gender gaps and give indications of possibilities for change.

Developed by WOCAN, the **Nine-box Framework for Organizational Analysis** is used in WOCAN's participatory training courses to assist participants understand how gender is embedded in their own organisations.<sup>42</sup> Besides being a tool to help understand organizations, it can be used for analysing, planning, monitoring and evaluation purposes. It is an effective tool to build awareness of structural and cultural dimensions of values, norms and behaviours in organizations that are mostly taken for granted. Its use can lead to higher levels of commitment and behaviour change by staff members of organisations responsible for climate change and disaster risk reduction policies and programmes. (see Table 4 below)

Nine elements are organised around three dimensions: Technical, Political and Cultural. The Technical Dimension includes those aspects most visible related to policies, financial and social resources, namely the policies and programmes, staff tasks and responsibilities and expertise. The Political Dimension refers to the allocation of power and influence

that come from management, but also from outside the organization, through board members, donors, constituents, beneficiaries, etc. This reveals patterns of decision-making, and the space for organisational members to lead processes of change or innovation within their jobs. The Cultural Dimension identifies elements essential to an organisation's continuity and change for its mission and strategy, based on commonly held norms and values.

The organisational norms and values concerning the roles and relationships of men and women are – consciously or not – reflected in the policies and actions of organizations and their programmes. Organizations with a high degree of internal gender equality will more effectively mainstream gender into their policies and programmes, thus positively affecting their partners and communities. A **SWOT analysis** is a useful tool to create a gender action plan, that can be applied to an organizational analysis to determine the Strengths, Weaknesses, Opportunities and Threats for gender integration. This leads then to the creation of a gender action plan that builds on the existing strengths to address weaknesses of the organization's policies, processes and culture, so that an organisation can advance along the continuum to becoming a "gender-friendly" organisation.

**TABLE 4**

**Nine-box framework for organizational analysis**

ORGANISATIONAL DIMENSIONS	ORGANISATIONAL CHARACTERISTICS		
	MISSION/MANDATE	STRUCTURE	HUMAN RESOURCES
<b>TECHNICAL DIMENSION</b>	<p><b>POLICIES AND ACTIONS</b> The guiding policy and its operationalization in action plans, strategies/ approaches, and monitoring and evaluation systems.</p>	<p><b>TASKS AND RESPONSIBILITIES</b> The way people are positioned and the way tasks and responsibilities are allocated and related to each other through procedures, information and coordinating systems.</p>	<p><b>EXPERTISE</b> The number of staff and the requirements and conditions to allow them to work, such as job description, appraisal, facilities, training etc.</p>
<b>POLITICAL DIMENSION</b>	<p><b>POLICY INFLUENCE</b> The way and extent management, people from within the organization and people from outside the organization influence policy and the running of the organization</p>	<p><b>DECISION MAKING</b> The patterns of formal and informal decision-making processes. The way diversity and conflicts are dealt with</p>	<p><b>ROOM FOR INNOVATION</b> The space and incentives provided to staff to give shape to their work, such as rewards, career possibilities, variety in working styles</p>
<b>CULTURAL DIMENSION</b>	<p><b>NORMS/VALUES</b> The symbols, rituals and traditions. The norms and values underlying the running of the organization and the behaviour of the staff. The social and economic standards set</p>	<p><b>COOPERATION</b> The way the work relations between staff and with outsiders are organized, such as working in teams, networking. The norms and values underlying these arrangements</p>	<p><b>ATTITUDE</b> The way staff feels and thinks about their work, the working environment and about other categories of employees. The extent to which staff stereotype other staff. The extent to which staff identifies him/herself with the culture of the organization</p>

Source: Goverman V. and J. Gurung, 2001. Gender and Organizational Change Training Manual. Kathmandu, Nepal: International Centre for Integrated Mountain Development

Table 5 provides further details on what determines the difference between a ‘gender blind “organisation” and a “gender-friendly organisation”.

Similarly, the World Health Organization (WHO) has developed the **Gender Responsive Assessment Scale**, for the categorisation of policies and programmes:<sup>43</sup>

- Gender-unequal: perpetuates gender inequality by reinforcing unbalanced norms, roles and relations; privileges men over women (or vice versa); will often lead to one sex enjoying more rights or opportunities than the other;
- Gender-blind: ignores gender norms, roles and relations; by ignoring gender aspects, gender-blind programming will often reinforce gender-based discrimination;



**TABLE 5**

**Continuum of gender in organisations**

I	II	III	IV	V	VI
The organization reflects the roles and values of men and women in society. Both women and men are employed but work in different positions and do different types of work.	It is recognised that there are differences between men's and women's access to opportunities. It is also realised that men and women have different perceptions and interests. Problems resulting from this situation are identified.	In the organization it is recognised that there are underlying and hidden causes of inequality between men and women, which are being identified. The observed differences are felt undesirable and unjustifiable.	In the organization willingness exists to take action to reduce undesirable and unjustifiable differences between men and women.	In the organization actions and measures are taken at all levels to assure a fair and just distribution of tasks, responsibilities,	In the organization both men and women feel at ease in their work and working environment and have equal opportunities. Efforts are taken to maintain this situation.
Gender-blind organization	Gender-aware organization	Gender-sensitive organization	Gender-responsive organization	Gender-equitable organization	Gender-friendly organization

Source: Groverman V. and J. Gurung, 2001. Gender and Organizational Change Training Manual. Kathmandu, Nepal: International Centre for Integrated Mountain Development.<sup>44</sup>

- Gender-sensitive: considers gender norms, roles and relations; does not address inequality generated by unequal norms, roles or relations; indicates gender awareness, although often no remedial action is developed;
- Gender-specific: considers gender norms, roles and relations for women and men and how they affect access to and control over resources; considers women and men's specific needs and might intentionally target and benefit specific groups of women or men to achieve certain policy or programme goals or meet certain needs;
- Gender-transformative: considers gender norms, roles and relations for women and men and that they affect access to and control over resources;

considers women and men's specific needs; addresses the causes of gender-based health inequities; includes ways to transform harmful gender norms, roles and relations; includes strategies to foster progressive changes in power relationships between women and men.

The tasks of gender mainstreaming for climate change and disaster risk reduction require adequate resources, and the allocation and application of human and financial resources in relation to the scope of the tasks. **Gender-responsive budgeting** is an accountability and management tool to focus on how public budgets are allocated and spent for gender policies. As a national budget

is the comprehensive statement of a government's social and economic priorities, gender-responsive budgeting aims to promote gender equality at all levels of the budgetary process<sup>45</sup>. It can also be used as a strategic tool to track and measure gender-responsive climate finance at both the national and local levels, so it is included here, but at this time, there is little evidence of its use in relation to climate change and disaster risk reduction.

Gender-responsive budgeting is a step not only towards accountability to gender equality, but also towards greater public transparency and can shift economic policies leading to gains across societies. In this context, gender-responsive budgeting should be viewed not just as an essential tool for ensuring implementation and impact, but also as critical for strengthening policy processes for mainstreaming gender in climate change and disaster risk reduction.

There are many approaches used in different gender-responsive budgeting initiatives, some of which are listed below<sup>46</sup>:

- Mainstreaming gender perspectives into the whole process of public finance management;
- Integrating gender perspectives into performance-based and programme-based budgeting;
- Categorising budget programmes and gender analysis requirements;

- Linking gender-responsive budgeting and participatory budgeting;
- Tracking financial allocations to promote women's rights and gender equality;
- Applying standard gender budgeting tools such as gender aware policy and budget appraisal, gender disaggregated public expenditure and revenue incidence analysis, and gender responsive beneficiary needs assessments;
- Wellbeing gender-responsive budgeting;
- Combining gender-responsive budgeting with impact assessments.

In relation to climate change programmes, according to a review of 32 adaptation projects in the Middle East and North Africa region, only three projects include a budget line, and that is for hiring gender facilitators and training project staff.<sup>47</sup> In Asia and the Pacific region, few countries or organizations are known to have institutionalised gender-responsive budgeting, with the exception of the Philippines (described below, in section IV). Clearly its application to date has been far less than that envisioned by gender advocates. It appears that its limited use may point to a weakness in the enabling environment, that requires political will and leadership, high-level commitment by public administrative institutions, improved technical capacities of civil servants, civil society involvement and sex-disaggregated data.

## Incentivising gender mainstreaming through climate finance

While the Paris Agreement does not specifically mention gender equality considerations in relation to the critical theme of climate finance, it is indisputable that making climate finance gender-responsive is vital to enable such a paradigm shift. However, an overview of existing climate finance sources and instruments shows that potential co-benefit gains between gender equality and climate action are seldom factored into climate investment decisions.<sup>48</sup> This is changing, as an increasing number of options exists to finance climate investments that further gender equality and women's empowerment. This indicates a turning point for mainstreaming gender within climate change response activities, by providing an incentive to those seeking funds, and no longer relying only on compliance with the frameworks of CEDAW, UNFCCC, and Sendai Framework, or on the political will and leadership of organisations engaged in climate and disaster risk reduction programmes.

The three UNFCCC financing mechanisms are: the **Green Climate Fund (GCF)**, the **Global Environment Facility (GEF)** and the **Adaptation Fund**. The governing instrument for the GCF, which is considered to be the most prescriptive and strict about requirements for gender integration of these three, mandates a gender-sensitive approach both in the operation of the fund and as a criterion for the funding of adaptation and mitigation activities. Through its requirement for aspiring entities to have met three criteria for approval as an 'accredited entity', organizations need

to demonstrate they have a gender policy, internal gender expertise and a track record of gender integration in their projects. Once approved, entities need to include gender considerations into proposals they submit to the GCF for funding, including a gender assessment, gender action plan and results-based M&E framework for measuring results.

Two documents prepared by UN Women and GCF: *Leveraging Co-Benefits between Gender Equality and Climate Action for Sustainable Development*, and its companion, *Mainstreaming Gender in Green Climate Fund Projects: A practical manual to support the integration of gender equality in climate change interventions and climate finance*<sup>49</sup>, are meant to be guidebooks that present methodologies and tools for mainstreaming gender in GCF project design and implementation.

The specific methodologies and tools appropriate for gender mainstreaming in climate finance depend on the focus and depth of the envisaged climate initiative. Details on these tools, which can help to identify the gender-differentiated risks and underlying structural barriers involved in market transformation efforts, as well as potential gender-responsive solutions, can be found in the *Mainstreaming Gender in Green Climate Fund Projects* guidebook.<sup>50</sup>

The Adaptation Fund also calls for gender-sensitive planning, implementation and M&E of adaptation projects, and offers guidelines for preparing a project results framework and baseline guidance. Sex-disaggregated data are suggested for a number of data sets, particularly relating

to capacity development and training; it is also suggested that vulnerable groups be consulted to assess qualitative data. A requirement for project approval is that the most vulnerable communities should benefit economically, socially and environmentally, and that gender considerations should be presented, though it is not clear what is meant by “gender considerations”.<sup>51</sup> The Adaptation Fund Board (AFB) secretariat reported in 2018<sup>52</sup> that increasing awareness and understanding of the importance of gender-responsive climate policy, including because it makes climate change action more efficient and effective, has led to improved, more meaningful reporting

to the COP. The AFB secretariat has undertaken gender training and this training will also be provided to the AFB. The importance of awareness and capacity building especially for bodies with science and technical specialization was highlighted by the Technology Executive Committee.

The GEF uses gender as one of the mandatory cross-cutting requirements in the global grant-making criteria for its Small Grants Programme to assure that gender is incorporated in the project cycle. The following key elements demonstrate their approach to mainstreaming gender:<sup>53</sup>



Photo: UN Women/Pham Thi Kim Danh

- Promote mainstreaming of gender at the earliest stages of the project cycle to create an enabling environment for both men and women to participate in the initial stages of project conception, project approval stages, and subsequent stages of project implementation. The result is projects with strong gender components;
- Conduct needs assessment at the project development phase to define the roles of women and men early in the project. This helps minimize conflict among different stakeholders during and after the project cycle with respect to roles in project activities and sharing of project benefits;
- Document the contribution of women’s knowledge to project activities in key areas where women already figure prominently (e.g., biodiversity management, etc.). This contributes significantly to enhanced integration of gender considerations in current and future projects.
- Employ checklists and criteria to assess and screen projects for how they mainstream gender. Projects that are found to successfully integrate gender while also addressing environmental targets are allocated higher ratings and are more likely to be approved for funding;
- Demand-driven approach at the local level increases the likelihood of receiving proposals from women and marginalized groups with lower levels of formal education. The Programme holds

“write-shops” for proposal developers and is able to receive projects in local languages—even in oral format through video proposals— thus encouraging maximum participation by marginalized and vulnerable groups, such as women and youth.

In 2017, the GEF Council approved a new GEF Policy on Gender Equality<sup>57</sup> marking its increased ambition to ensure gender equality and promote women’s empowerment across its operations. The new Policy responds to the recommendations of the Independent Evaluation Office’s Evaluation of Gender Mainstreaming in the GEF, which found that “there has only been a limited increase in the percentage of projects rated gender sensitive or gender mainstreamed.” With the objective to support the effective implementation of the Policy, this guidance document is organized around the GEF Project Cycle and provides detail on the practical steps and required actions to implement the principles and mandatory requirements specified in the Policy with a focus on gender-responsive design, implementation, and monitoring of GEF programs and projects.

### Gender mainstreaming in the project cycle

Mainstreaming gender in projects can be synthesized into a three-step approach as shown in the figure below:

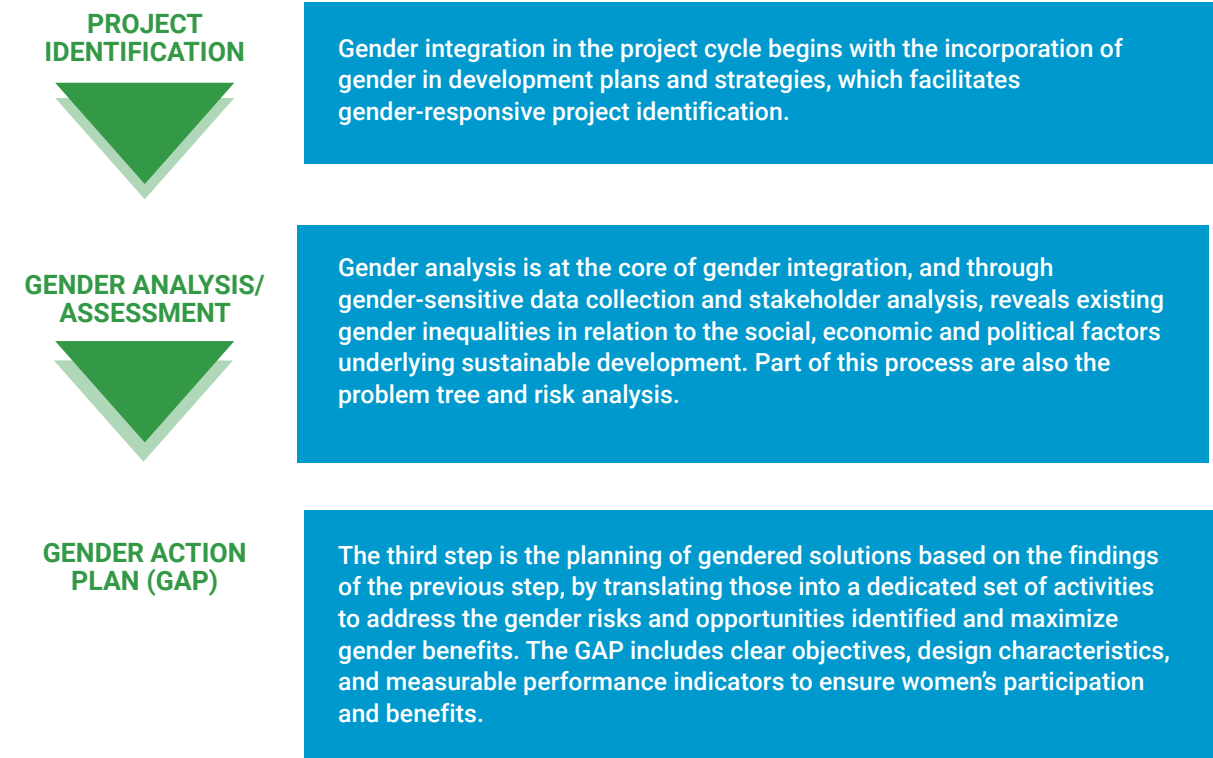
**Project identification stage:** The project identification stage is when gender mainstreaming should begin, through consultations with men and women to discuss the project idea and analyse their eventual roles and responsibilities so that they will benefit as stakeholders, participants or managers.

Gender analysis refers to methods used to understand relationships between men and women, their access to resources, their activities, and the constraints they face relative to each other. It reveals the significance of existing gender inequalities and gaps and the potential contributions of women and men to the development intervention.

**Gender analysis/assessment stage:** Once the project has been identified, the next step in mainstreaming gender considerations in the project cycle is through the use of gender analysis.

The objective of gender analysis is to understand the specific roles, needs, and priorities of women and men, as well as the barriers, risks and opportunities

**FIGURE 2=** Steps for gender mainstreaming in the project cycle



Source: GCF and UNWOMEN, 2017. Leveraging co-benefits between gender equality and climate action for sustainable development – Mainstreaming gender considerations in climate change projects.

they face, in the context of the changing environment. The two steps in this process are to (i) gather relevant data and information, and (ii) to do a stakeholder analysis. A secondary objective is to identify opportunities when women, in particular, can act as agents of change, therefore improving the overall effectiveness of climate action.

**Gender action plan:** The next step is the planning of gendered solutions based on the results of the gender analysis and assessment. This involves translating the findings of Step 2 into a dedicated set of activities to address the gender risks and opportunities identified and maximize gender benefits: these are elaborated in the gender action plan (GAP). The activities elaborated in the GAP produce gender-responsive results or a logical framework.

A GAP is a tool that is used to ensure that gender integration is clearly visible in the design and implementation of the project/program. The GAP is not a separate component. It reflects the logical framework of the project and is an integral part of the design of the project or program. The GAP includes clear objectives, design characteristics, and measurable performance indicators to ensure women's participation and benefits. The logical framework tries to answer the question "what to do".

The purpose of a gender action plan is to operationalize the constraints and opportunities for women and men identified during the gender analysis towards fully integrating them into the project design. The plan should include:

- Gender-responsive actions that address and strengthen the voice and agency of vulnerable women and men in climate action;
- Gender performance indicators and sex-disaggregated targets that can be incorporated into a results framework or logical framework; and
- Presentation of gender-responsive development impacts.

## Gender indicators

The GAP must be translated into a results-based framework to guide the project implementation and M&E. This results framework lays out the indicators of a project at the level of the goal, outputs and outcomes (results). It also includes baselines, targets and verification tools. A results-based or logical framework guides project implementation and M&E.

A gender-responsive results-based framework measures changes relating to gender equality and women's empowerment over time. Such indicators can be quantitative, based on sex-disaggregated data, which can be measured separately for men and women. These can also capture qualitative changes, for example, increases in women's levels of political empowerment or behavioural changes indicating greater gender equality in terms of social and cultural norms.

Measurements of gender equality might address changes in the relations between men and women, such as in household decision-making; the outcomes of a

particular policy, programme or activity for women and men; or changes in the status or situation of men and women, such as levels of poverty, participation, or unpaid care and domestic work.

Indicators should, to the extent possible, be disaggregated by sex and geographic area – as well as other characteristics, such as age and income, depending on the intervention and the context. Specific indicators to track the project's impacts on women may also be required. See Appendix D for examples of gender-responsive indicators at the outcome and output levels.

## Monitoring and evaluation

In comparison to other areas of gender mainstreaming, there is limited experience in the application of M&E tools for assessing the gender sensitivity of projects and programmes. Moreover, there is no clear guidance on how to develop gender-sensitive indicators at all levels of climate change projects. Some of the most prominent approaches to promoting gender sensitivity in climate change adaptation initiatives, for example, those of gender analysis and participatory approaches, are generic and generally implemented according to the specific context and availability of resources. It is recommended therefore to develop a framework for monitoring gender sensitivity at different stages of the project's implementation. Without this, there has been limited accountability for gender mainstreaming outcomes within projects, programmes and organizations.

Within the context of climate change related projects, an analysis of the monitoring and evaluation reports from the GEF projects<sup>55</sup> for example, shows that, unless there were specific gender-related project outcomes, outputs, or indicators identified in the project results or logical framework at the project design phase, the project usually did not monitor or report progress on its gender elements. Even among projects that involved comprehensive gender elements in the project documents, all of them lacked information on their progress and implementation in the monitoring reports. Some of the projects reported on progress on gender-related issues, even though it was not an explicit project component under the stakeholder involvement section of these reports.

The GCF and its manual, **Mainstreaming Gender in Green Climate Fund Projects**, provides clear details on its requirements for the design and monitoring and evaluation of the projects it supports, that provide useful tools for all climate change and disaster risk reduction projects. The GCF requires: (i) a Gender Analysis, (ii) a Gender Action Plan, and (iii) a Gender-sensitive M&E Framework for all approved projects. Templates for the **Gender Analysis/Assessment and Gender and Social Inclusion Action Plan** are found on the GCF website.<sup>56</sup>

In addition to measuring outputs and outcomes, the GCF's Performance Measurement Framework covers a third category for its own fund level impacts. Its three levels of results are:



- Programme/project outputs: There are no standard indicators to measure project achievements at the output level; this is due to extreme diversity in GCF-supported climate actions;
- Programme/project outcomes: This standard subset of outcomes and related indicators is used during project design;
- Fund-level impacts: The GCF has identified eight impact areas that will deliver major mitigation and adaptation benefits, and contribute to achieve the GCF paradigm shift objectives.

The **W+ Standard** is another tool to measure results within climate-related projects and uses a market-based approach to incentivise climate project developers to increase activities that provide for women's engagement and benefits. Designed by WOCAN in 2015, the W+ Standard<sup>57</sup> measures women's empowerment in six areas that were determined in collaboration with rural women's groups in Kenya and Nepal. These women identified aspects of empowerment most meaningful to them as time, income/assets, knowledge/education, health, food security and leadership; the W+ Standard is a set of indicators for each of these, along with a set of questions that provide both quantitative and qualitative data that can be used by projects to measure progress and obtain certification of results.

## Monitoring and evaluating policy impacts of gender mainstreaming

The **Gender Impact Assessment (GIA)**<sup>58</sup> is one of several evidence-based, policy-making tools that may be applied to facilitate the implementation of gender mainstreaming by systematically and objectively assessing the impact of policies, laws, and implementing regulations and establishing a baseline against which subsequent implementation can be measured. The GIA is typically an *ex-ante* assessment of a proposed piece of legislation or policy from a gender perspective. Depending on context and the nature of the policy being assessed, the GIA can be performed at different stages of the law-making or policy cycles.

It is strategic approach to gender mainstreaming that targets the determinants of gender inequity and is based on three pillars:

- Systematic reviews of policies, laws and regulations that limit women's economic activity;
- Strengthening inclusive policy-making processes by adding a gender lens and tools for assessing the impact of policies on women and other under-represented groups; and
- Improving the quality of gender disaggregated data to support evidence-based policy making.

One of the main findings of the European Institute for Gender Equality 2014 review of GIA implementation case studies shows that for GIAs to effectively challenge gender-blind policies, they must be performed early enough in the policy making/legislative cycle to influence policy design and facilitate inputs by technical experts to substantively amend the proposed policy or legislation.<sup>59</sup> Under

these conditions, the evidence shows that *ex-ante* GIAs contribute to the quality and transparency of the law and policy making process and improve the overall impact of new policies and regulations. Similarly, the evidence shows that *ex-post* policy and legislative evaluation undertaken from a gender perspective also contributes to increased accountability and quality governance.

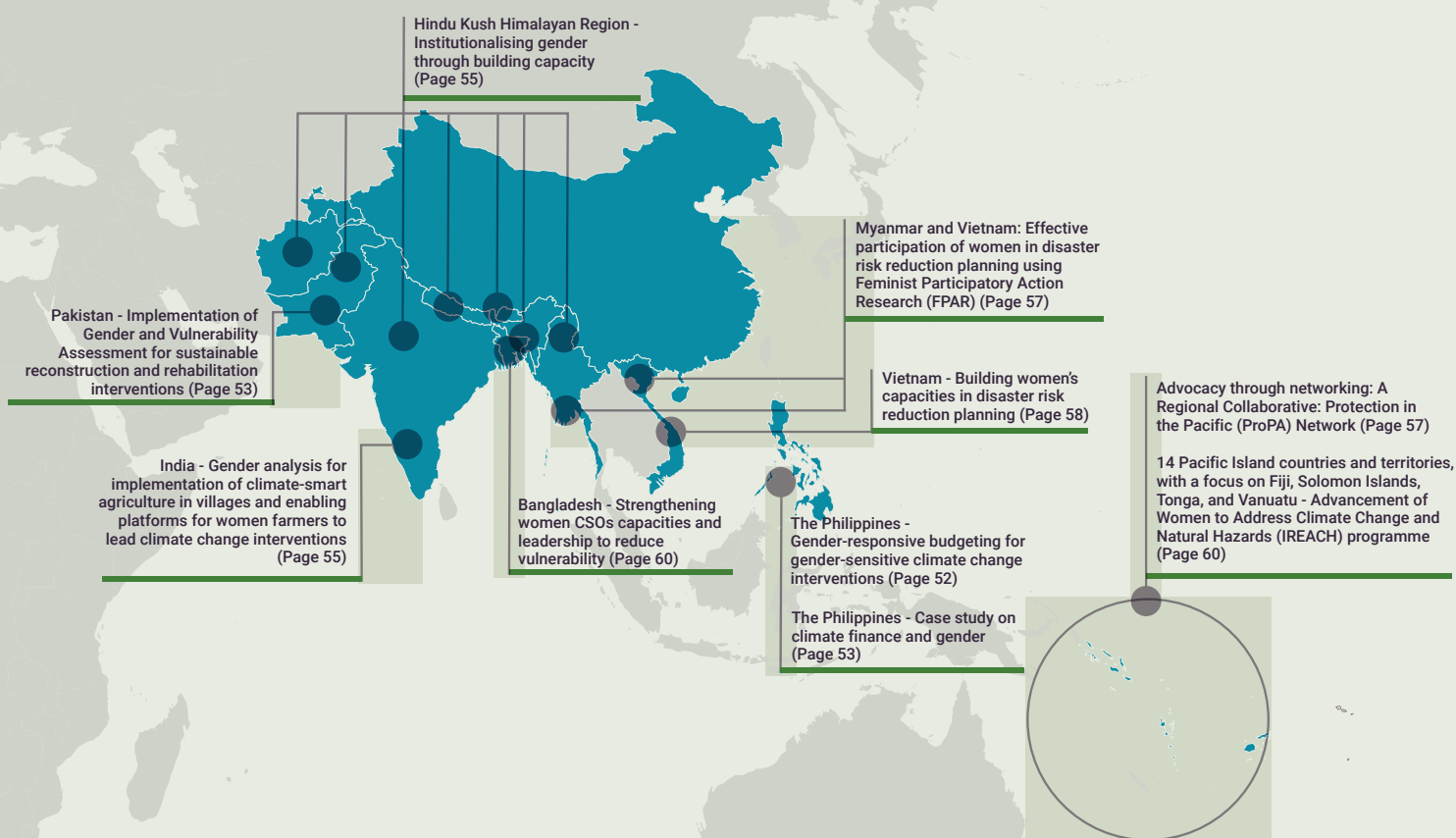


Photo: UN Women/Evelin Jaita Karmokar

# IV. Good practices and cases from Asia and the Pacific Region

This section lists some examples of good practices found in Asia and the Pacific region. While not exhaustive, these examples demonstrate how some organisations have employed various tools and approaches described above in relation to climate change and disaster risk reduction strategies and plans. It should be noted that relatively few

practices could be identified for the **content** and **institutionalisation** of gender mainstreaming; a far larger set of examples can be identified for the **representation** aspect of gender mainstreaming, for increasing women's participation in relation to climate change and disaster risk reduction.



Hence this section is organised to first describe four examples of the use of tools and approaches described above, followed by six examples of building capacities for women's participation.

## Selected examples of best practices on the use of gender mainstreaming tools and approaches

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### The Philippines - Gender-responsive budgeting for gender-sensitive climate change interventions

Under the leadership of the National Economic and Development Authority and the National Commission on the Role of Filipino Women (now the Philippine Commission on Women), the National Gender and Development Budget policy was established in the Philippines in 1995. The policy requires all government agencies to allocate at least five percent of their budget to specific gender and development activities both at the central and local government level. The policy addresses both the use of funds from official development aid in terms of funding gender and development activities, and the regular budgets of central and local government agencies.

According to a recent review of the gender and development budget policy, the gender and development budget has allowed a

number of special activities on gender-sensitive climate change responses, including conferences for women in politics on climate change. According to the review, this has improved the institutionalization of women in decision-making and the identification of gender-sensitive recommendations for climate change responses. The commitment to gender equality is reflected in the policies and strategies of the National Climate Change Commission, including the National Climate Change Action Plan, calling for developing the adaptive capacities of men and women in their communities and the reduction of risks to women in relation to climate change.

However, at the project level, the attention paid to gender sensitivity is less evident. The Department of Environment and Natural Resources issued in 2012 a collection of best practices for climate change adaptation, which were submitted by 100 organizations representing civil society, the private sector, public administration, academic institutions and international organizations. While many of the best practices described in the compilation include activities to foster women's economic empowerment, limited attention is given to gender in the description of the best practices. Overall, the experience of the Philippines underlines general experiences with gender-responsive budgeting, namely that it requires special skills at all levels, that it is a slow process, and that it requires strong and continued leadership.

## The Philippines - Case study on climate finance and gender

WEDO and the Heinrich Böll Foundation partnered with Athena Peralta—a Manila-based advocate on ecology, economy and gender—to document the gender impacts of climate change on women in the Philippines and to assess how decision makers at the national level are addressing gender roles and women’s rights, lives and livelihoods in climate finance policy.<sup>60</sup>

The study concludes with proposals to ensure that women and gender are adequately addressed in national climate financing policies, programmes and frameworks. These include:

- Creating mechanisms that guarantee women’s equal access to negotiating, developing, managing and implementing adaptation and mitigation financing;
- Including disaggregated indicators on mitigation and adaptation funds for targeting and monitoring benefits to women;
- Developing principles and procedures to protect and encourage women’s access to national adaptation programmes and projects;
- Conducting gender impact assessments of adaptation and mitigation strategies.

## Pakistan - Implementation of Gender and Vulnerability Assessment for sustainable reconstruction and rehabilitation interventions

After the October 2005 earthquakes in Pakistan, the World Bank and the Asian Development Bank (ADB) undertook a joint impact and vulnerability assessment and found out female-headed households to be the most vulnerable group. The ADB project preparation documents included a comprehensive Gender and Vulnerability Action Plan (GVAP)<sup>61</sup>. The implementing agency, Earthquake Reconstruction and Rehabilitation Authority (ERRA), and ADB staff were mandated to report quarterly on GVAP implementation progress. Gender sensitivity training was conducted for ERRA, volunteers, NGOs and other local implementation agencies.

The identification of women as the most vulnerable group through the use of the GVAP led to an increase in women’s representation in the capacity building activities and an increased emphasis on female-headed households in the rehabilitation activities. The representation of women in the implementation agency’s management also increased. A comprehensive gender policy was prepared for earthquake-affected areas which aimed to promote the principles of inclusion, equality, and sustainability in reconstruction and rehabilitation to increase the likelihood that women, children and other vulnerable groups would benefit

equally along with all other stakeholders. Gender budgets were allocated for some priority areas. A Gender and Reconstruction and Rehabilitation Network was set up in all the earthquake-affected areas to enable vulnerable groups to make their issues known to decision makers in the reconstruction and rehabilitation efforts.

As a result of the policy, capacity building activities and strategy for sustainable action, the Ministry of Women's Development committed funding for the Women Development Centres (WDC) for three years, by signing a memorandum of understanding with the regional departments for Social Welfare Development. Furthermore, in line with ERRA's exit strategy, the provincial/state Social Welfare Departments were encouraged to get actively involved in the Gender Restoration and Reconstruction Network, so that they can carry forward ERRA's responsibilities on their own.

Another example of the Vulnerability Analysis is the work done by the World Food Programme (WFP) that has developed the framework of **Comprehensive Food Security and Vulnerability Analyses (CFSVA)**.<sup>62</sup> The principles of CFSVAs have been integrated into the design and planning of various adaptation initiatives. The applied vulnerability assessment framework addresses the following factors: capacity to confront, adaptive capacity, exposure, sensitivity and adjustment time. All of those factors are gender-dependent and have been

analysed using sex-disaggregated data. Other organizations have developed special assessment tools for climate change vulnerability with recognition of gender considerations. CARE International uses the **Climate Vulnerability and Capacity Analysis Framework (CVCA)**<sup>63</sup> for analysing the socioeconomic aspects of vulnerability to climate change, with a focus on groups normally marginalized from adaptation-relevant decision-making, including women. Combining participatory assessments with the facilitation by gender-sensitive experts, the approach allows the identification of gender-differentiated vulnerability and adaptation capacities. Through participatory approaches, the methodology incorporates community members' own experiences and perceptions about vulnerability and their adaptation capacities. The approach recognises the role of the enabling environment for community-based climate change adaptation, and how gender plays a critical role in how different groups of people experience climate change impacts. The application of the CVCA framework in different contexts in Africa, Asia and Latin America and the Caribbean resulted in two key findings: the tool was useful to enhance understanding of socioeconomic and gendered vulnerability to climate change; and the tool was considered time-demanding of its participants, constituting a special challenge for women's participation.

## India - Gender analysis for implementation of climate-smart agriculture in villages and enabling platforms for women farmers to lead climate change interventions

A CGIAR Climate Change Agriculture and Food Security (CCAFS) project aimed at scaling out climate-smart agriculture (CSA) through the CSA approach in Madhya Pradesh in India is providing an enabling platform to women farmers to manage and lead climate change adaptation and mitigation interventions in their villages.<sup>64</sup> The focused work on identification and prioritization of gender transformative agricultural technologies, practices and services using gender-disaggregated data and participatory prioritization exercises conducted with women and men farmer groups to understand preferences on technologies, practices and services.

One woman from each village elected as a Super Champion and other women farmers were provided training on the implementation of the portfolio of technologies and practices in their farms. This has led to women's increased recognition and leadership in the community, access to knowledge and information, as well as improved participation in household decision-making.<sup>65</sup> Women-led groups are playing an important role in implementation as well as dissemination of CSA technologies and practices in the villages. The institutional approach is also enabling the scaling out of CSA to other farmers through social interactions in the form of field visits and farmer fairs.

## Selected examples of best practices on capacity building for women's participation

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### Hindu Kush Himalayan Region - Institutionalising gender through building capacity

The International Centre for Integrated Mountain Development (ICIMOD) is a regional intergovernmental learning and knowledge-sharing centre serving the eight regional member countries of the Hindu Kush Himalaya – Afghanistan, Bangladesh, Bhutan, China, India, Myanmar, Nepal, and Pakistan – and based in Kathmandu, Nepal. ICIMOD's mission is to enable sustainable and resilient mountain development for improved and equitable livelihoods through knowledge and regional cooperation.

The Centre is committed to gender transformative change. However, the 2012 Gender Audit identified a number of weaknesses and challenges in terms of programmatic interventions and organizational change to achieve this. This resulted in the development of a Gender Equity Policy in 2013 to address these weaknesses. It includes four key elements:

- Gender integration and focused programmatic work;
- Gender-positive organizational change and institutional strengthening;
- Capacity strengthening on gender issues and women's leadership;
- Evidence-based advocacy for gender equitable policies, institutions and partnerships.

A main element of the policy is accountability; all staff including senior managers are assigned responsibilities for gender integration. A gender team comprised of gender experts (including one male) was established to coordinate all gender-related activities.

ICIMOD revisited its Strategic Framework in 2017<sup>66</sup> and added a specific strategic result for gender equality and inclusive development: "Significant advances made in approaches and knowledge that promote gender equality and inclusive development." How this result is to be monitored and measured is also provided:

*Success will be measured by the level of integration of gender activities in the Centre's programmes, quality of gender analysis, number and level of involvement of women from various social groups, number and types of benefits to women and men, and availability of evidence to advance individual gender- equitable behaviour, gender transformative change, and more equitable relationships. These will be done using a rights-based approach*



Photo: UN Environment Programme/Annette Wallgren



*for equitable human development and gender equality. All of these will contribute to closing structural inequalities by promoting social inclusion and gender justice across all sections of society.*

ICIMOD also has a Gender and Governance Division, which ensures that issues related to gender are mainstreamed within ICIMOD both internally (with reference to the attitudes, behaviour and procedures of the organization) and within all programs. The Division includes the Gender Lead and five other gender experts. These experts provide support to all the programs to integrate gender and also provide regular gender sensitization workshops for all staff. The Division is also developing its capacity to build the gender mainstreaming capacities of its partners throughout the Hindu Kush Region. WOCAN has conducted a Training of Trainers for the gender team of ICIMOD and their partners from Afghanistan, China, India, Myanmar and Nepal. The goal of these interventions is to promote and integrate gender equality in the regional programs which includes Adaptation and Resilience Building.

### **Advocacy through networking: A Regional Collaborative: Protection in the Pacific (ProPA) Network**

Gender and social inclusion have been incorporated into the framework of a new regional collaborative initiative established between the Governments of Fiji, Solomon Islands, Tonga and Vanuatu, and supported by the Pacific Risk Resilience Programme (PRRP) of the

UNDP Pacific Office in Fiji, UN Women and the Australian Government<sup>67</sup>. The ProPa Network is a unique collaboration of government officials from Fiji, Solomon Islands, Tonga and Vanuatu working to advance gender and protection issues in their own countries.

The PROPA network enables advocacy efforts amongst Network members to participate in discussions to influence regional policy. The ProPa network was instrumental to ensuring core principles of protection, gender and social inclusion were incorporated within the regional Framework for Resilient Development in the Pacific (FRDP).

### **Myanmar and Vietnam: Effective participation of women in disaster risk reduction planning using Feminist Participatory Action Research (FPAR)**

The Asian Pacific Forum on Women, Law and Development (APWLD) believes that the only way towards climate justice requires social movements grounded at the local level by women who are experts in their own experiences. By cultivating grassroots feminist movements, strengthening women's voices in decision-making and ensuring bottom-up approaches to climate change mitigation, adaptation and loss and damage strategies. The objectives of APWLD's FPAR<sup>68</sup> are to:

- Work with rural and indigenous women to document their own practices, ensuring they become the voices of their community;

- Find advocacy spaces at national, regional and international levels to ensure these rural and indigenous women influence policy.

In 2017, APWLD implemented the Climate Justice FPAR in Myanmar in partnership with the Community Care for Emergency Response and Rehabilitation (CCERR). They aimed to install women of the Hakha Thar community in the local governance body through whom the community women can voice their issues and take part in decision-making. Though women are active and resourceful disaster respondents, they were not included in the various consultations and coordination meetings conducted by the government and aid agencies. The climate Justice FPAR process of research and capacity building of the Hakha Thar women, started interaction with media, local and state level government and aid agencies. The women formed the Hakha Thar Bu Nu - a community-based women's organisation with more than 400 members. They also collaborated with other marginalized ethnic groups in Chin state for solidarity and movement building.

Similarly, in Vietnam, the Agriculture and Forestry Research & Development Centre for Mountainous Region and the indigenous Tay women implemented the Climate Justice FPAR process built the communities' understanding of climate change, analysed gender roles in decision-making, and mobilized women to participate in governance processes. They formed a community collective for organic farming, attending meetings

where development plans were discussed, and advocated for women's participation in local governance and the inclusion of their suggestions in the commune development plan. Through participation in the Commune Socio-Economic Plan, the Tay women will be able to contribute towards the national adaptation plan to protect biodiversity.

### **Vietnam - Building women's capacities in disaster risk reduction planning**

From 2013-2018, UN Women Viet Nam worked on strengthening women's capacity in disaster risk reduction to cope with climate change in Viet Nam. The project was implemented in five provinces with the objective of increasing women's participation in decision making in disaster risk reduction planning to effectively address climate change adaptation and increase resilience of the communities through preparedness and reducing the negative consequences of climate change and natural disasters.<sup>69</sup> At the provincial level, UN Women partner with Viet Nam Women's Union (VWU) to provide trainings on gender responsive community-based disaster risk management for VWU and Disaster Management Offices and facilitated women's participation and leadership in disaster risk reduction planning. At the national level, UN Women engaged with UNDP who has a strong partnership with Ministry of Agriculture and Rural Development (MARD), and with CARE and OXFAM to advocate for an official membership of VWU in the Committee for Natural Disaster Prevention and Control at all levels - from central to commune level.

The following results have been achieved in mainstreaming gender in disaster risk reduction:

- VWU became an official member in the Committee for Natural Disaster Prevention and Control from central to commune level. VWU has assumed a strategic position to advocate for women's inclusion in all disaster-related decision-making processes;
- Increased the evidence base for policy advocacy through conducting gender analysis in disaster risk reduction. The Law on disaster risk reduction included a priority relating to gender equality as a guiding principle for all disaster risk reduction activities;
- Strengthened women's club facilitation skills with the aim of raising local women's voices through capacity building (in the format of communication training) which increased women's participation and leadership in community disaster risk reduction activities;
- Increased local women's capacity in disaster preparedness and response which led to 75 per cent of targeted households having gender responsive disaster risk reduction plans in place that was familiar for all family members;
- Strengthened engagement of VWU in the Government programme on Community Based Disaster Risk Management (CBDRM);



Photo: UN Women and UN Environment Programme/Prashanthi Subramaniam

- Support to the Disaster Management Center that is an agency under MARD in developing a guideline on gender mainstreaming in the CBDRM programme (in coordination with NGOs).

### **14 Pacific Island countries and territories, with a focus on Fiji, Solomon Islands, Tonga, and Vanuatu - Advancement of Women to Address Climate Change and Natural Hazards (IREACH) programme -**

Climate change is a global concern and the Pacific region is among the most vulnerable to its impacts. UN Women recognizes this emergency and addresses the issue through its Increasing Community Resilience through the Advancement of Women to Address Climate Change and Natural Hazards (IREACH) programme<sup>70</sup> (2013-2017) within 14 countries in the Pacific Island territories, more specifically focusing on Solomon Islands, Vanuatu, Fiji and Tonga

The IREACH programme enables women from the Pacific region to be climate resilient; it is designed as such that women are equal partners and beneficiaries of the adaptation and mitigation efforts in climate change, disaster risk reduction, and sustainable development. UN Women facilitated through its collaboration with governments as well as various partners and through its intergovernmental processes, the priorities of women were ensured to be emphasized in each stage. A notable mention includes the consultation workshop that was held prior to the World Humanitarian Summit which was co-hosted by UN Women where

the participants prepared a coherent communique highlighting the issues that affect women and girls in the Pacific region, such as the gaps and trends in cluster response as well as recommendations to build on responsiveness that caters to the need of women.

Climate measures such as adaptation and disaster preparedness are closely connected especially in a region such as the Pacific. UN Women through its partnership with agencies from the region has been effective in addressing the needs of women and indeed all members of the community. One such example would be the community development planning in Tonga where climate change adaptation was integrated into local planning and development.

UN Women assisted with the design and format of the community development planning meetings while the Ministry of Internal Affairs facilitated to ensure that countrywide the women's concerns are voiced as well as their needs and priorities are taken into consideration within the community development plans.

### **Bangladesh - Strengthening women CSOs capacities and leadership to reduce vulnerability**

Since 2019, UN Women, in partnership with Christian Aid, and Bangladesh Centre for Advanced Studies (BCAS) has been facilitating a network of 56 local women-led CSOs from three cyclone prone and two flood prone districts in Bangladesh. These CSOs were trained to strengthen

knowledge, skills, and understanding on gender responsive disaster risk reduction and climate change adaptation, relevant national and global disaster risk reduction and climate change policies, and methods of conducting gender analysis during any emergency. They have been groomed to effectively respond to humanitarian crisis situations. As an outcome of this continuous capacity building effort, these CSOs played a vital role in identifying the needs and priorities of the most vulnerable groups that expediate the programme to rapidly respond during monsoon flood in 2019. In addition to that, their leadership in early warning information dissemination, response, and recovery efforts during cyclone Amphan in 2020, and early monsoon flood in 2020 are noteworthy. They were not only instrumental to reach the most vulnerable, marginalized, and hardest hit people, but they were also the best-placed actors to lead the crisis-response with time sensitive decision-making.

During COVID-19 pandemic in 2020 they played a crucial role at the community to enhance the awareness of people pertaining to mask wearing and maintaining social distancing and hygiene. Some of them have produced masks and engaged extremely vulnerable women in mask production to let them earn income for the family while these community people had lost their income opportunity due to COVID-19.

Continuous capacity building training on organizational development, financial control, people management and governance has sharpened the communication and leadership skills of these 56 women-led CSOs that have been demonstrated through active participation in national and international conferences, dialogues, seminars, and workshops. During the virtual webinar session on “Untold Tales of Women Champions in Climate Change” in 7<sup>th</sup> Annual Global Gobeshona Conference, jointly organized by UN Women and International Centre for Climate Change and Development (ICCCAD) on 23 January 2021, the contribution and constant efforts of women-led CSOs towards the community was highly appreciated by the policy makers, government, donors, media, researchers, academia, INGOs, other national CSOs. This session had outreached to total 253 users (131 unique viewers) through Gobeshona and ICCCAD Facebook page live, and from UN Women official Facebook page the event has been reached to 4,120k people where these women climate champions shared their experience, challenges, and capabilities with a wider group of audience.

Therefore, it is evident that, by supporting and amplifying the voices of local level women leaders, could pave the way of mainstreaming gender into disaster risk reduction and climate actions that would create an avenue of feminist leadership which is more transformational and resilient.

# V. Conclusions

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Two years after the Beijing Conference, in 1997, the United Nations Economic and Social Council established guiding principles for gender mainstreaming. Since then, this international norm on gender mainstreaming has guided policymaking and the actions of development programs on gender around the globe. This has served to create linkages between development organizations and governments, as compliance with gender equality principles is often a conditionality to access development funds and international frameworks such as CEDAW. The global norm of gender mainstreaming has over the years influenced national policymaking and has been helpful in gaining legitimacy and public awareness on gender equality.

In its broadest and most general form, gender mainstreaming is a relatively straightforward strategy. Yet experience has shown that gender mainstreaming is often difficult to implement in specific circumstances and has not yet yielded the desired results.

A clear lesson from experience over the past decades is that gender mainstreaming cannot be achieved without explicit institutional commitment to the strategy and systematic efforts to implement it, at all levels. While explicit policy statements on gender are an essential precondition for changes in policies, procedures and interventions, there is a wealth of experience - both in national contexts as well as in international organizations - that shows that good policies can be side-lined very easily within organizations unless clear strategies and procedures, including inputs to develop the required institutional environment and accountability mechanisms, are put in place. Far too often senior managers in organizations have assumed that policy development will automatically lead to changes on the ground, only to find when monitoring and evaluation is undertaken that little real change results.

There is now evidence that as a global strategy, gender mainstreaming is not sufficient in dealing with highly localized and context-specific gender dynamics and structurally embedded gender inequalities. Sub-national policies are often not aligned with internationally agreed norms for gender mainstreaming, and thus not advancing actions to translate gender policies into local action.<sup>71</sup>

This same phenomenon is evidenced by the shortage of good practices that could be identified for gender mainstreaming in climate change and disaster risk reduction for the purpose of this study; there are many more documented practices for women's participation and empowerment than for gender mainstreaming in relation to climate change and disaster risk reduction across Asia and the Pacific region.

The remedy for this requires the identification of a variety of entry-points, approaches and tools, as suited to specific contexts. Governments and development organizations will likely need to put in place other strategies for its success, such as placing a stronger focus on promising practices already shaping gender relations, such as increasing support for women's empowerment, working with women-led organizations and collectives or establishing stronger monitoring and evaluation processes of gender transformative programs. However, for this to succeed, it will require willingness for gender transformative change and strong gender analysis capabilities from policymakers at all levels.

As pointed out in the Beijing Platform for Action, gender analysis is the critical starting point for gender mainstreaming. Strategies to develop adequate institutional capacity for gender analysis and gender mainstreaming should include the development of competence as well as the development of guidelines and documentation of good practice examples. However, it is clear that advancing gender mainstreaming requires more than good analysis. A critical factor is the commitment of political leadership and senior management and the establishment of effective accountability mechanisms. Experience has shown that development of training programmes, guidelines and other materials are of little use if there is no explicit commitment of policies or leaders to the gender mainstreaming strategy, and its translation to national and sub-national implementation.

Ways of promoting, facilitating, incentivizing and rewarding efforts for gender mainstreaming should be widely adopted. The adherence to gender mainstreaming policies such as required by the GCF, Adaptation Fund and GEF to access funds provides an alternative mechanism that does not rely on States' compliance with international frameworks, opening up opportunities for private sector organizations and other non-state actors to integrate gender into climate change and disaster risk reduction interventions in innovative ways.

It is important to mobilize leadership, seek out allies, secure accountability, establish links with organizations that share these goals, identify resources and look for ways to make the issues relevant to specific target audiences. One of the most important lessons learned from efforts to implement gender mainstreaming and incorporated in the SDGs is that incorporating gender perspectives in all areas of development is not only important for achieving gender equality but is essential for achievement of other important goals. Sustainable, people-centred development is only possible when gender perspectives are addressed as integral elements; priority should therefore be given to addressing the challenges to gender mainstreaming as an important means of ensuring the full implementation of the frameworks for the UNFCCC/ Paris Agreement, Sendai Framework and CEDAW, in addition to all of the other collaborative programmes for climate change and sustainable development.

### **What does compliance with these frameworks require?**

Parties that have signed on to the policy frameworks of CEDAW, the UNFCCC/Paris Agreement and Sendai Framework are requested in some cases (i.e. UNFCCC/ Paris Agreement), and required in others to take actions in support of gender mainstreaming for climate change and disaster risk reduction.

Within the areas of climate change and disaster risk reduction, the most commonly cited needs, gaps and challenges related to gender mainstreaming as reported to the UNFCCC<sup>72</sup> are:

- Need for improved statistical infrastructure to collect and apply national-level (versus project-level) data to better understand gender-differentiated climate impacts and inform national policy planning and implementation;
- Gap of institutional capacities to collect sex-disaggregated data on the impacts of climate change at the national level, noting the particular difficulties in gathering data at the local level in rural and remote areas;
- Lack of capacity in governments and other organizations to undertake gender analysis and gender-responsive budgeting, and the related need for more gender and climate change experts, particularly local and national experts (versus external and international);
- Need for capacity-building and awareness-raising within governments and civil society on the multifaceted differentiated impacts of climate change and how understanding these differentiated impacts can make climate policy and action more effective.



Similarly, while there is increased recognition of the need for gender-sensitive tools and strategies for climate change adaptation and disaster risk reduction, practices for gender-responsive responses still focus on marginalized rural sectors, and there is a need for greater understanding of the application of such tools, with concrete guidance on enabling actions on a larger and broader scale.

## Recommendations

To enhance the application of gender mainstreaming strategy and specific gender-sensitive strategies and tools in all components of climate change and disaster risk reduction policies, the following actions are recommended. These recommendations are organised by the key elements of the gender mainstreaming strategy:

To enhance gender-responsive content in policies:

- Support mainstreaming gender and climate change into national development policies, plans, and budgets, with the participation of climate change institutions and funds, and gender equality mechanisms;
- Ensure that national climate change programmes and initiatives are aligned with gender commitments embodied in CEDAW and the Beijing Platform for Action;

- Develop and apply frameworks for monitoring the application of gender-sensitive methodologies to climate change and disaster risk reduction initiatives, from assessments, planning, implementation and evaluation of the outcomes of project activities, and the enabling environment;
- Adapt national information systems to the requirements for planning and monitoring the application of gender-sensitive methodologies for climate change initiatives;
- Address knowledge and best practice gaps in participatory ways that capture men's and women's ideas and knowledge, particularly in areas where the gender dimensions of climate change impacts and responses are not immediately obvious, such as transport and infrastructure, energy access, housing, and formal or informal employment.

To enhance women's representation and participation in policy-making:

- Promote the active participation of women leaders and groups in decision-making processes on climate change within all organisations by advocating for their membership in steering committees and oversight bodies;
- Engage gender equality advocates, women's organisations and climate change practitioners to better understand women's and men's roles in climate change mitigation and adaptation and how to derive development co-benefits;

- Develop platforms that encourage a gender-responsive multi-stakeholder dialogue, including the participation of men and women from indigenous peoples and local communities, on the impacts of climate change and the range of options for action;
- Build capacities of government, private sector and civil society stakeholders on tools and approaches to integrate gender into climate change initiatives, across sectors and at all levels.

To enable gender mainstreaming:

- Build capacities of all organisations engaged in climate change and disaster risk reduction to institutionalise gender mainstreaming;
- Institutionalize the application of existing gender commitments to climate change portfolios, providing gender and climate change tools covering the entire policy, project or programme cycle, addressing institutional disconnects between gender equality and climate change responsibilities.

Strengthening gender mainstreaming and women's engagement in climate change and disaster risk management is a powerful solution to reduce the likelihood of crisis, improve the efficiency of the response and build social resilience.

# APPENDICES

## A. International frameworks on gender, climate change and disaster risk reduction

### 1. Convention on Elimination of All Forms of Discrimination Against Women (CEDAW)

The Convention on Elimination of All Forms of Discrimination Against Women (CEDAW) is often described as an international Bill of Rights for women. It is a core international human rights treaty that consists of a preamble and 30 articles. It is a human rights instrument that provides the framework to identify what constitutes discrimination against women, and which sets up an agenda for national action to end such discrimination. The Convention defines discrimination against women as "...any distinction, exclusion or restriction made on the basis of sex which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise by women, irrespective of their marital status, on a basis of equality of men and women, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field." A body of 23 independent experts from around

the world known as the Committee on the Elimination of All Forms of Discrimination against Women monitors implementation of CEDAW.

Countries that have ratified or acceded to the Convention are legally bound to put its provisions into practice and to move beyond "de jure" equality and to ensure an equality of results – equality which is felt by the average woman and man. They are also committed to submit national reports - an initial report a year after ratifying the Convention and then regular reports every four years - on measures they have taken to comply with treaty obligations, employing indicators to measure the extent to which a country is in compliance with the Convention. These indicators include:

- Low level of women's political participation
- Violence against women, including violence around political participation
- Barriers to girls' education, including teenage pregnancy, gender stereotyping
- Female unemployment and poverty
- Vulnerability of rural women
- School dropouts by girls, especially caused by early pregnancy

- Vulnerability of women in de facto unions
- Trafficking and sexual exploitation of women
- Impacts of climate change and other emergencies on women, especially rural women
- Lack of sex-disaggregated data in all areas covered by the Convention

Two indicators - "Is there equal eligibility for men and women to political representation in all publicly elected bodies, and to participate in the formulation and implementation of policy?" and "Has the government taken appropriate measures to advance equality and women's participation in political and public life at all levels, including in the judiciary and quasi-judicial systems?" demonstrate gender mainstreaming elements of the Convention at a broad level; other indicators are specifically focused on legal issues related to rights.

In its concluding observations on state party reports and in several of its earlier general recommendations, the CEDAW has reiterated that State parties and other stakeholders have obligations under the Convention to take concrete steps to address the gender-related dimensions of disasters in a changing climate through the adoption of targeted, country-specific policies, strategies, legislation, budgets and other measures. In its 44<sup>th</sup> session (2009) the Committee stated that "all stakeholders should ensure that climate change and disaster risk reduction measures are gender-responsive, sensitive to indigenous knowledge systems and

respect human rights. Women's right to participate at all levels of decision-making must be guaranteed in climate change policies and programmes."<sup>73</sup>

## 2. United Nations Framework Convention on Climate Change (UNFCCC) and the Paris Agreement

At COP 21 in Paris, on 12 December 2015, Parties to the United Nations Framework Convention on Climate Change (UNFCCC) reached a landmark agreement to combat climate change and to accelerate and intensify the actions and investments needed for a sustainable low carbon future. The Paris Agreement builds upon the Convention and brings all nations into a common cause to undertake ambitious efforts to combat climate change and adapt to its effects, with enhanced support to assist developing countries to do so. The Paris Agreement's central aim is to strengthen the global response to the threat of climate change by keeping a global temperature rise this century well below 2 degrees Celsius above pre-industrial levels and to pursue efforts to limit the temperature increase even further to 1.5 degrees Celsius. The agreement also aims to increase the ability of countries to deal with climate change impacts, and make finance flows consistent with a low GHG emissions and climate-resilient pathway. It commits to the appropriate mobilization and provision of financial resources, a new technology framework and enhanced capacity-building to reach these ambitious goals, thus supporting action by developing countries and the most vulnerable countries, in line

with their own national objectives. The Agreement also provides for an enhanced transparency framework for action and support.

### **3. Sendai Framework for Disaster Risk Reduction 2015-2030**

The Sendai Framework includes a strong emphasis on disaster risk management as opposed to disaster management, the definition of seven global targets, the reduction of disaster risk as an expected outcome, a goal focused on preventing new risk, reducing existing risk and strengthening resilience, as well as a set of guiding principles, including primary responsibility of states to prevent and reduce disaster risk, all-of-society and all-of-State institutions engagement. In addition, the scope of disaster risk reduction was broadened to focus on both natural and man-made hazards and related environmental, technological and biological hazards and risks. Health resilience is strongly promoted throughout.

The Sendai Framework articulates the following: the need for improved understanding of disaster risk in all its dimensions of exposure, vulnerability and hazard characteristics; the strengthening of disaster risk governance, including national platforms; accountability for disaster risk management; preparedness to “Build Back Better”; recognition of stakeholders and their roles; mobilization of risk-sensitive investment to avoid the creation of new risk; resilience of health infrastructure, cultural heritage and work-places; strengthening

of international cooperation and global partnership, and donor policies and programs, including financial support and loans from international financial institutions. There is also clear recognition of the Global Platform for Disaster Risk Reduction and the regional platforms for disaster risk reduction as mechanisms for coherence across agendas, monitoring and periodic reviews in support of UN Governance bodies. UNDRR has been tasked to support the implementation, follow-up and review of the Sendai Framework.

The present framework aims to achieve the following outcome over the next 15 years: the substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries. The realization of this outcome requires the strong commitment and involvement of political leadership in every country at all levels in the implementation and follow-up of this framework and in the creation of the necessary conducive and enabling environment.

To attain the expected outcome, the following goal was articulated: Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience.

The pursuance of this goal requires the enhancement of the implementation capacity and capability of developing countries, in particular the least developed countries, small island developing States, landlocked developing countries and African countries, as well as middle-income countries facing specific challenges, including the mobilization of support through international cooperation for the provision of means of implementation in accordance with their national priorities.

To support the assessment of global progress in achieving the outcome and goal of this framework, seven global targets are to be measured and complemented by work to develop appropriate indicators. National targets and indicators will contribute to the achievement of the outcome and goal of this framework.



Photo: UN Women/Nguyen Xuan Huong

## B. Organisations providing capacity development for gender mainstreaming

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1. **WOCAN** has been providing capacity development for gender mainstreaming through delivery of its course on Gender-integrated Planning, organizational assessment, and the provision of coaching and mentoring to a wide array of organisations in Asia and the Pacific region. Since 2017, WOCAN has conducted and facilitated a series of workshops and trainings in Asia for the Embassy of Sweden's Regional Gender Support Facility to build capacities on gender analysis and integrated planning for a dozen of Sida's partners, including the ADPC, ICIMOD, and RECOFTC, that are engaged in climate change and disaster risk reduction-related initiatives. It also conducted a training on Gender Mainstreaming into REDD+ Action and Investment Plan for the UNDP and government of Cambodia, and developed a Gender Action Plan/roadmap based on a detailed gender analysis for Nepal's REDD+ Programme developed for the Forest Carbon Partnership Facility of the World Bank. WOCAN also facilitated the development of the ASEAN approach on Gender Mainstreaming in the Food, Agriculture and Forestry Sectors with support from the German Corporation for International Cooperation (GIZ).

WOCAN's Gender-integrated Planning course is designed for individuals in charge of planning processes in projects and organizations, to assist them to understand gender issues and address these in the planning process. It provides participants with knowledge to not only use gender analysis tools to gather gender-sensitive data, but also to use that data to plan in a systematic way. Effectively integrating gender into planning requires planners and M&E specialists to acquire new skills and practices. Upon completion of this course participants gain: a greater knowledge of key gender concepts and methods for gender analysis and planning; knowledge of how to integrate gender into planning processes –from problem analysis to design and setting of goals, outcomes, outputs, activities and inputs, and monitoring and evaluation; how to develop gender indicators for easy monitoring and evaluation; and an understanding of how to integrate gender into technical dimensions (e.g. crop management, forestry, livestock, irrigation, environment) rather than making a 'stand-alone' gender component.

2. **The Global Green Growth Institute (GGGI)** along with UNDP recently supported a workshop on Climate Change Program with a Gender Perspective in Bogor, Indonesia, in April 2019. Initiated by the Fiscal Policy Agency (FPA) as Indonesia's National Designated Authority for

the Green Climate Fund and the Ministry of Women Empowerment and Child Protection (MoWECP). Held to strengthen program executors' capacities to mainstream gender into climate change policies/programs, the workshop was attended by 54 officials from MoWECP and related ministries/agencies.

Recommendations from the workshop included, at the policy level, increased coordination between related ministries and institutions, the use of gender-responsive planning and budgeting in climate change policies, gender-responsive policy implementation, and socialization for gender-responsive climate change policies. At the programme level, MoWECP will start a technical assistance series on gender-responsive planning and budgeting on climate change programs in South Sulawesi. Participants agreed on the need for socialization of gender-responsive climate change issues at all levels of the government. The workshop also highlighted the urgency to mainstream gender policy within the new Public Services Agency on Environmental Management. Commitments were made to integrate gender issues into the formulation of climate change policies as well as regularly coordinate with one another; other ideas were to integrate gender into the curriculum of "Sekolah Lapang Iklim" (Field School on Climate) and to start green office initiatives in their respective offices.

3. **The Centre for People and Forests (RECOFTC)** has for the last six years produced papers and organised seminars on mainstreaming gender into forest policies in Asia and the Pacific region. As early as 2013, in collaboration with WOCAN, RECOFTC organised a national seminar in Cambodia on Gender, Forestry, and REDD+ to draw attention to the issues of gender in the forestry sector, with a specific focus on community forestry and REDD+. Participants included staff from the Ministry of Women's Affairs, the Forestry Administration, the Ministry of Environment, and the National REDD+ Taskforce, as well as representatives from local and international NGOs, academic institutions, and local communities. In 2018, a similar seminar was held with the Department of Forestry in Lao PDR for government agencies and the Lao Women's Union, environmental NGOs, donors, and civil society members. Participants gained knowledge on key issues, challenges, and gaps in the inclusion of women as effective stakeholders in forest-based climate change adaptation and mitigation, as well as approaches and methods to make use of opportunities for gender-responsive capacity building initiatives at different levels, and communicating the experience widely in climate change discussions and policy processes in Lao PDR. A number of potential areas for jointly working towards increased gender awareness, stronger policies, and plans in the forestry sector were identified.



4. **The International Centre for Integrated Mountain Development (ICIMOD)** recently organized a Training of Trainers workshop through the Embassy of Sweden's Gender Support Facility and facilitated by WOCAN to build the capacity of ICIMOD's gender team and selected staff of partner organizations to design and facilitate a gender-integrated planning course. ICIMOD's gender team provides training on gender awareness and mainstreaming for their partners in various projects; an example is the workshop on gender integrated planning in water resources management jointly organized by Kabul University and ICIMOD's Strengthening Water Resources Management in Afghanistan initiative, to enhance the capacity of Afghan water experts by providing hands-on experience on gender integrated planning in water resources management.
5. **The Asian-Pacific Resource and Research Centre for Women (ARROW)** recently launched an innovation lab in Kuala Lumpur to equip civil society to find solutions for climate change that impact women and young people in our region. The lab is part of the Women & Earth Initiative (WORTH) – an innovation programme and fund. The participants will be part of the five-month WORTH innovation training, which will include online and face-to-face workshops, where new ideas for integrating gender equality, sexual and reproductive health and rights (SRHR) and climate change adaptation efforts will be developed, tested and improved.
6. **The Asia Pacific Forum on Women, Law and Development (APWLD)** implements a Climate Justice Programme to build capacities of the women most affected by climate change and collecting evidence on the impacts faced by communities. Their aim is to ensure that the voices and demands of Asia Pacific women for climate justice are integrated in policies at local, national, regional and international levels, towards advancing sustainability and women's human rights. The programme conducts Feminist Participatory Action Research with grassroots women's organisations and their communities, and mobilises cross-movement collaboration to co-create a Feminist Fossil Fuel Free Future.
7. **The Stockholm Environment Institute (SEI) Initiative on Transforming Development and Disaster Risk (TDDR)** has been working to advance scientific knowledge and support policy and practice to enact transformations in disaster risk reduction and sustainable development toward more equitable, resilient and sustainable societies. TDDR develops, refines and communicates insights and approaches on how to transform the relationship between development and disaster risk, from one where risks are socially and politically created within development processes, to one where sustainable development and disaster risk reduction work in unison to address the root causes of risk. SEI co-hosted the TDDR in Asia Forum which brought together researchers, decision-makers, practitioners and

students working on development and disaster risk reduction in Asia. The forum focused on the key sustainable development concerns in Asia: urban governance, livelihoods, water resources management, and gender and social equality.

8. **The Asia Disaster Preparedness Centre (ADPC)** recently conducted its third Gender in Disaster Risk Reduction training. Through introducing participants to key concepts, addressing key gender issues and presenting case studies or best practices, participants were better able to understand the need to stop overlooking the role of women in disaster management. Participants were introduced to a case study from ADPC's *Building resilience through inclusive and climate-adaptive disaster risk reduction (DRR) program*, that promotes inclusive and rights-based approaches, equality and women's leadership for disaster risk reduction and climate change adaptation. Participants completed action plans to enable follow up on their progress in implementing gender-sensitive risk assessments and ways in which they can be used for more risk-informed decision-making as they integrate gender perspectives in their work and into various projects.



Photo: UN Women/Evelin Jaita Karmokar

## C. Approaches and tools

**TABLE 1**

Overview of analysed gender-sensitive approaches and tools for understanding and assessing impacts, vulnerability and adaptation to climate change

Steps of adaptation process	Gender assessments of vulnerability and impacts for CCA	Planning GS CCA activities	Implementing GS CCA activities	Monitoring and evaluation of GS CCA initiative	GS management practices for specific CCA initiatives	Creating an enabling environment and leadership for GS CCA
<b>General tools</b>						
Vulnerability assessments	X	X	X	X	X	X
Gender guidelines and toolkits	X	X	X	X	X	X
Gender information systems	X	X	X	X	X	X
<b>General approaches for gender-sensitive assessments, planning and monitoring and evaluation :</b>						
Gender analysis	X	X	X	X	X	X
Participatory approaches	X	X	X	X		
<b>Specific practices:</b>						
Empowerment of women	X	X	X	X		
Assessment of gender responsiveness				X	X	X
Advocacy for policy action		X	X	X	X	X
Translating guiding principles into operational policies and programmes					X	X
Gender strategies and plans				X	X	X
Gender-responsive budgeting					X	X
Capitalizing on institutional capacity	X	X	X	X	X	X

Adapted from: UNFCCC, 2013. **Technical Paper: Best practices and available tools for the use of indigenous and traditional knowledge and practices for adaptation, and the application of gender-sensitive approaches and tools for understanding and assessing impacts, vulnerability and adaptation to climate change.**

Abbreviations: CCA = climate change adaptation, GS = Gender-sensitive, V&I = Vulnerability, impact and opportunities

Key:  gender-responsive content  representation  enabling environment

**TABLE 2****Guiding questions for gender analysis**

<b>What is the context?</b>	<ul style="list-style-type: none"><li>» What demographic data disaggregated by sex, income, age, and location, including percentage of women-headed households, are available?</li><li>» What are the main sources of livelihoods and income for women and men?</li><li>» What are the needs and priorities in the specific sector(s) to be addressed by the planned intervention?</li><li>» Are men's and women's needs and priorities different?</li><li>» What impacts are men and women experiencing due to specific climate risks?</li><li>» What is the legal status of women?</li><li>» What are common beliefs, values and stereotypes related to gender?</li><li>» Please address different needs of different group of people in different cycle of disaster management</li><li>» Please address safeguarding and social protection of women in disaster risk reduction and CCA</li><li>» Identify differential impact on women in different life cycle stages (for example: adolescents, pregnant women and girls, lactating women, aged women in addressing safeguarding and protection in disaster risk reduction and CCA</li><li>» What type of safety net programs for women are in place during disaster risk reduction and CCA (both at govt and non-govt level)?</li></ul>
<b>Who has what?</b>	<ul style="list-style-type: none"><li>» What are the levels of income and wages for women and men?</li><li>» What are the levels of educational attainment for girls and boys?</li><li>» What is the land tenure and resource use situation? Who controls access to or owns the land? Do women have rights to land and other productive resources and assets?</li><li>» What are the main areas of household spending?</li><li>» Do men and women have bank accounts? Have they received loans?</li><li>» Do men and women have mobile phones, access to radio, newspapers, TV?</li><li>» Do women and men have access to extension services, training programmes, etc.?</li><li>» Do women and men have access to technology related to climate change adaptation and disaster risk reduction?</li><li>» Who has access and control over productive resources and skill which is essential during disasters or climatic events?</li></ul>

<b>Who does what?</b>	<ul style="list-style-type: none"> <li>» What is the division of labour between men and women, young and old, including in the specific sector(s) of intervention?</li> <li>» How do men and women participate in the formal and informal economy?</li> <li>» Who manages the household and takes care of children and/or the elderly? How much time is spent on domestic and care work tasks?</li> <li>» What crops do men and women cultivate?</li> <li>» Who is involved in the disaster risk reduction interventions in the community?</li> <li>» Who takes care of the sick family members?</li> </ul>
<b>Who decides?</b>	<ul style="list-style-type: none"> <li>» Who controls/manages/makes decisions about household resources, assets and finances?</li> <li>» Do women have a share in household decision-making?</li> <li>» How are men/women involved in community decision-making? And in the broader political sphere?</li> <li>» Do men/women belong to cooperatives or other sorts of economic, political or social organizations?</li> <li>» Do women play a key role in the decision-making process of any kind of national or sub-national committee, or local level group regarding disaster risk reduction and CCA (For example: Disaster Management Committee, Early Warning Committee etc)?</li> </ul>
<b>Who benefits?</b>	<ul style="list-style-type: none"> <li>» Will the services/products of the proposed intervention be accessible to and benefit men and women?</li> <li>» Will the proposed interventions increase the incomes of men/women?</li> <li>» Will the proposed intervention cause an increase/decrease in women's (and men's) workloads?</li> <li>» Are there provisions to support women's productive and reproductive tasks, including unpaid domestic and care work?)</li> </ul>

Source: Based on UNIDO, 2014.

## D. Examples of gender-responsive indicators for climate change project cycle<sup>74</sup>

### 1. Sample indicators at the output level

#### Sectoral planning and policies

- » Sex-disaggregated data routinely collected and applied to sectoral policy, planning, implementation, M&E
- » Existence of gender-sensitive sectoral statistics and/or M&E frameworks (national/local databases)
- » Evidence that national/local development policies, programmes and plans require participatory approaches, and target both women and men to use and manage low-carbon and climate-resilient solutions and technologies
- » Evidence that relevant sector-enabling policies, strategies and plans require participatory approaches, and target both women and men to use and manage low-carbon and climate-resilient solutions
- » Evidence that policies, strategies and plans supporting low-carbon and climate-resilient solutions are based on gender analysis of the different impacts of climate change on poor women and men/women and men from remote rural areas, and include gender equality objectives, measures, indicators and targets
- » Budget allocated to measures supporting gender equality in sectoral planning and programming – gender-responsive budgeting
- » Evidence that enabling policies and regulations for green small and medium enterprises include provisions supporting gender equality
- » Existence of practically applied tools and techniques to incorporate women’s roles in relevant sectoral planning and consultations
- » Number and percentage of women and men (from remote rural areas) who attend/are actively involved in sectoral planning and consultation meetings
- » Female staff in organizational set-up
- » Existing institutional structure/capacity to address gender-environment-climate change nexus

#### Business model and technology solutions

- » Number and percentage of women adopting low-carbon and climate-resilient solutions
- » Number and percentage of women with new/improved income-generating opportunities due to access to low-carbon and climate-resilient solutions
- » Number and percentage of women involved in the design, distribution, management and utilization of low-carbon and climate-resilient solutions
- » Proportion of women-led businesses/small and medium enterprises engaged in design/manufacturing/maintaining/distribution of low-carbon and climate-resilient solutions
- » Number and percentage of (full-time equivalent) jobs (person-days) generated by the project for women and men, by pay rate and type of job: unskilled/ technical/management/and supervisory roles (e.g. meter readers, technicians, bill collectors, customer service staff)
- » Number and percentage of enterprises established or expanded using low-carbon and climate-resilient solutions by women and men, by type of enterprise

## Access to finance

- » Evidence of the type of financial incentives used to encourage women's entry into the market for provision of low-carbon/climate-resilient products and services (e.g. finance packages; tax benefits and rebates; subsidies; pilot schemes; partnerships with financial institutions, the private sector or women's associations)
- » Number/proportion of women with improved access to financial mechanisms (equity investment, affordable loans, etc.) for low-carbon/climate-resilient products and services
- » Number of women/female-headed households benefiting from (innovative) financing and business models
- » Number of low-carbon/climate-resilient supporting multilateral financial institutions and other financial institutions with a gender-sensitive credit/ lending policy

## 2. Sample indicators at the outcome/impact level

### Well-being and livelihood

- » Number and percentage of poor women and men with increased resilience to deal with climate change (e.g. use of climate-resilient crops and farming techniques, improved land management, clean technologies, increased knowledge and strengthened networks on climate change issues, number / percentage of women-headed households provided with resilient home)
- » Number / percentage of (female-headed) households / people with (no) access to low-carbon energy or transport solutions and infrastructure
- » Time saved in collecting and carrying water, fuel, and forest products due to environmentally sustainable and climate change adaptation activities
- » (Female-headed) household expenses on energy (electricity) / percentage change in expenditure on purchasing fuel for household energy needs by women
- » Number of casualties from natural disasters, by sex
- » Number of communities and the percentage of women in these communities benefiting from effective, climate-resilient watershed management
- » Number of cases of respiratory disease, carbon monoxide poisoning, and fire accidents, by sex (adults and children)
- » Level of women's mobility (e.g. in relation to low-carbon transport)
- » Level of gender violence (e.g. in relation to lack of street lighting)

### Economic empowerment

- » Number of female entrepreneurs with adequate access to financing for low-carbon and climate-resilient investment
- » Number and percentage of women and men with increased employment and income due to climate change adaptation or mitigation activities (e.g. improved energy facilities and services, improved farm productivity, etc.)
- » Number and percentage of jobs (person-days) generated for women and men in the community
- » Propensity of rural women to work outside the home thanks to electrification
- » Increase in labour / work effectiveness / productivity due to project
- » Increased market opportunities for women-headed SMEs

## Participation and decision-making

- » Level of women's and men's awareness on women rights and rules for access to financial, natural and energy resources
- » Evidence that policies, strategies and plans are based on gender analysis of the different impacts of climate change on poor women and men, and include gender equality objectives for each sector of climate change adaptation and mitigation
- » Evidence that relevant sectoral sector policies, strategies, and plans require participatory approaches and the targeting of both women and men to use and manage low-carbon and climate-resilient solutions and technologies
- » Proportion of women in sectoral ministry in senior management positions

## Capacity development

- » Sectoral policy, strategies and reforms include gender equality objectives based on gender analysis of need, demand and supply
  - » Number and percentage of women and men trained in energy-saving and sustainable agricultural technologies (e.g. adaptations to land management practices in marginal and fragile lands, adaptations related to changed rainfall patterns)
  - » Existence of new or improved gender equality supporting sectoral regulatory and legal documents
  - » Evidence of the type of incentives designed to recruit women, increase their capacity, and provide career development in targeted sector agencies and service providers
  - » Level of institutional and staff capacity to mainstream gender in the relevant sector
  - » Minimum percentage of participants in capacity development activities are from marginalized stakeholder groups: women and ethnic minorities
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# Endnotes

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#### **IV. Good practices and cases from Asia and the Pacific Region**

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#### **V. Conclusions**

71. Acosta et al 2019.
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