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GENDER RESPONSIVE NATIONAL COMMUNICATIONS TOOLKIT

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GLOBAL SUPPORT PROGRAMME

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LIST OF ACRONYMS

BUR	Biennial Update Report
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CNS	Carbon-Neutral Strategy
COP	Conference of Parties
DHS	Demographic and Household Survey
FBO	Faith-Based Organization
GEF	Global Environment Facility
GGCA	Global Gender Climate Alliance
GHG	Greenhouse Gas
GSP	Global Support Programme for Preparation of National Communications and Biennial Update Reports
INDC	Intended Nationally Determined Contributions
IPCC	Intergovernmental Panel on Climate Change
IUCN	International Union for Conservation of Nature
LEDS	Low Emission Development Strategies
MRV	Monitoring, Reporting and Verification
NAMA	Nationally Appropriate Mitigation Action
NAPA	National Adaptation Programme of Action
NAP	National Adaptation Plan
NC	National Communication
NGO	Non-Government Organization
REDD	Reducing Emissions from Deforestation and Forest Degradation
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Climate Change Convention
UNFPA	United Nations Population Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women

GLOSSARY

Gender: Gender is about women and men, boys and girls and their relationship to each other in different groupings. Gender refers to the roles, behaviours, activities and attributes that a given society, at a given time, considers appropriate for men and women. Gender also refers to relations between groups of women and between groups of men. These roles and attributes are socially constructed and learned through socialization processes. As such, gender roles and relations are different between societies and at different points in history.

Gender analysis: This refers to careful and critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect men, women, girls and boys in certain situations or contexts. A key element of gender analysis is the examination of women's and men's access to and control of resources—especially economic, political and knowledge resources and access to and control of time. Other important analysis factors that should be considered along with gender include age, poverty levels, ethnicity, race and culture.

Gender and sex: Gender and sex are different but interlinked. Gender is a social attribute and sex is a biological attribute where individuals are almost always clearly male or female. Society shapes and normalizes different roles and behaviours based on people's male or female sex and these socially determined roles and relationships are referred to as gender attributes. Sexual orientation also influences the roles and behaviours of individuals and different societies treat lesbian, gay, bisexual and transsexual people with differing degrees of expectations and discrimination.

Gender equality: Equality between men and women, or gender equality, refers to the equal rights, responsibilities and opportunities of women and men, boys and girls. Equality does not mean that women and men will become the same but that their rights and opportunities will not depend on whether they were born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue as it provides benefits for both men and women and is a key human right. Gender equality is also a precondition for, and indicator of, sustainable development.

Gender equity: Gender equity refers to specific measures that are designed to redress historical inequalities between men and women. There are many examples of gender equity and they apply across all sectors. Examples include taking steps to ensure girls and boys and women and men have equal access to health and education opportunities, designating temporary special measures to bring women into decision-making arenas and employment, and/or designing processes to ensure women can safely participate in economic life.

Gender inclusive: Gender inclusiveness is a process and refers to how well women and men are included as equally valued players in initiatives. Gender-inclusive projects, programmes, political processes and government services are those which have protocols in place to ensure women and men (and boys and girls, where appropriate) are included and have their voices heard and opinions equally valued.

Gender mainstreaming: This is the process of assessing the implications for men and women of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a way to ensure women's and men's concerns and experiences are an integral dimension of all development efforts. The goal of gender mainstreaming is gender equality. Gender mainstreaming is a 'whole of government' responsibility.

Gender responsive: Gender responsiveness refers to outcomes that reflect an understanding of gender roles and inequalities and which make an effort to encourage equal participation and equal and fair distribution of benefits. Gender responsiveness is accomplished through gender analysis and gender inclusiveness.

Gender roles: Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies there are differences and inequalities between women and men in the responsibilities they are expected to take up, the activities that are considered normal or acceptable, access to and control over resources, and participation in decision-making.

Source: Most of the definitions in this glossary are adapted from the UN Women website, trainingcentre.unwomen.org/mod/glossary/print.php?id=36&mode=&hook=ALL&sortkey=&sortorder=&offset=-10 (accessed 17 August 2015).

OVERVIEW

BACKGROUND

This toolkit is an initiative of the UNDP Gender Team and the UNDP–UNEP Global Support Programme.[1] It is designed to strengthen the capacity of national government staff and assist them in integrating gender equality into the development of National Communications (NCs). It is recognized that NC reporting processes can be a meaningful entry point for training, awareness-raising and capacity-building efforts. Preparation of reports can also influence other, ongoing climate change planning and policymaking processes. As such, the toolkit can support Biennial Update Reports and planning documents such as National Adaptation Plans (NAPs), and inform the development and/or implementation of Intended Nationally Determined Contributions (INDCs), national and sectoral Gender and Climate Change Plans, and the strategic plans of individual government agencies[2] This toolkit can also inform sector policies related to both social and natural resource issues.

The UNDP Gender Team, through the Global Gender Responsive Climate Change Programme, has played a catalytic role in shifting the paradigm on gender and climate change to address challenges related to the incorporation of gender perspectives into global climate change policies and strategies. The Global Support Programme is funded by the Global Environment Facility (GEF) and is jointly implemented by UNDP and UNEP. The primary objective of the Global Support Programme is to provide technical and policy support to Parties to the United Nations Framework Convention on Climate Change (UNFCCC) in preparing their National Communications and Biennial Update Reports.

[1] *The GSP is built on the achievements and lessons learned from the previous National Communications Support Programme (NCSP). The UNDP-UNEP NCSP website (ncsp.undp.org) contains a wealth of reference materials and lessons learned.*

[2] *INDCs are public statements that identify what post-2020 climate actions a country will take under a new international agreement. INDCs should outline what steps will be taken to reduce carbon emissions; they should align with national development plans and should reflect the national priorities of all stakeholders, male and female.*

SCOPE OF THE TOOLKIT

The toolkit provides suggestions and guidance on integrating gender issues into National Communications (NCs). It seeks to make the process of reporting more transparent in terms of whose involved, whose views are represented, gender-differentiated risks, and the types of support men and women need to influence climate adaptation, mitigation, policymaking and reporting. It can also be used to build capacity for gender analysis of key climate change issues that are reported on in NCs. The toolkit seeks to present information in a clear, simple and straightforward way. It aims to provide guidance on integrating gender into NC reporting without creating extra layers of process and at minimal additional cost.

The toolkit presents rationales for gender-responsive NCs and approaches for integrating gender into NC reports. It also provides context and information on a range of issues; good practice examples; and lessons learned. Issues examined include:

- How climate change impacts men and women in sectors such as energy, agriculture and waste management, as well as their different vulnerabilities to climate risks and the ways in which they seek to adapt to climate change.
- How women and men are differentially engaged in supporting or reducing greenhouse gases and how including gender analysis into greenhouse gas inventory reporting can contribute to reducing emissions.
- How men and women are innovating and adopting both new and old technologies to mitigate climate change.

Finally, the toolkit looks at steps required to ensure the sustainability of gender-responsive climate change reporting. This requires ensuring commitment, funding and integrated capacity development across sectors, and using gender indicators and sex-disaggregated data for monitoring.

The toolkit does not seek to lay out the detailed steps of climate change reporting methodologies, as these are available from the Global Support Programme website, the UNFCCC and from a number of other sources. Rather, the toolkit provides practical and analytical tools to integrate gender considerations into the standard steps of NC reporting.

AUDIENCE

This toolkit is primarily targeted towards government staff and other technical experts responsible for coordinating and/or developing the National Communications and/or Biennial Update Report processes. In addition, it may be useful to:

- Gender specialists advocating for increased gender responsiveness in all national development efforts.
- Non-government and community organizations interested in engaging as stakeholders to empower women's voices to be heard in climate change processes.
- Staff of development agencies assisting governments to implement reporting processes.

ORGANIZATION OF THE TOOLKIT

The toolkit is divided into two main sections, each of which provides information and guidance to support gender-responsive National Communications. The first section provides the rationales for integrating gender equality and women's empowerment issues into climate change reporting. The second section is broken into three parts and examines approaches and information relevant to integrating gender into the required framework of NC reporting.
In each section the toolkit provides references, advice, options and examples. In this way it shows that despite local circumstances, geographic differences and levels of development, gender is relevant to NCs and the topics reflected therein.

EXPLANATORY NOTE ABOUT NATIONAL COMMUNICATIONS

This initial explanation is to ensure that all stakeholders understand what National Communications are and what purpose they serve.

The United Nations Framework Convention on Climate Change (1994) is an international commitment signed by 195 states plus the European Union. Parties report regularly on their progress to implement the Convention and these reports are called National Communications (NCs).

The purpose of NCs is to provide regular information and status updates on progress toward implementation of the Convention. The basic components of the NC are focused around inventories of greenhouse gas emissions and activities to reduce them and to adapt to climate change. Activities are usually classified as adaptation or mitigation, and are linked to technology needs, capacity development and other national circumstances.

It is important to note that different groups of countries report to different schedules and standards. Annex 1 of the Convention applies to industrialized countries that must report annually following one set of guidelines. Non-Annex 1 countries (developing countries) follow guidelines that are more flexible in relation to timing and content. In addition to NCs, countries are expected to submit interim reports, which can be more condensed and focused on key issues. These reports are called Biennial Update Reports, or BURs, and are to be submitted every second year.[3]

[3] *This section is based on a 2012 UNDP guidance note, 'La presencia del enfoque de género en las Comunicaciones Nacionales presentadas por las naciones de América Latina y el Caribe ante la Convención Marco de Naciones Unidas somber Cambio Climático (CMNUCC)', H/APG/2012/20.*

Local women in Grand Boulage are employed in one of UNDP's watershed management projects. During 2011, UNDP and its partners launched watershed management, reforestation and renewable energy promotion initiatives. Photo: Mariana Nissen (UNDP)

MAKING THE CASE: GENDER MAINSTREAMING IN NATIONAL COMMUNICATIONS

There are a number of rationales for analyzing gender issues in the context of National Communications (NCs) and Biennial Update Reports (BURs). Initially, it is important to note that the UNFCCC and the CoP Lima Work Programme on Gender recognize that all aspects of climate change have gender dimensions. The UNFCCC encourages countries to integrate gender considerations into specific areas of work on the Convention. This includes NCs, BURs and National Adaptation Programmes (NAPs). Not all aspects of NC or BUR reporting will require detailed action related to gender, but situations vary from country to country. An initial gender analysis across all areas—and inclusion of stakeholders who understand gender issues in relation to their sectors—will allow each country to assess where deeper gender analysis and action is required to make the overall NC or BUR report more credible, realistic and sustainable.

Figure 1 provides examples of the steps that can be taken and the types of information needed to incorporate gender into the various stages of NC and BUR preparation processes. The section of the document on 'Making the Links' will elaborate on specific approaches that can be used in relation to the points highlighted in Figure 1.

Key rationales for incorporating gender issues into NCs pertain to increased transparency, improved planning, enhanced effectiveness and better results. Some of these are immediately apparent as benefits documented in the NC reports; and some will be more apparent as downstream benefits flowing from gender-responsive NCs and related policies and plans.

FIGURE 1: MAP OF GENDER CONSIDERATIONS IN NC PROCESSES

A Initial Preparation Stage for National Communications

NC Project proposal and implementation agreement prepared

National Coordinator and/or project team appointed

Budget prepared

Steps to Enhance Gender Responsiveness

- Include statement in project proposal to explain gender as a relevant issue and identify that outcomes data and analysis of gender issues will be included in NC sections
- Include personnel with gender analysis expertise on project team
- Include gender-related costs in project budget. Include costs for capacity-building, data collection and analysis and include gender in each component of NC. Note in proposal that these small investments will provide a high return in quality and relevance of NC.

B Stocktaking and Reporting on National Circumstances

Review and Reporting on National Situation vis-à-vis Climate, including:

- Geographic and geological factors in relation to climate
- Overview of political situation and government structure
- Overview of socio-cultural situation and dynamics
- Overview of economic conditions, including issues such as:
  - Agriculture
  - Tourism
  - Trade in natural resources
- Sector-by-sector situational summary for natural resources, e.g.:
  - Land
  - Water
  - Energy

Steps to Enhance Gender Responsiveness

- Ensure team of staff or consultants taking stock of national circumstances includes individuals with expertise in gender analysis and gender statistics
- Across all stocktaking areas, collect sex-disaggregated data and research done to date on gender issues in relation to resource use, natural resource management and women's and men's roles in each area of the economy
- Highlight issues arising in terms of women's and men's knowledge sets and uses of land, water and energy
- Identify social and cultural factors such as men's and women's education and literacy levels, freedom of mobility, generational changes in gender roles, differences between rural/urban women and rural/urban men
- Feature facts on women's and men's representation in decision-making on resource issues and in politics. Identify constraints to equitable participation.
- Highlight differences in women's and men's participation in different aspects of the economy. For example, what are the gender differences in terms of paid and unpaid labour, earning power and use of financial services?

C Inception Workshop to Initiate National Communication Process

Engage key stakeholders from government, civil society, academia and the private sector

Collect and share information from all stakeholders

Establish thematic working groups

Enhance buy-in to National Communication process

Steps to Enhance Gender Responsiveness

Inclusion of Gender Considerations from Inception

- Work with ministry responsible for gender equality to ensure stakeholders from government, private sector, civil society and academia include those with expertise and interest in gender analysis and gender equality
- Provide capacity-building in relation to NC purpose and content, gender issues in environment and their role in the NC/BUR processes
- Establish criteria to ensure data and information collection includes gender issues in for each sector and each NC reporting component
- Hold at least one workshop session on why gender issues are an important consideration in NCs
- Identify where data and information on gender and climate change is unavailable and what steps are needed to fill gaps
- Establish criteria for working group membership to ensure gender expertise is represented in each group
- Use inception meeting outcome report to specifically identify commitments to gender issues in each component of NC
- Where necessary, hold side meetings to discuss effective gender and climate change advocacy

D Preparation of National Communication Components

Vulnerability and Adaptation Assessment Reporting Areas

- Documentation of current climatic, socio-economic and natural systems
- Identification of priority areas of the country and sectors for assessments
- Assessments of current situation, future risks, vulnerable sectors
- Review and documentation of adaptation policies, strategies and measures
- Review of lessons learned and good practices
- Assessment of current human resources technical capacity to support adaptation
- Planning to enhance public awareness and adaptation capacity across sectors
- Establishing priorities and improving project-linked adaptation responses
- Identification of areas for legislative and policy reform

Greenhouse Gas Inventory

- Develop targeted strategies to mainstream GHG data collection and analysis across sectors
- Appointment of national coordinating body for GHG inventory and TWG (with clear responsibilities and terms of reference)
- Development of work plan with identification of key category analysis
- Define priorities for technical inventory process and related capacity-building requirements
- Identify key data issues and strategies to overcome constraints

Mitigation Assessment

- Establish sector teams to work with GHG TWGs to facilitate information-sharing and promote sustainable development and mainstreaming efforts
- Develop mitigation assessment work plan with clear goals, timeframes and responsibilities
- Identify data sources including institutions/organizations, individuals and specialist resource people
- Develop clear terms of references, with specified responsibilities and tasks for all stakeholders
- Identify realistic and appropriate methodologies linked to national capacity and data
- Develop baseline scenarios and other mitigation-related parameters

Steps to Enhance Gender Responsiveness

Making Vulnerability and Adaptation Assessment More Gender Responsive

- Engage gender-equality organizations and specialists as regular stakeholders
- Collect sex-disaggregated data and include analysis of male/female (M/F) differences in all reports and assessments to clarify differences between M/F vulnerability
- Identify where sex-disaggregated data is not available
- Highlight issues of men's and women's different access and control of resources
- Assess lessons learned vis-à-vis differences in men's and women's experiences, knowledge and contributions
- Identify a core set of indicators to monitor gender issues
- Include gender analysis sessions in all Vulnerability and Adaptation–related workshops
- Engage with local-level women's networks and faith-based organizations to collect and disseminate information on women's roles in adaptation
- Involve the government agency responsible for gender equality in legislative and policy

Making Greenhouse Gas Inventory Process More Gender Responsive

- Engage gender specialists from government, private sector and civil society to develop gender analysis framework for GHG data collection across sectors within the national context
- Establish criteria for technical working group (TWG) membership to ensure that social and gender analysis specialists participate in all aspects of GHG inventory process
- Ensure work plan highlights categories where gendered divisions of labour indicate scope for in-depth gender analysis
- Where GHG inventories connect to social data, ensure collection of sex-disaggregated data, identify gaps in data and include consideration of gender issues in strategies to overcome data constraints

Making Mitigation Assessment More Gender Responsive

- Ensure work plan highlights categories where gendered divisions of labour indicate scope for in-depth gender analysis
- Coordinate with adaptation and vulnerability TWG to identify gender specialists who can contribute to mitigation assessments across sectors
- Establish criteria for all terms of reference to include collection of sex-disaggregated data, establishment of a small set of gender-specific indicators, and employment of gender specialist to conduct gender analysis of mitigation findings
- Ensure women and men are involved in development of baseline scenarios and mitigation-related parameters

E Reporting on Constraints, Gaps and Needs

Mitigation Assessment

- Problems and constraints in Adaptation
- Problems and constraints in GHG Inventory
- Problems and constraints in Mitigation Assessment and Actions
- Planned actions to address problems and overcome constraints

Financial Needs for Efficient and Effective Implementation of the Convention

Steps to Enhance Gender Responsiveness

Clear Articulation of Needs and Constraints Relative to Integrating Gender in Climate Change

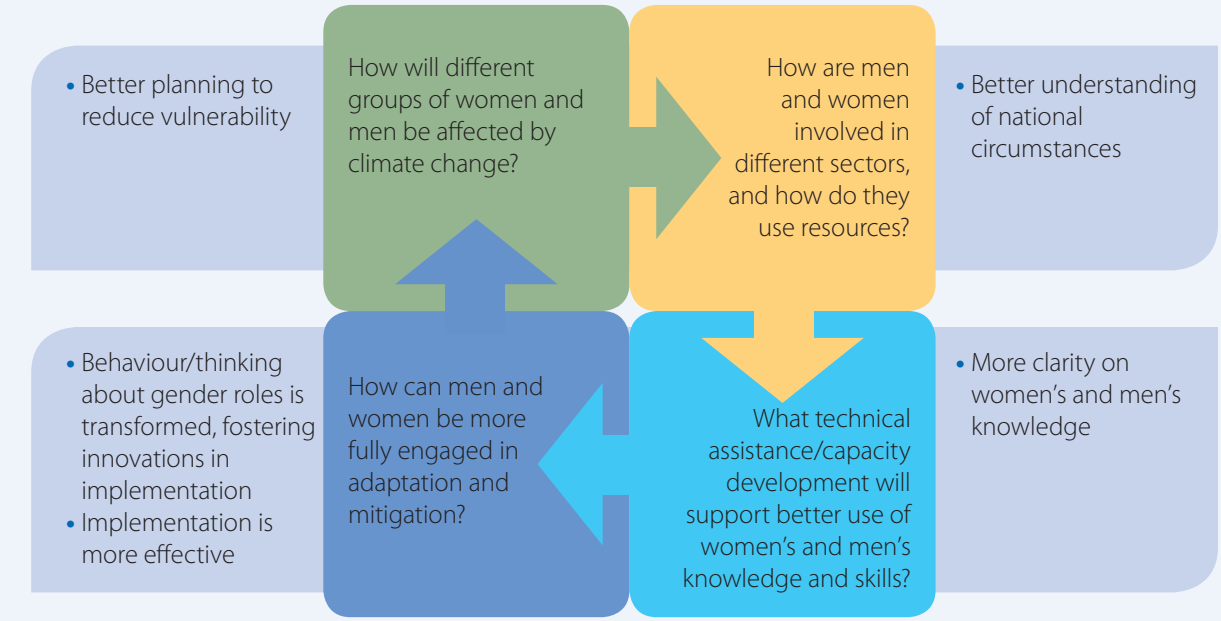
- Itemize issues arising through sex-disaggregated data collection and analysis, and research and gender analysis of sector issues in each NC component
- Highlight any constraints related to discrimination and/or inequality, and capacity issues linked to women's and men's distinct social roles, and identify proposals to address constraints
- Introduce costing for further integration of gender analysis into climate change initiatives across sectors as an issue
- Specify financial requirements for improving gender resilience by sector

INCREASED TRANSPARENCY

Understanding how both men and women are involved in managing their environments, including what they know, how they work and how they participate in decision-making, helps to clarify the overall picture of the effects of climate change on different countries and groups of citizens.

Figure 2 provides an indication of how information on different gender roles and gender dynamics across social levels are like pieces of a puzzle; and as puzzle pieces are put in place it is easier to see the bigger picture. Gender-responsive National Communications (NCs) and Biennial Update Reports (BURs) are those that involve a wide range of male and female stakeholders (not just gender specialists) and include the integration of gender analysis at every stage and in every sector. This approach creates a more complete and accurate picture of how climate change is affecting a country. Striving for clarity and transparency is a demonstration of good governance, as it fosters the accountability of NC processes to all citizens.

FIGURE 2: TRANSPARENT PROCESSES CLARIFY THE BIGGER PICTURE



Gender analysis can also enrich broader social analysis components of NCs. Depending on whether surveys such as Demographic and Health Surveys, those on population and housing, or agricultural censuses have been done nationally or locally, gender analysis methodologies can be adapted to show more detailed information about groups of men and women by age, ethnicity, geographic area and economic status.[4] Box 1 provides an example of how different data sets can be combined to support climate initiatives and how it can add value and clarity to NCs, making them more useful for planning and budgeting.

[4] *For more information, see the 2013 presentation of the Wilson Center's Environmental Change and Security Program on the use of censuses and surveys to plan for climate change adaptation, www.wilsoncenter.org/sites/default/files/The%20use%20of%20census%20and%20survey%20for%20planning%20Wilson%20Center%20October%202-2013.pdf.*

BOX 1: GENDER ANALYSIS ENRICHES SOCIO-CULTURAL AND ECONOMIC EVIDENCE

To illustrate how gender-related data and analysis from various sectors can enrich evidence related to NCs, consider health data and gender analysis compiled in Demographic and Health Surveys (DHS). These surveys often provide information on how women and men share decision-making, what their workloads are with respect to caregiving, and how much time they spend in accessing health services. The data is further disaggregated by age and geographic location so it can be used to identify which groups are most likely to be impacted by different climate change factors and what health risks they face. As such, it can support the planning of cross-sector outreach initiatives, such as in the management of insect vectors and/or inundations caused by sea-level rise or flooding. Combining age, geographic and sex-disaggregated information may also show that informing men and women of health and climate risks and mitigation efforts may need to be targeted to different health facilities or programmes, offered at different times of day, and in combination with different incentives.

A number of climate change gender action plans, both national and across sectors, identify indicators that require cross-referencing and disaggregating data by age, sex, geographic location and income levels. For example, Nepal's Climate Change Gender Action Plan identifies the need for data banks that specifically include sex-disaggregated information to clarify women's and men's roles, knowledge and responsibilities and inform water management, forestry and agricultural programmes.

Source: IUCN and GGCA. 2012. The Art of Implementation.

It is important to keep in mind that climate change is also considered to be a human rights issue. National climate change commitments are therefore also linked to commitments such as those made through the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW).[5] NCs that include men and women at all levels of the process, and which incorporate analysis of sex-disaggregated data and gender issues, will be better able to demonstrate linkages between fulfillment of human rights commitments and results of adaptation and mitigation efforts. Further, bringing together human rights commitments and gender considerations in the context of NCs will support both environmental sustainability and social development.

Reflecting the links between climate change and human rights, the Human Rights Council has made multiple resolutions and statements on human rights and climate change, and on the duty of states to protect men and women, girls and boys from its devastating impacts. On 6 March 2015, the Council held a full-day discussion on climate change and human rights. Two in-depth panel discussions noted that impacts of climate change are now, in some cases, exceeding the ability of states to protect their people and that there is a need for international shared responsibility to protect people from drought, sea-level rise and climate-driven conflicts. Participants called for human rights dimensions to be integrated into future outcomes of the Conference of Parties and for improved reporting on climate It is important to keep in mind that climate change is also considered to be a human rights issue. National climate change commitments are therefore also linked to commitments such as those made through the Convention on the Elimination of All

[5] *CEDAW is the primary international convention that specifically enshrines the human rights of women and girls. The UN General Assembly adopted it in 1979. By becoming party to CEDAW, states commit to ending discrimination against women in all its forms. There are 189 states parties. For more information, see www.ohchr.org/en/hrbodies/cedaw/pages/cedawindex.aspx.*

Forms of Discrimination against Women (CEDAW). NCs that include men and women at all levels of the process, and which incorporate analysis of sex-disaggregated data and gender issues, will be better able to demonstrate linkages between fulfillment of human rights commitments and results of adaptation and mitigation efforts. Further, bringing together human rights commitments and gender considerations in the context of NCs will support both environmental sustainability and social development.

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IMPROVED PLANNING

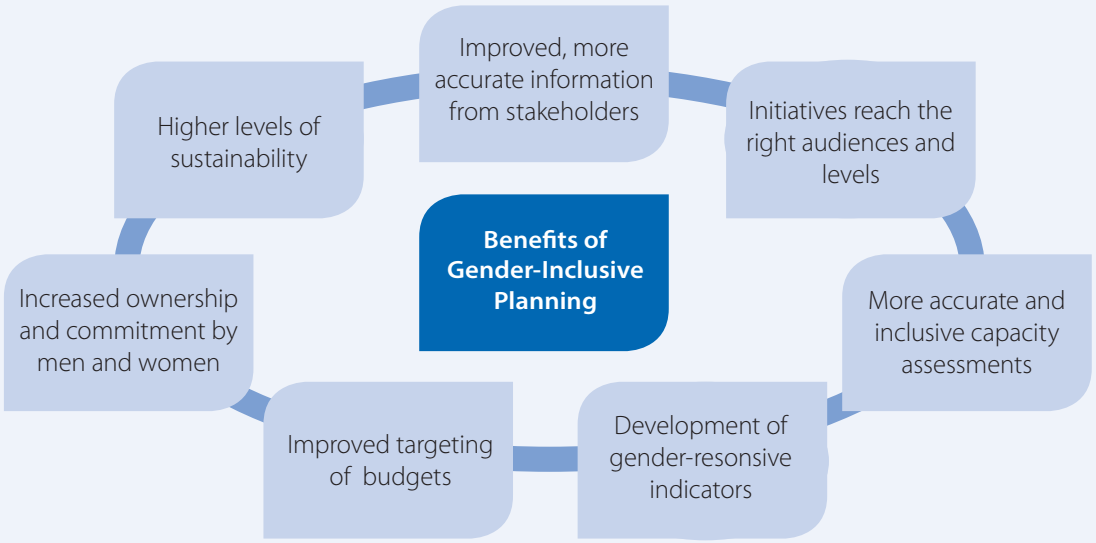
The UNFCCC specifies that National Communications (NCs) are intended to function as both reporting and planning documents. NC findings and recommendations can guide planning for adaptation measures and the reduction of greenhouse gas emissions through mitigation efforts. As planning tools, gender-responsive NCs can provide comprehensive background and baseline information on population groups across sectors. They can also inform the planning and design of effective implementation processes for INDCs, particularly in relation to disaster preparedness and climate change adaptation. This gives a better understanding of socio-economic and political contexts and supports priority-setting (Figure 3). Additionally, gender-responsive planning frameworks are linked to improved implementation of policies and programmes and higher levels of sustainability. As plans become more informed and specific, budget accuracy also improves—for example, more information makes it easier to assess allocations for i) capacity-building on gender, ii) the participation of men and women in climate change actions, and iii) sex-disaggregated data.

ENHANCED EFFECTIVENESS IN IMPLEMENTATION

Involving women and men together in climate change responses supports effective implementation; and recognizing their different perspectives, concerns and interests serves many purposes. It helps raise awareness of women's strategic but often invisible and unpaid roles, across sectors. Recognizing women's roles and engaging them in climate change initiatives can then also bring more information and human resources to bear on problems related to climate change.

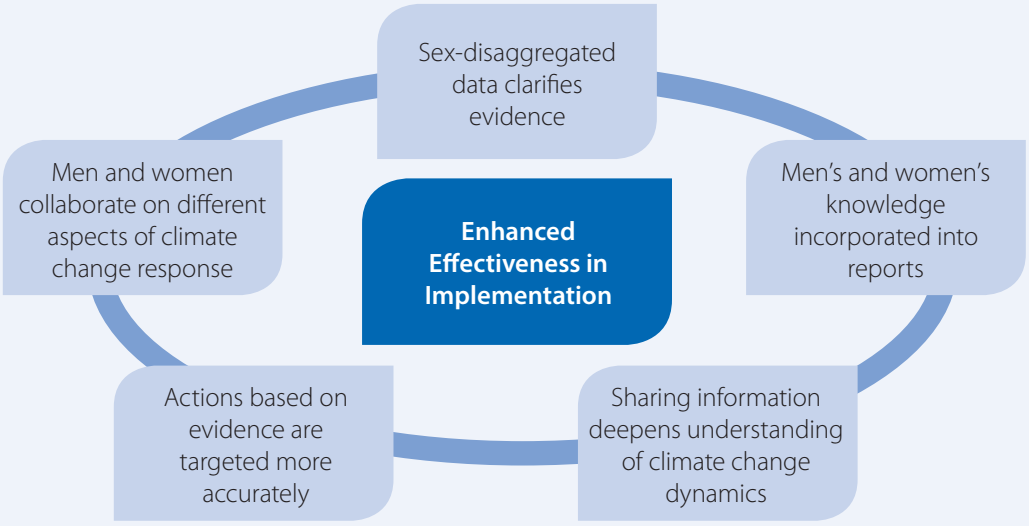
Gender analysis can reveal nuances in climate change impacts. The range of factors contributing to increased implementation effectiveness is illustrated in Figure 4. It can also help identify critical indicators and monitoring points. Women and men often notice different things about water, crops, and plants and animals in the ecosystem because they use resources and interact with natural systems in different ways. They can therefore be complementary informants when tracking changes caused by human use of the environment. Women and men may also notice different impacts related to emissions. Their combined knowledge about energy producing and consuming activities will support more

FIGURE 3: BENEFITS OF GENDER-INCLUSIVE PLANNING



informed decision-making and efficient adjustments in programme priorities and cycles. This will in turn make reporting on outcomes and impacts of National Communication (NC) recommendations more accurate. Sex-disaggregated data and gender-linked indicators can also highlight gaps in capacity or knowledge and facilitate involvement of the right people with the right skills in programmes. Clarifying this information can lead to more collaboration and coordination with existing gender-specific initiatives—particularly those with the potential to incorporate climate issues into their designs—and result in cost savings for government and development partners. Consequently, while there are some additional upfront costs related to capacity development and facilitating inclusion of stakeholders and technical analysis, expenses for gender-responsive NCs will be offset by more effective implementation of the next generation of programmes.

FIGURE 4: ENHANCED EFFECTIVENESS IN IMPLEMENTATION

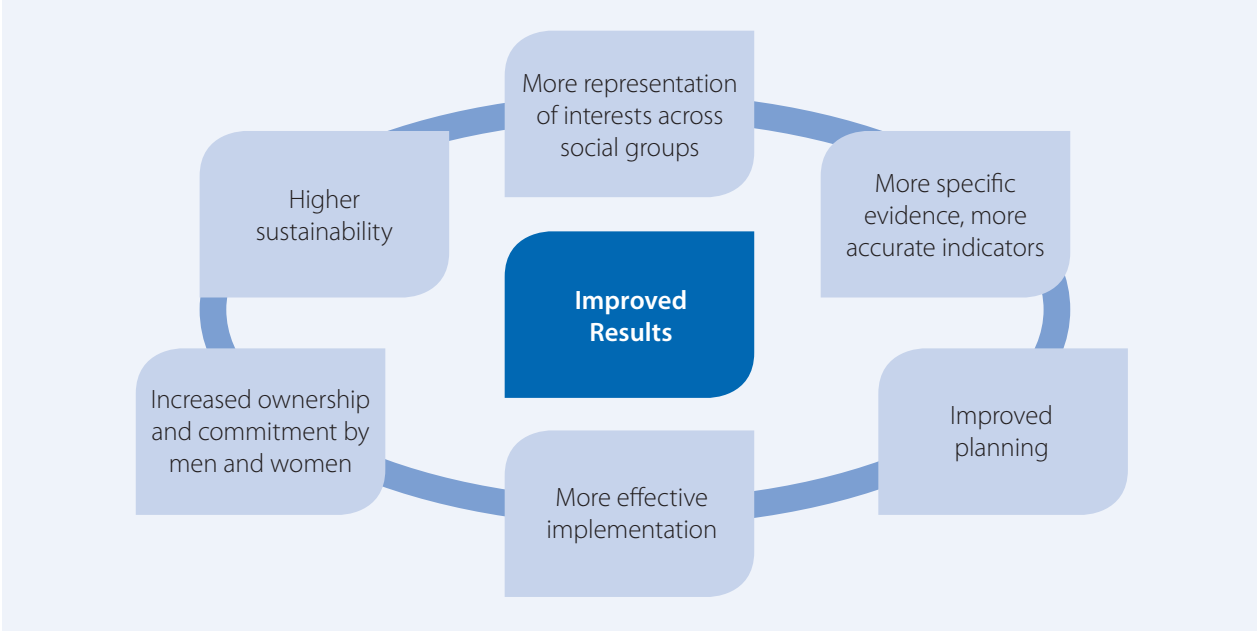


NCs that strive to present and analyze sex-disaggregated data from censuses and surveys, and which explain how gender dynamics impact national circumstances, create a road map for more sustainable development. Similarly, NCs that use sound information and analysis will resonate more effectively with stakeholders. They will be more relatable to planned actions and their time, knowledge and energy are more likely to be invested into quality inputs. They are then also more likely to become informed advocates that can hold decision makers accountable to their commitments. Including both men and women as advocates for gender-responsive climate change response will increase ownership of initiatives and foster more efficient and effective programmes.

BETTER RESULTS ACROSS SECTORS

In summary, there are many ways countries can benefit from gender-responsive National Communications (NCs) and Biennial Update Reports (BURs), as shown in Figure 5. They provide more comprehensive information and analysis as well as more relevant reflections of the overall status of climate change work in each country. They involve men and women more equitably in assessments, reporting and action on climate change issues, and provide more specific guidance for future climate change initiatives.

FIGURE 5: IMPROVED RESULTS FROM GENDER-RESPONSIVE NCS AND BURS



The success and sustainability of climate change actions depends on the full and equitable participation of all people—male and female, rich and poor, educated and uneducated. When climate change initiatives are targeted at the right level, with adequate resources and information, there is more long-term commitment to outcomes.

Including women's knowledge, experience and views into the decision-making process, empowering them to become leaders in climate adaptation, in the use and production of renewable energy, and in green jobs and businesses will reduce poverty, improve local economies and ensure better and more equitable local, national and international governance models. Moreover, producing gender-responsive NCs is a sound economic investment because it can reduce poorly conceived, incomplete and unfocused programming that wastes human and financial resources.

MAKING THE LINKS: TOOLS FOR INTEGRATING GENDER AND CLIMATE CHANGE

INTEGRATING MEN'S AND WOMEN'S PERSPECTIVES AND KNOWLEDGE INTO CLIMATE CHANGE PROCESSES

Effective integration of gender issues into National Communications (NCs) and Biennial Update Reports (BURs) is grounded in the principle of inclusivity and ensuring a complete stocktaking of sector issues and other national circumstances. This does not mean starting from zero to collect and analyze gender and climate issues. In all countries, work on gender equality has been ongoing and there is a wealth of existing information and knowledge. However, much of this information has not been shared across sectors, and progress in the engagement of women in decision-making on climate change has been slow. When striving to make NCs more gender-sensitive, a key challenge is bringing together the right combinations of people and putting them on a common footing so they can appreciate their shared interests in sustainable environments and livelihoods. Developing coordinated problem-solving approaches to social, economic and environmental problems and factoring in the potential contributions of men and women can be critical to identifying successful adaptation and mitigation strategies.

The following subsections outline criteria and approaches for stakeholder engagement, taking stock of current circumstances, promoting analysis of gender issues related to climate change and clarifying what is missing and what needs to be done to support more gender-responsive reporting in NCs and BURs.

STAKEHOLDER ENGAGEMENT

What is it? There are many complexities related to stakeholder engagement in National Communications (NCs) and Biennial Update Reports (BURs). Lessons learned show that the large number of subprojects and activity areas to be covered by the report result in confusion, a shortage of representation for all groups, and onerous time requirements. Finding suitably qualified individuals who can dedicate the time required without causing burnout or fatigue can be an ongoing challenge. This is especially true with the integration of gender into NC and BUR processes.

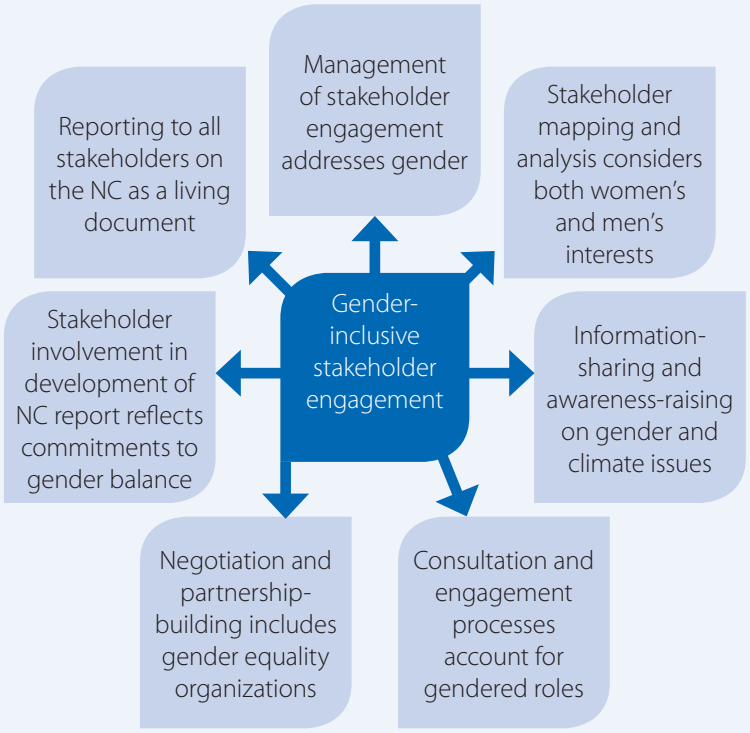
First steps. Management of stakeholders is a task that is often overlooked or not adequately financed. In many cases it is assumed that stakeholders will just become 'part of the process'. In fact, processes such as development of NCs and BURs will be much more effective and produce higher quality results if i) stakeholder engagement is explicitly supported with a dedicated manager, ii) commitments on all sides are monitored, and iii) progress in participation is tracked and reported on. If the person or team responsible for stakeholder involvement is not familiar with social- and gender-inclusive criteria, maintaining a gender-responsive process will require budgeting for technical assistance.

Making it work. To make NCs and BURs gender responsive, it is critical to engage a cross-section of stakeholders, including men and women from different sectors, interest groups and socio-economic levels. Roles and responsibilities for thematic working groups and public consultations need to be specified in advance; individuals need to know when they will be required to participate and how much of their time will be taken up by the process. To clarify all these issues, initial meetings should focus not only on sharing information about the report preparation process. Rather, they should take the time to clarify and consider the interests of stakeholders and make sure everyone is clear about what the NC or BUR process is for, what it can do to meet their interests and what it cannot do. Taking the time and spending the money to do this initial step will help avoid misplaced expectations that can undermine development of the NC or BUR later in the process.

What are the challenges? Many government agencies responsible for gender equality are marginalized in terms of budget and staff allocations and are overburdened by their own national commitments. Many women's empowerment or gender equality non-government organizations have targeted mandates and may not have the confidence or experience with climate issues that they think is required to participate in the development of UNFCCC reports. Careful assessment of existing, and available, gender expertise needs to be done at the outset of the process. The ministry or institution responsible for gender equality cannot be expected to manage this and it must be a responsibility of the NC National Coordination Committee or equivalent body. Where technical assistance for gender is needed, the senior managers of the NC process should budget for external assistance or seek support from donors, multilateral agencies, or international NGOs.

Figure 6 illustrates the core steps of successful gender-responsive stakeholder engagement and Table 1 provides a checklist on how to ensure each step is gender responsive.

FIGURE 6: SUMMARY OF GENDER-RESPONSIVE STAKEHOLDER ENGAGEMENT PROCESS



How to Make it Gender Responsive?

See the table below to ensure each step of the process is inclusive of men and women from different sectors and different social and economic groupings.

In National Communications the emphasis of the report is on presenting a comprehensive, evidence-based picture of national circumstances in relation to the UNFCCC. This information will inform future policy and planning initiatives. Therefore, being inclusive of men's and women's perspectives and experiences is a good investment in sustainability.

TABLE 1: GENDER-RESPONSIVE STAKEHOLDER ENGAGEMENT CHECKLIST

Steps in Stakeholder Engagement	Checklist on How to Integrate Gender Considerations
Managing Stakeholder Engagement	✓ Individuals managing the stakeholder engagement process(es) are aware of the need to include documentation of gender issues in the NC and have technical assistance and/or training to make stakeholder involvement inclusive of gender-differentiated evidence and perspectives across sectors. ✓ Each stakeholder engagement exercise has a budget adequate to cover capacity-building on gender issues, data analysis that clarifies gender-related issues and strategies, and participation of gender equality organizations and/or technical specialists with gender analysis expertise.
Stakeholder Mapping and Analysis ***Stakeholder mapping*** identifies groups and institutions that will be impacted by or can affect climate change outcomes. ***Stakeholder analysis*** identifies what stakeholders can bring to the discussion and how they can facilitate development of, and/or action on, the NC.	✓ Initial identification of stakeholders includes the government agency responsible for gender equality, bilateral and multilateral development partners, and key national non-government umbrella groups supporting women's empowerment and gender equality. ✓ The mapping includes stakeholders who are working on (or who can analyze) men's and women's gender issues related to each NC reporting area—for example, adaptation, vulnerability, mitigation, and emissions reduction. ✓ Each stakeholder group includes women and men as representatives for sector interests, such as agriculture, fisheries and coastal resource use, energy, forestry, economic development and business. ✓ Analysis of stakeholders' potential contributions to each sector and topic area, and knowledge of gender issues are among the criteria used to select stakeholders for each thematic working group, public consultation forum and other ✓ NC-related bodies. Analyses of capacity-building requirements are done for each stakeholder group to ensure environment specialists understand gender and gender specialists understand the NC process and objectives.
Information-Sharing and Awareness-Raising	✓ Information-sharing and awareness-raising about how organizations (and men and women within organizations) can be involved in the National Communications is carried out prior to full stakeholder engagement. ✓ Information on gender issues in climate change is shared via mainstream media, social media, outreach and preliminary meetings with key groups. ✓ Messaging emphasizes the relevance of climate change to men and women, how men and women can be equal actors and agents of change in adapting to and mitigating climate change. ✓ Messaging emphasizes that women and men have information of equal value to the National Communication, environmental sustainability and decision-making. It encourages communities, faith-based organizations and families to support women's engagement.
Consultation and Engagement	✓ Consultation is inclusive of women and men at local and national levels across sectors and topic areas. ✓ Consultation approaches are tailored to the topic area to optimize feedback and clarify gender dynamics (see Box 2). ✓ Gender balance is an objective in all working bodies in the NC process. ✓ Subtopics with specific gender dimensions such as resource management, energy and vulnerability to climate variation include gender issues as distinct areas for reporting. ✓ Results of consultation processes are made publicly available through the most inclusive types of media and include analysis of and reports on gender issues and women's roles.
Partnership Building and Coordination	✓ Stakeholder forums and thematic working groups have specific coordination objectives to facilitate the mainstreaming of climate change and gender issues across sectors. ✓ Stakeholders are strongly encouraged to coordinate meeting times and capacity-building initiatives to ensure better participation, and to build partnerships for subsequent implementation phases. ✓ Stakeholders are strongly encouraged to identify how they can communicate effectively and minimize the requirement for time-intensive meetings and burnout—especially for small organizations and government agencies such as those which are often responsible for gender equality.
Stakeholder Involvement in Development of NC Report	✓ Management of stakeholder engagement includes clear communication plan that allows all stakeholders to review and comment on how their input and knowledge has been used in the NC report. ✓ Participant lists include sex of participants so gender balance can be monitored and reported on.
Reporting Back to Stakeholders on the NC as a Living Document	✓ Stakeholders who are not members of working groups have a responsive contact point in government that allows them to follow the status of the NC as it is drafted and presented to the UNFCCC Committee. ✓ Adopting the NC recommendations into policies and programmes is tracked via government publications to allow organizations to report to constituents on how their input has been translated into action.

BOX 2: ENSURING GENDER-EQUITABLE ENGAGEMENT IN CONSULTATION

Men and women do not always have equal opportunities to be heard in consultation settings. Introducing approaches to ensure that everyone is heard is an 'equity measure' acknowledging cultural, social, work-related or educational barriers to women's equal participation and developing special measures to facilitate their contributions. There are many different approaches to support women so they are able to share their knowledge and expertise. Women's NGOs and the government ministry responsible for gender equality will be able to provide advice on nationally specific approaches, but some examples include:

- In formal workshop settings, if there is concern that women will be intimidated to speak freely in front of men, breaking participants into separate male and female working groups to discuss issues and then reporting back to share information may highlight additional gender issues.
- Using lessons learned from related processes to demonstrate gender issues by sector—e.g., using National Adaptation Programme of Action (NAPA) or Nationally Appropriate Mitigation Action (NAMA) reports or documentation from Reducing Emissions from Deforestation and Forest Degradation (REDD+) initiatives to bring forward gender dynamics by sector.
- In community settings, holding meetings at times identified by women as convenient, that is, when they are most likely to be able to free up some time (e.g., from subsistence activities, cooking, caregiving or paid work).
- When working with women's organizations that have little previous experience with climate issues, a pre-session can be held to brief them and allow them to discuss key issues in advance of a main meeting, including how these issues relate to policy, programme or community priorities for gender equality.
- In areas where populations have low levels of education, rapid appraisal techniques can be used to discuss and graphically explore climate change issues and how they differ between women and men.

COUNTRY EXAMPLES: INCLUSIVE STAKEHOLDER ENGAGEMENT IN NCS

INDIA

There are an increasing number of NCs that are elaborating on gender issues and making explicit links between gender, climate change and engaging women as key stakeholders. India's second NC highlights that it included over 1,000 stakeholders, including gender equality organizations, in over 30 consultations, meetings and trainings during the course of developing its second NC. It also provides descriptions and examples from many existing programmes and organizations that work on gender and climate issues. Involvement in these programmes from women and men as stakeholders ranges from villages, to local and national governments. By including reference to the work and achievement of these initiatives in the NC, the report brings forward the voices of stakeholders who could not be directly engaged and highlights a broad spectrum of gender-specific issues on vulnerability and risk, energy use, and mitigation.[6]

[6] *Government of India, 2012, 'India: Second National Communication to the United Nations Framework Convention on Climate Change', UNFCCC website, unfccc.int/resource/docs/natc/indnc2.pdf (accessed 29 July 2015).*

KIRIBATI

The Kiribati second NC includes a sex-disaggregated listing of those involved in the National Climate Change Study Team, and it identifies stakeholder groups not on the team but who contributed to the report. Significantly, 32 per cent of the NC National Study Team members were women. Gender equality advocates with environmental expertise participated in NGO consultations. In addition, the report highlights that the national council of women is one of five non-government members of the National Adaptation Steering Committee.[7] Kiribati's third NC is now in progress. The survey response from the Government of Kiribati[8] indicates that both the government ministry responsible for gender equality and national women's NGOs are involved as key stakeholders providing input to the third NC.

EXPANDING ON NATIONAL EXPERIENCE

The two examples above show national efforts to bring the voices of women and men into NC reporting through equitable stakeholder engagement. As demonstrated by the Kiribati example, consultation processes can be made more transparent through sex-disaggregated annexed listing of Thematic Working Group participants. These listings can also reference stakeholders' areas of expertise to ensure that follow-up initiatives can build on that expertise and experience to sustain climate change initiatives. In addition, maps of institutional arrangements for stakeholder engagement and NC working groups can support the replication of good practice. Mapping also allows governments, development partners and local organizations to understand the linkages between advocacy, planning and programming.

SURVEY INSIGHTS

The survey conducted for this toolkit asked if NC and BUR report preparation in respondents' countries involved ministries responsible for gender equality or NGOs that promote gender and women's empowerment. Of 31 respondents, 71 per cent (22 countries) said that the ministries responsible for gender were involved and 19 per cent (6 countries) said that they act as specialists contributing to specific sections of the document. Fifty-five per cent of the respondents (17 countries) said that NGOs were involved as participants, and 19 per cent (6 countries) said that they act as specialists for the report. These numbers indicate that there is scope for more consistent engagement of gender specialist organizations, both government and non-government, in NC preparation.

[7] *Government of Kiribati, 2013, 'Second Communication under the UNFCCC', UNFCCC website, unfccc.int/resource/docs/natc/kirnc2.pdf (accessed July 29, 2015).*

[8] *A rapid survey of 37 environment professionals from 30 countries and 5 UNDP offices, all with experience in National Communications, provided preliminary input to the development of this toolkit. More details can be found in Annex 1.*

[9] *See footnote 8.*

TAKING STOCK OF MEN'S AND WOMEN'S DIFFERENT KNOWLEDGE, SKILLS AND NEEDS

What is it? Stocktaking is an exercise of scanning and documenting the broad range of information, data, institutions and situations relevant to the UNFCCC reporting requirements. Stocktaking for the National Communication (NC) or Biennial Update Report (BUR) processes takes place during the early preparation phase. Stocktaking objectives are to assess and identify climate change–related activities that are underway, planned or recently completed. Stocktaking is also a preliminary opportunity to build partnerships across sectors and with multiple interest groups, and to gain an understanding of what is going on with climate change at different levels, in different sectors and with different social groups.

Where are stakeholder and stocktaking linkages? Initial stakeholder engagement and cross-sector collaboration is useful during stocktaking because it facilitates the sharing of data and information on women's and men's knowledge in relation to i) natural resource management, ii) energy production and use, and iii) impacts of climate change. This information helps to set priorities for the NC or BUR and identify areas where there is a need for further study, better collection of sex-disaggregated data and improved institutional coordination. Partnerships established during the stocktaking phase can be the basis for further integration of gender issues into different sections of the report. These can, for example, include tackling issues related to risk and vulnerability and recommendations for adaptation approaches that specifically target women, men or mixed groups.

What to look for? Building evidence about men's and women's risk factors and relative vulnerability to climate change and disasters requires qualitative and quantitative sex-disaggregated data. The stocktaking phase of the process should include documentation of where sex-disaggregated information exists and where there are gaps. National and international organizations have for many years been documenting anecdotal and qualitative information and conducting analysis of existing quantitative data and women's experiences. Exercises like the NC or BUR stocktaking processes can boost these efforts and concurrently support more comprehensive and credible work on climate change impacts and responses.

Identifying the building blocks of the NC or BUR report. Using the stocktaking phase as an entry point for stakeholders from ministries responsible for gender and for NGOs working on gender equality will help identify the extent of cross-sector capacity. Many gender specialists are not fully aware of issues related to climate change impacts and responses. The stocktaking phase of the NC or BUR can be a preliminary step for assessing where interests overlap; where capacity exists for gender analysis, environmental management and climate change; and which groups have particular technical skills and material assets. Careful management and tracking of these issues during stocktaking can be useful later in the process to inform indicator development, monitoring approaches and programme recommendations in various sections of the NC or BUR.

Figure 7 identifies the key elements that will make a stocktaking exercise gender responsive. Table 2 provides a checklist elaborating on specific steps that can be taken.

FIGURE 7: ENSURING GENDER-RESPONSIVE STOCKTAKING

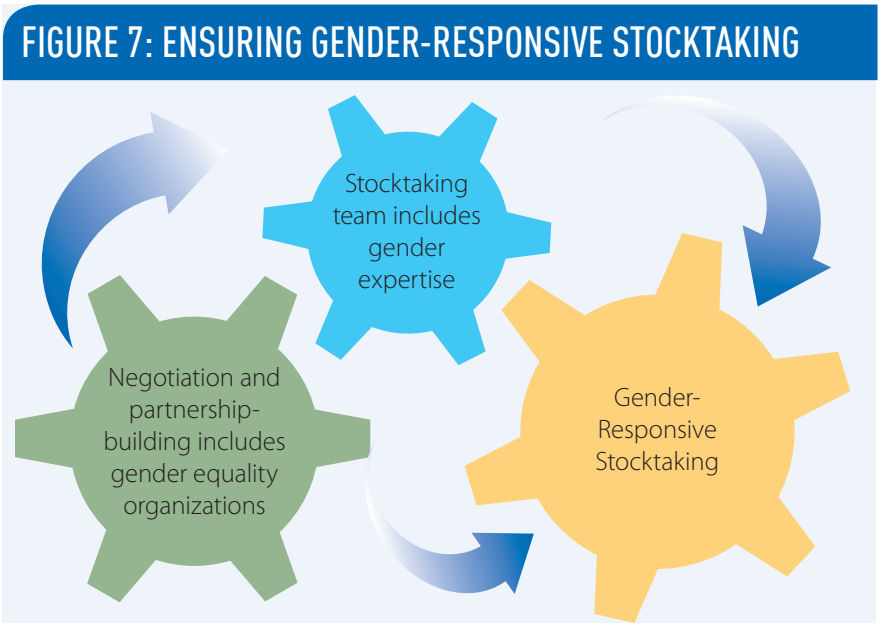


TABLE 2: CHECKLIST FOR GENDER-RESPONSIVE STOCKTAKING

Stocktaking considerations	Checklist on How to Integrate Gender Considerations
Stocktaking team includes gender expertise	✓ Stocktaking team includes budget to engage specialist(s) with combined gender and environment expertise ✓ Ministry responsible for gender equality and gender equality NGOs are advisers to gender specialists on stocktaking team
Stocktaking terms of reference are clear and reporting guidelines include gender-specific criteria	**Stocktaking ToR includes requirements for:** ✓ Gender analysis in stocktaking design and information-collection plan ✓ Consultation with women's organizations, environmental groups working on gender-inclusive initiatives ✓ Consultation mechanisms designed to accommodate women's time constraints and work around social barriers to women's participation in public meetings ✓ Messaging about the value of both men's and women's contributions to climate change adaptation and mitigation
	Stocktaking ToR includes report specifications for reporting on: ✓ Availability of sex-disaggregated data by sector and climate change topic area ✓ Gender balance in technical fields relevant to the NC report ✓ Distribution of climate-related technological innovation in relation to men's and women's social roles and responsibilities ✓ Extent of gender-inclusive environment and climate change initiatives underway or imminent and their associated levels of funding

COUNTRY EXAMPLES: GENDER-RESPONSIVE STOCKTAKING

MALAWI

The Malawi second NC has taken a comprehensive approach to taking stock of gender issues and roles related to climate change. It notes the involvement of key stakeholder groups in socio-economic and environmental policymaking and identifies policy linkages that will support integrated planning and facilitate communication between government processes and women and men who use natural resources on a day-to-day basis. These are the people with specific, gender-differentiated sets of knowledge that also cope with climate change in multiple areas of their lives. These are also the individuals with the most opportunity to monitor impacts of adaptation and mitigation initiatives first-hand. Throughout the NC there are references to men and women's activities, needs and potential to contribute information to government. The report notes the involvement of the ministry responsible for gender and children and highlights that key social and environmental NGOs have contributed their experiences and lessons learned to the NC. The engagement of these agencies helped to ensure that the stocktaking exercise was inclusive of current initiatives and analysis perspectives.[10]

[10] *Government of Malawi, 2011, 'The Second National Communication of the Republic of Malawi to the Conference of Parties of the UNFCCC', UNFCCC website, unfccc.int/resource/docs/natc/mwinc2.pdf (accessed 29 July 2015).*

BANGLADESH

The Bangladesh second NC has also provided an extensive stocktaking of gender issues and includes specific sections in the report to clarify the gender dimensions of topics such as vulnerability, risk and adaptation. The report includes information on gendered power dynamics and provides a summary analysis of women's ability to i) be fully engaged in climate change processes, ii) have their voices heard in decision-making, and iii) make independent decisions in the use of household resources. There is cross-sector gender analysis included in the national circumstances and adaptation sections of the report, and in the NC's discussion of the need for more education, training and public awareness about climate change. This supports mainstreaming of both gender and climate change in sector policies and provides decision makers with qualitative and quantitative evidence that can support more gender-responsive and effective programming.[11]

BUILDING ON NATIONAL EXPERIENCE

Stocktaking processes that include stakeholders with gender expertise and which undertake systematic research and data collection about gender issues support more sustainable climate change responses. Allocation of budgetary resources to support a gender-inclusive stocktaking needs to be done during the proposal phase of the NC or BUR. Dedicated budgeting for gender-specific research and information collection will ensure a complete and inclusive set of objective data that can, in turn, inform policy and planning decisions.

A number of NCs, BURs, NAPs, NAMAs and other linked processes have identified gaps in sex-disaggregated data. These gaps are often uncovered during the stocktaking process and should be explicitly identified in the NC and used to inform policy priorities, programme designs and research initiatives. For example, there are a number of research methodologies that can be applied to gender and climate change research, and it is also feasible to include questions on gender and climate change in census and existing household survey questionnaires, such as Demographic and Health Surveys, Household Income and Expenditure Surveys, and Agricultural Censuses.

SURVEY INSIGHTS

SURVEY INSIGHTS[12]

In response to the survey conducted for this toolkit, environmental specialists with NC and BUR experience highlighted that not all national teams responsible for developing these reports are aware of the depth and scope of gender and climate–related information that exists. This can be attributed in part to the fact that 29 per cent of countries surveyed did not engage the ministry responsible for gender equality as a stakeholder and 45 per cent did not engage NGOs with gender expertise as stakeholders. Additionally, when asked about constraints to integrating gender into NCs or BURs, respondents noted an absence of gender-specific priorities and guidelines in project documents and national policies, lack of data, limited understanding of what gender means in the context of climate change, and lack of funding and time to do the background research. All these observations emphasize the need to clarify and publicize gender requirements set out by the UNFCCC, as well as those linked to national policy priorities. Raising awareness of the requirements will allow them to be addressed early in the NC or BUR project proposal phase. This is discussed more in the following section.

GENDER-EQUITABLE DECISION-MAKING APPROACHES

Why is it important? Evidence presented by environment organizations and development partners has led to the UNFCCC direction that all international bodies established to pursue work on the Convention or the Kyoto Protocol should have a balance of male and female representatives.[13] Further, the report of the Conference of the Parties at its twentieth session, held in Lima in December 2014, adopted the 'Lima Work Programme on Gender', which explicitly directs national parties to advance gender balance and the participation of women in decision-making about climate change and to "achieve more gender-responsive climate policy in all relevant activities under the Convention". These recommendations include balancing the participation of men and women in the work of parties when they develop their National Communications (NCs) or Biennial Update Reports (BURs).

Who needs to be involved? In addition to striving for equal representation of women and men in high-level forums and NC or BUR processes, there is also a need to ensure equity between rural and urban priorities and across different socio-economic groups. This means the involvement of women and men living in poverty and other vulnerable situations, either directly or through advocacy organizations.

Women in rural areas tend to be more marginalized than urban women and yet they are often key natural resource managers with particular insight into indicators and the impacts of climate change. They are also often among those who have begun their own experimentation with adaptation approaches. Consequently, it is important that their knowledge is brought into policy and decision-making arenas. In many cases, cultural barriers and social norms dictate that men should act as spokespeople for villages, clans, landowners or families. This is a constraint that needs to be addressed sensitively but proactively.

Where do these issues fit in the NC or BUR report? The gender dynamics of decision-making must be discussed in the National Communication or BUR section on national circumstances along with measures to address barriers to women's participation as stakeholders in ongoing climate change responses. Auxiliary reports on specific climate change topics can elaborate in more detail on gender equality in decision-making and methodologies used to facilitate equity. In addition, reports can contain an annex to explain efforts to achieve gender equality in decision-making and identify key issues and indicators by sector. A number of international non-government organizations have been working to reduce gender barriers to women's participation in climate change and they can be requested to share lessons learned and act as facilitators to increase women's leadership in policymaking and priority-setting.

What are the Benefits? The Global Gender Climate Alliance draws on evidence in UNDP's 2011 Human Development Report to demonstrate connections between i) women and men equitably sharing household resources, ii) subsequent investment in education and health of families, and iii) national economic development. In addition, there is evidence that having women in leadership benefits environmental policy. Data shows that countries with more women in parliaments are more likely to set aside protected areas and ratify environmental treaties. Further, data shows that countries with high levels of gender inequality have higher rates of environmental degradation, including forest depletion and air pollution.[14] Recommended steps to achieve gender-equitable decision-making for the NC are shown in Figure 8 and Table 3.

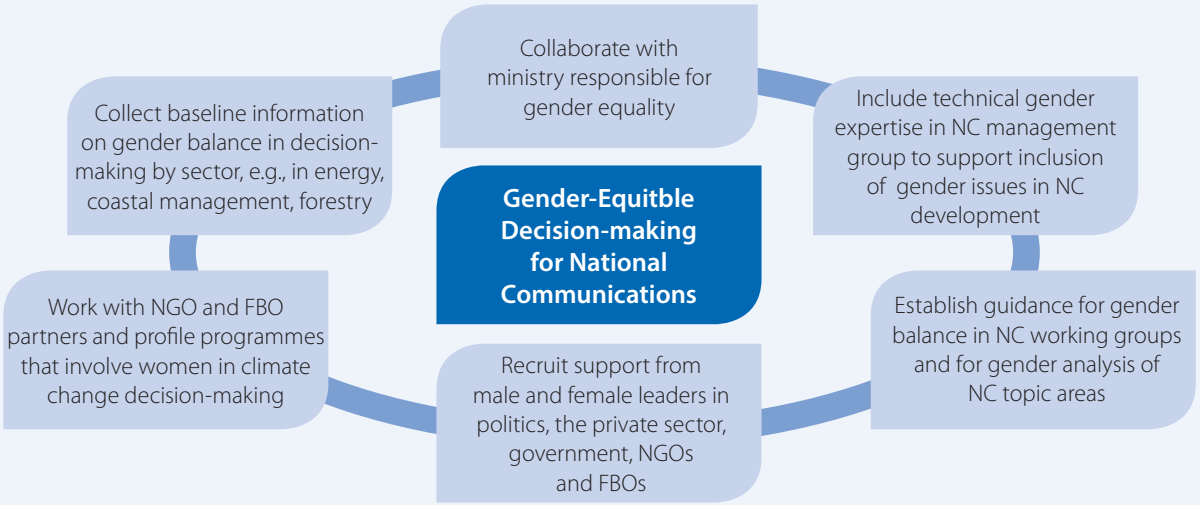
[11] *Government of Bangladesh, 'Bangladesh Second National Communication to the UNFCCC', UNFCCC website, http://unfccc.int/resource/docs/natc/bgdnc2.pdf (accessed 29 July 2015).*[1]

[12] *See footnote 8.*

[13] *UNFCCC, 2012, Decision 23/CP.18 Promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol.*

[14] *UNDP, 'Human Development Report 2011, Sustainability and Equity: A Better Future for All'; and IUCN Global Gender Office on behalf of Global Gender Climate Alliance (GGCA), 2012, 'The Art of Implementation'.*

FIGURE 8: SUPPORTING GENDER EQUITY IN DECISION-MAKING FOR NATIONAL COMMUNICATIONS



Abbreviations: NC = National Communications; NGO = non-government organizations; FBO = faith-based organizations.

TABLE 3: GENDER-EQUITABLE DECISION-MAKING CHECKLIST

Steps to Promote Gender-Equitable Decision-Making	Checklist on How to Integrate Gender Considerations
National Climate Change Coordinator and Project Management Team collaborate with ministry responsible for gender equality	✓ Initial meetings held between responsible ministers, heads of agencies, implementing agency and key development partners to confirm commitment to engaging women and men in National Communication processes and leadership in an equitable way ✓ Agreement and documentation on equity measures, and constraints and strategies to address constraints, including shortfalls in human resource capacity, financial constraints and lack of commitment to gender equality are identified ✓ Agreement to include budget allocations to support gender-equity measures in NC processes
Include technical gender expertise in NC management and working group(s) to support inclusion of gender issues in NC development	✓ Needs assessment on capacity, training, financial resources can be built into proposal preparation and stocktaking phases to ensure i) a gender-responsive NC is conducted and ii) priorities for gender balance and leadership are established ✓ Secondments and/or technical assistance plan put in place to ensure integration of gender considerations in relevant NC sections and support for male and female leaders in NC process
Establish guidance for gender balance in NC working groups and for gender analysis of NC topic areas	✓ National project management team to raise awareness on UNFCCC and COP guidelines on gender balance in NC working groups ✓ Explicit strategy to promote gender balance included in National Coordinating Committee and Working Group terms of reference ✓ Capacity-building opportunities and budgets to support gender analysis and gender-responsive decision-making by male and female members of working groups identified
Recruit support from male and female leaders in politics, private sector, government, NGOs and FBOs	✓ Opinion leaders engaged to promote awareness of NC process and importance of men's and women's leadership in each phase of information collection, stakeholder engagement and reporting ✓ Social media and mainstream media channels created to monitor NC progress and participation of men and women
Collect baseline information on gender balance in decision-making by sector	✓ Establish a minimum set of indicators on gender balance in government agencies in climate change sectors (energy, coastal management, forestry, water) ✓ Each thematic working group requested to document practices used to support gender-equitable decision-making in their respective topic areas

COUNTRY EXAMPLES: GENDER-EQUITABLE DECISION-MAKING

MACEDONIA

The first BUR in Macedonia includes reference to gender equity in decision-making in multiple places in the report. In addition, the report's Annex 4: 'Proposed Action Plan on Gender and Climate Change Adaptation and Mitigation', includes a section on women's participation in decision-making. Recommended actions include i) setting targets for women's participation in climate change decision-making at all levels, ii) the provision of training on climate change for gender focal points in government, iii) gender training for government staff working on climate change, and iv) the participation of women in resource use and management associations. Financing mechanisms are also recommended, for example by having climate change included in gender budgeting initiatives and undertaking gender audits of climate change budgets.[15]

JORDAN

The Jordanian Ministry of Environment worked with the National Commission for Women to include gender issues as a priority area in its third NC. The National Commission liaised with government and non-government organizations to bring women's experiences and voices into debates on all issues related to adaptation and mitigation. Having this leading national women's organization involved in high-level decision-making on the NC also resulted in increased public awareness about the links between gender, climate change and the importance of women's work and knowledge in climate change responses. The NC information on gender is evidenced-based and presents comprehensive sex-disaggregated data related to national circumstances, vulnerability and adaptation opportunities. To support the sustainability of women's engagement on climate change issues, the National Strategic Plan for Jordanian Women for 2011–2015 also includes a strong focus on climate issues.[16]

BUILDING ON NATIONAL EXPERIENCE

The Macedonian and Jordanian experiences demonstrate the benefits of including women in decision-making about climate change. To build on and adapt these good practices, countries can ensure that the engagement and participation of women at each level of the NC or BUR is included in the project proposals as well as in the terms of reference for each working group contributing to the final report. Engaging institutions that have experience with gender and climate change reporting for NAPs or Climate Change Gender Action Plans will streamline the process and ensure continuity of knowledge and information. Creating public awareness of the priority for women's engagement in NCs, and engaging male opinion leaders, will assist in overcoming socio-cultural biases related to women in leadership roles. Finally, where possible, targets for women's involvement in both NC report development and in the implementation of resulting strategies and programmes can be used as preliminary indicators for the gender responsiveness of national climate change efforts.

[15] *Government of the Former Yugoslav Republic of Macedonia, 2015, 'Former Yugoslav Republic of Macedonia First Biennial Update Report on Climate Change', UNFCCC website, unfccc.int/national_reports/non-annex_i_natcom/reporting_on_climate_change/items/8722.php (accessed 29 July 2015).*

[16] *GGCA and IUCN, 2010, Factsheet, 'Program for Mainstreaming Gender in Climate Change Efforts in Jordan', IUCN website, portals.iucn.org/union/sites/union/files/doc/ccgap_jordan.pdf (accessed 29 July 2015).*

SURVEY INSIGHTS

Respondents to the survey for this toolkit made a number of comments on the importance of including women in decision-making in technical committees, as stakeholders, and on boards. They noted that there is a need for gender-equity requirements from the UNFCCC to be more systematically disseminated. One respondent also made the point that groups working with the Clean Development Mechanism and other similar processes need to develop and disseminate specific gender-equity guidelines. Socio-cultural expectations and the male-dominated organizational culture of climate change bodies were cited as constraints to women's involvement in decision-making, as was a limited technical capacity for gender mainstreaming. On the positive side, countries that had begun to integrate gender into NC reporting cited the beneficial effects of the following factors in support of gender-responsive NCs: i) requirements for women to be represented to a minimum level in NC project bodies, ii) national governments with a high representation of women in senior positions, and iii) an awareness of existing GEF, UNFCCC and government commitments to gender balance.

COORDINATING GENDER AND CLIMATE CHANGE MAINSTREAMING EFFORTS

What is it? Mainstreaming—the function of integrating a cross-sectoral issue across the whole of government and into the work of the private and non-government sectors—is used to promote gender equality and action on environmental management and climate change. Cross-sector issues, including environment, climate change response and gender equality, all need integrated, coordinated implementation approaches to be effective.

What are the challenges? Environmental sustainability and gender equality are both linked to cultural and social norms, and both are difficult to value and quantify. Consequently, there is a need to develop clear evidence about their benefits, the real costs of environmental exploitation and gender inequality, and how they are connected to climate change. Ensuring that sector specialists, the public and decision makers are aware, well informed, and motivated to act in an integrated manner is a serious challenge.

Coordinated mainstreaming of climate change and gender equality can provide economies of scale, support improved results on multiple objectives, promote cost savings at many levels, and provide unanticipated benefits and synergies. However, if not carefully planned, coordinated mainstreaming can also create overwork, be confusing for decision makers and cause duplication of effort. Therefore, sound management and planning on how to coordinate is critical. Figure 9 identifies key points where coordination will produce the highest level of value added. Table 4 provides a checklist to support coordinated mainstreaming.

[17] *See footnote 8*

FIGURE 9: COORDINATING GENDER AND CLIMATE CHANGE MAINSTREAMING

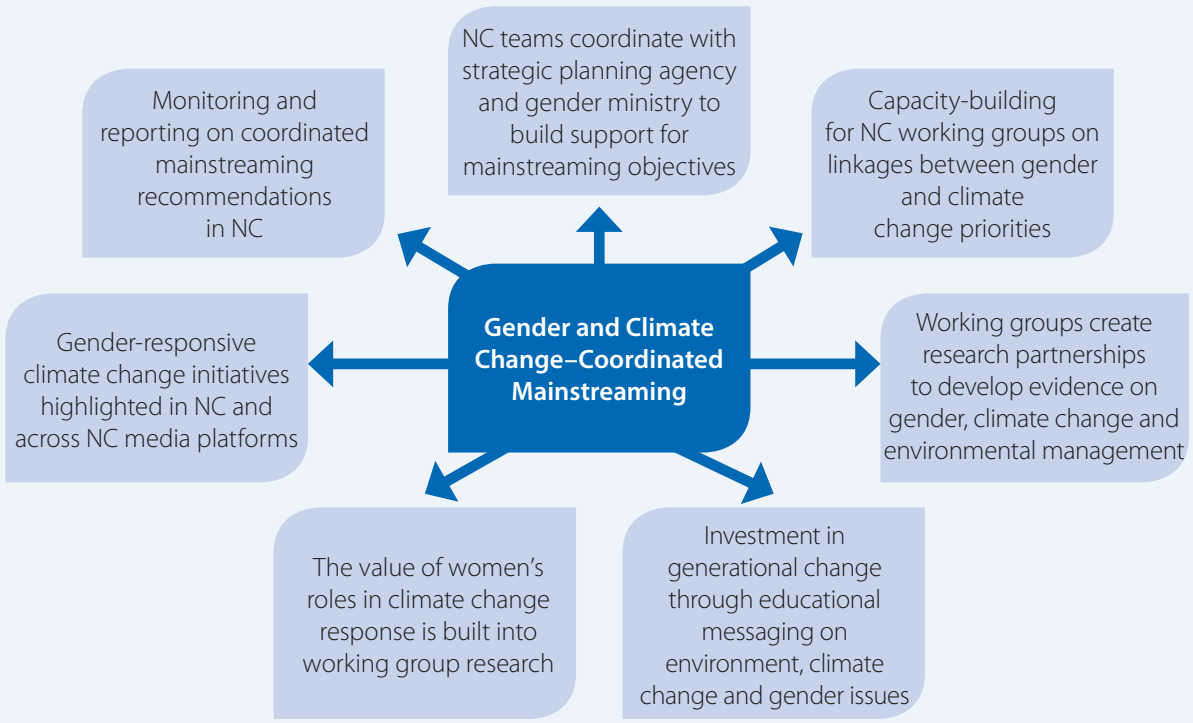


TABLE 4: CHECKLIST FOR COORDINATED MAINSTREAMING

Steps to Coordinated Gender and Climate Change Mainstreaming	Gender-Responsive Coordination Checklist
Inter-agency collaboration to streamline and build support for mainstreaming objectives	✓ National Climate Change Coordinator, Project Management Team, ministry responsible for strategic planning and ministry responsible for gender equality strike agreement to mainstream gender and climate change in a coordinated manner in the NC process ✓ Agreement identifies areas of common interest, roles, responsibilities, simple indicators and time-bound milestones ✓ Strategic planning ministry requested to take responsibility to communicate key messages to central government and development partners ✓ National Climate Change Coordinator to disseminate guidance on roles and responsibilities to all thematic working groups with related indicators and milestones
Capacity-building for all working groups on linkages between gender and climate change priorities	✓ National Communication budget identifies allocation for capacity-building to promote mainstreaming for climate change and gender ✓ Technical assistance to deliver practical half-day trainings to Project Management Team, Thematic Working Groups, sector ministries, and selected environment and gender NGOs working on how to do coordinated mainstreaming of gender and climate change ✓ Workshop groups finalize agreement on simple indicators, applicable across sectors, related to sustainable, integrated, and gender-responsive climate change responses
NC thematic working groups identify partnerships and topics for research and evidence on gender, climate change and environmental management linkages	✓ Each thematic working group has responsibilities for mainstreaming with terms of reference focused on evidence-creation for more effective, integrated, gender-responsive and economical climate change management ✓ Working groups regularly share indicators on coordinated mainstreaming with ministry responsible for strategic planning and ministry responsible for gender equality. This information can then be summarized and communicated to central government and development partners. Project Management Team or National Climate Change Coordinator manages media specialist to intermittently produce gender-inclusive educational messages with rotating focus on topics including adaptation, risk, mitigation, energy, natural resource management and economic empowerment
Investment in generational change through educational messaging on environment, climate change and gender issues	✓ Project Management Team invites government agencies responsible for education; human resource development; and technical, vocational and higher education to take stakeholder or observer status in NC process ✓ Opportunities created for gender-balanced groups of secondary and tertiary students to observe NC meetings and processes
The value of women's roles in climate change response is built into working group research initiatives	✓ Costing and valuation exercises consider gender variables including division of labour ✓ Sector and gender specialists identify specific knowledge sets held by women and men in different risk, vulnerability and adaptation areas
Gender-responsive climate change initiatives given high profile in NC and across media platforms covering NC development	✓ Key partnerships identified with stakeholders including women's organizations, NGOs with gender-sensitive environmental programmes and faith-based organizations interested in supporting action on climate change and/or gender equality ✓ Gender equality advocacy organizations requested to undertake specific gender analysis of climate change initiatives as one component of monitoring and accountability processes within selected thematic working groups and/or sectors ✓ Thematic working groups identify mechanisms to facilitate gender-inclusive community engagement through allocation of observer seats at working meetings and through community outreach
Monitoring and reporting on coordinated mainstreaming recommendations in NC	✓ Mainstreaming recommendations included in NC documents with gender-specific indicators flagged for monitoring by sector ministries and ministry responsible for strategic planning

COUNTRY EXAMPLES: COORDINATING GENDER AND CLIMATE CHANGE MAINSTREAMING EFFORTS

LIBERIA

The issue of gender mainstreaming for climate change management and response can be raised as an NC or BUR priority in different ways. In Liberia it is closely linked to women's leadership in decision-making. In 2011, the national Environmental Protection Agency (EPA) made a request to the IUCN to develop a Gender Action Plan on climate change. Key recommendations in that plan were adopted as priorities in the president's second term of office and she committed to acting on them within the first 90 days of her term. Subsequently, and in part because the relevance of gender and climate change was fully and publicly acknowledged at a high level, the EPA also decided to integrate gender into its initial NC. The NC explicitly links national commitments to gender mainstreaming, and to women's engagement as leaders in climate change processes. This combination of i) high-level direction to integrate gender into NC and ii) demonstrated political support for gender balance in decision-making can, assuming the availability of financing and capacity development, influence all subsidiary plans and processes.[18]

TANZANIA

Tanzania's initial NC (2003) makes limited mention of gender, but as a result of subsequent environment and gender mainstreaming efforts, the development of the second NC has a strong focus on integrating gender analysis across the report. The primary objective of the National Strategy for Gender Mainstreaming in Climate Change and related guidelines is to mainstream gender considerations into policies, programmes and strategies related to climate change so "both women and men can have access to, participate in, contribute to, and hence benefit from, climate change initiatives and efforts, taking into account the diverse needs, roles and contributions of both men and women in sustainable development endeavours". The strategy has been produced under the umbrella of the National Climate Strategy and Action Plan and explicitly entrenches gender as a priority component to be addressed in the forthcoming second NC. The gender strategy includes action areas such as water, health, integrated coastal management, forestry, agriculture and energy.[19]

[18] *Government of Liberia, 2013, 'Liberia Initial National Communication,' UNFCCC website, unfccc.int/resource/docs/natc/lbrnc1.pdf; and GGCA and IUCN, 2012, 'Liberia Climate Change and Gender Action Plan', IUCN website, portals.iucn.org/union/sites/union/files/doc/cc-gap_liberia.pdf (websites accessed 29 July 2015).*

[19] *Government of Tanzania (undated), 'Guidelines for Mainstreaming Gender into Climate Related Policies, Plans and Strategies', Ministry of Community Development, Gender and Children website, www.mcdgc.go.tz/index.php/publications/more/national_guidelines_for_mainstreaming_gender_into_climate_change_related_po/; and GGCA and IUCN, Factsheet, 'Tanzania National Strategy on Gender and Climate Change', IUCN website, portals.iucn.org/union/sites/union/files/doc/ccgap_tanzania.pdf (websites accessed 29 July 2015).*

BUILDING ON NATIONAL EXPERIENCE

The cross-cutting nature of gender, climate change and environment are noted in both the gender and environment strategies of Liberia and Tanzania. Considerable behind-the-scenes effort is required to create an understanding of shared interests across sectors, and the time requirements and costs of this effort need to be factored into NC and BUR proposals as early as possible. Finding champions who can support mainstreaming in different settings—in governments, communities and in non-government and private-sector settings—is critical. Commitments to mainstreaming and building capacity for informed mainstreaming need to be clearly stated by the committees or individuals who have oversight of the reporting process. These commitments should be monitored to ensure the quality and validity of each working groups' products and recommendations.

SURVEY INSIGHTS[20]

Respondents of the survey for this toolkit made a number of points related to effective gender mainstreaming. A critical element was the full and informed engagement of the ministry responsible for gender and women's NGOs. Respondents also emphasized that requirements for mainstreaming, and guidance on how to do it, must come from senior levels of government, the NC or BUR process, and ideally from the UNFCCC. Availability of resources was identified as a constraint in many cases where it was stressed that even if there is political will for gender mainstreaming, there is often inadequate capacity to meet the financial, technical assistance and capacity development requirements of multiple NC or BUR working groups, and of the associated technical exercises and analyses.

UNDERSTANDING GENDER ISSUES BY CLIMATE CHANGE TOPIC

Reporting to the UNFCCC involves providing information on national circumstances as well as recommendations for action on specific topic areas including vulnerability and adaptation, mitigation, greenhouse gas inventories, and technology needs. It is important to recognize that while these topic areas are often discussed separately, they are in fact interconnected elements of climate change response.

This section is intended to illustrate how gender issues cut across climate change topics by giving examples from the programme and project level. The examples below could all be included in National Communications (NCs) or Biennial Update Reports (BURs) to demonstrate how gender dynamics shape national circumstances and affect climate change impacts and responses.

VULNERABILITY AND ADAPTATION

Climate change exacerbates inequalities. The poor and disempowered become more vulnerable because they have less influence on decision-making and less economic resources to cushion them from shocks and disruptions to their immediate environment. There are more women than men among the poor, and globally, women have less political, social and economic power than men.[21] For these reasons it is very important to understand, in each national and local context, how women are marginalized, how their risk factors differ from men's, and how women and men can work together to change social, political and structural norms that contribute to vulnerability.

[20] *See footnote 8.*

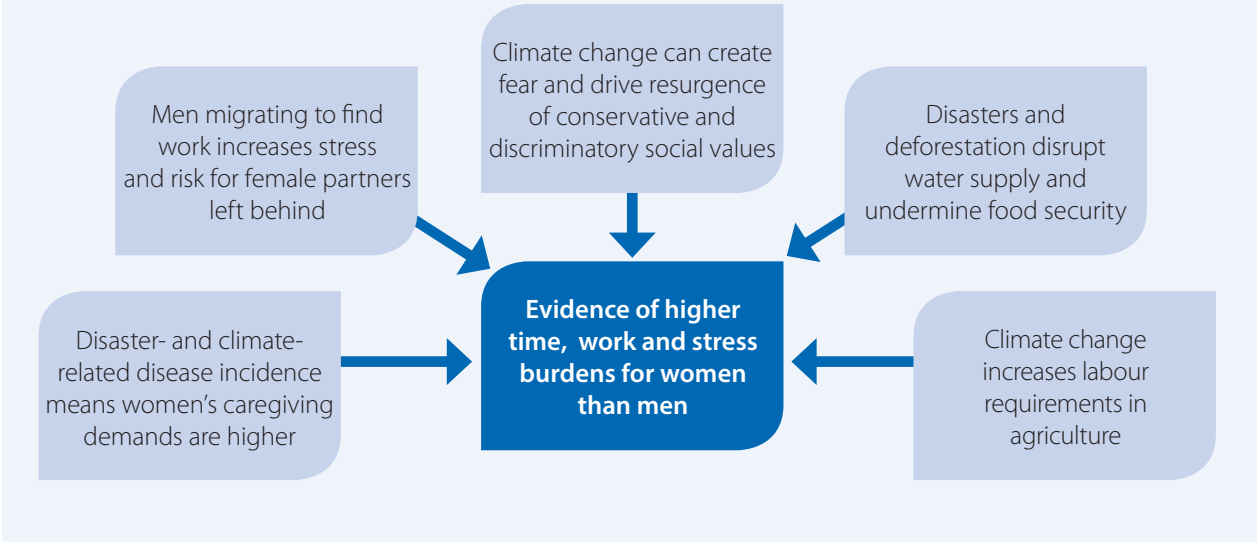
[21] *Inequalities in access to resources and power refer to men and women within similar socio-cultural, economic and age groupings.*

In many cases, women and men have similar levels of awareness about climate change. However, because women and men have different gender roles in agriculture, forestry or fishing, and within the home, they may feel and be impacted by these changes in different ways. For example, women may be more concerned about the health impacts of clean water shortages or the difficulty of finding affordable household fuel, and men may be more concerned about a lack of employment caused by flooding or drought. Depending on the country, women and/or men may be impacted by higher workloads in agriculture.

In terms of social perception, women's and men's knowledge and experience tend to be valued differently. Women's skills, expertise and knowledge of household management, human resource development and food security are often considered to be 'natural' attributes, and of lesser value because they are acquired as a process of socialization and cultural learning. On the other hand, men's skills and expertise (for example in construction, forestry or fishing) are seen as 'acquired' through education and employment and are attributed a higher value. Consequently, in climate change adaptation, there is a risk that women are less likely than men to be recognized as key actors with knowledge assets. This is exacerbated by the fact that in many societies men are also considered to be the family and community members who interact more with development professionals and 'outsiders'. In this role they are likely to assume that their experiences are representative of their households; this can result in women's knowledge and skills remaining undocumented.

The combination of these social power dynamics and climate-related changes in labour patterns and gender dynamics can increase inequalities. Figure 10 identifies some factors that can contribute to the disadvantage and vulnerability experienced by women.

FIGURE 10: GENDER INEQUALITIES EXACERBATED BY CLIMATE CHANGE

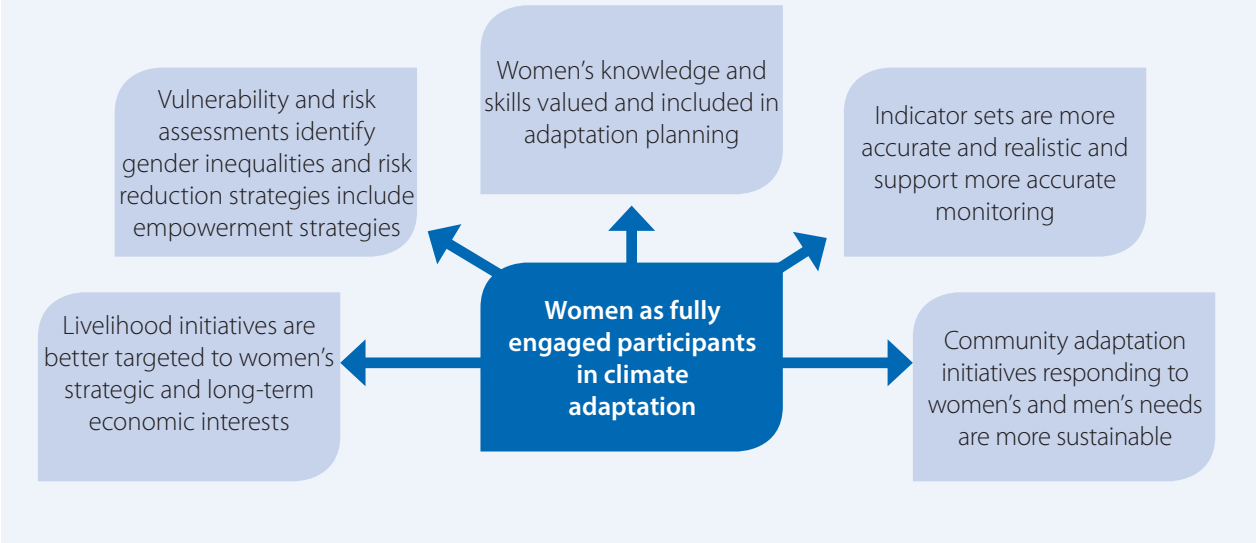


Gender-responsive adaptation approaches seek to identify and redress existing and potential inequalities by ensuring women are engaged in all levels of climate change response. Adaptation measures include finding the best ways to cope with changes that have already happened, reducing risks associated with severe weather events, and incorporating different technologies to avoid additional negative climate change impacts.

Reporting on existing and forthcoming initiatives is a component of the National Communication (NC) and Biennial Update Report (BUR) stocktaking process, which can be supported through, for example, the engagement of stakeholders and the review of NAPAs or NAPs, sector and organizational gender action plans to address climate change, private-sector initiatives, and urban or community plans. Existing gender situation analyses can assist with valuing women's knowledge, skills and expertise. They can also provide evidence and sex-disaggregated data on men's and women's education levels, labour force participation and engagement in specific industrial sectors. Knowing these facts helps demonstrate why women and men need to be equitably involved in adaptation initiatives. Women's active involvement in planning, implementation and monitoring of adaptation initiatives will result in more efficiently implemented, positive and sustainable results.

Figure 11 details some of the benefits of inclusive adaptation approaches.

FIGURE 11: BENEFITS OF GENDER-RESPONSIVE ADAPTATION



Bringing all of the above issues to light in NCs and BURs is critical for multiple reasons. It is important to share information and experiences so that i) trends and responses can be identified, ii) evidence on gender and climate change can begin to be collated on a global level and good practices can be identified, and iii) key indicators of risk and triggers of vulnerability can be agreed on and used to inform improved planning for gender-responsive adaptation capacity across sectors.

LESSONS LEARNED AND GOOD PRACTICES IN ADAPTATION

NCs are intended to bring together all available information about efforts to implement the UNFCCC. This information can be drawn from more specific reports and programmes focused on either sectors or topic areas such as adaptation, mitigation, financing, technological innovation, etc. It can also be drawn from urban or rural initiatives developed by subnational actors. The examples here show good practice in adaptation initiatives as a primary focus. They also show how climate change initiatives can have a multiplier effect across sectors.

CAMBODIA: LINKING ADAPTATION AND WOMEN'S EMPOWERMENT

National circumstances and gender norms in Cambodia create situations where women work mainly in unrecognized and unpaid work in the home and in agriculture, despite the fact that they make up 57 per cent of the agricultural labour force. It is recognized that their agricultural productivity is low in comparison to men and could be enhanced by up to 30 per cent with access to appropriate technological resources. Cambodia's National Adaptation Programme of Action (NAPA), with support from UNDP, introduced gender-responsive adaptation programmes to address women's vulnerability to climate change and to create opportunities for women's economic empowerment. The objective of the project was to support women to become leaders and drivers of climate change adaptation through improved agricultural and water management practices. It aimed to recognize and build on their knowledge of resource management and concurrently develop their skills as extension trainers and advocates. They were also supported to become active in local commune councils and other resource management bodies. The results of the project included women taking up leadership roles in farmers' water-user committees, capacity-building in irrigation, and developing income-earning opportunities in agriculture and small livestock breeding.[22]

MALI: USE OF GENDER ANALYSIS TOOLS TO OPTIMIZE ADAPTATION INITIATIVES

Mali is severely affected by climate change and is experiencing more drought conditions, more heat, less rain and an increase in severe weather. Finding ways to adapt to these changes is necessary to prevent dramatic decreases in agricultural production. As a starting point for planning, the Fostering Agricultural Productivity Project in Mali used participatory approaches to identify, document and understand differences in women's and men's knowledge, their respective vulnerabilities and their existing capacities for adaptation. This step was critical to developing effective, well-targeted interventions. The process allowed men and women to assess their situation and vulnerability to different threats and see how these affected them in different ways because of gender roles, social patterns, and their knowledge about different aspects of environmental management. The process allowed them to develop adaptation plans that involved women and men where their concerns were greatest and where their knowledge and skills could have the best results. Consequently, one of the main gender-related benefits is in irrigated land allocations, which are now more inclusive of women, supporting improved livelihoods and family food security. The project will also collect and analyze male/female household headship data, sex-disaggregated information on agricultural yields for specific products, and data on producers adopting new technologies; further, it will track the numbers of women benefiting from specific subprojects, including newly irrigated land areas.[23]

[22] *UNDP website programme overview page, www.kh.undp.org/content/cambodia/en/home/operations/projects/environment_and_energy/promoting-climate-resilient-water-management-and-agricultural-pr.html. Note that the page also contains links to Khmer language gender-responsive training materials and posters used by the project from 2013–2015, and a NAPA project summary for adaptation in the agriculture and water sectors. IUCN summary provided by UNDP (undated).*

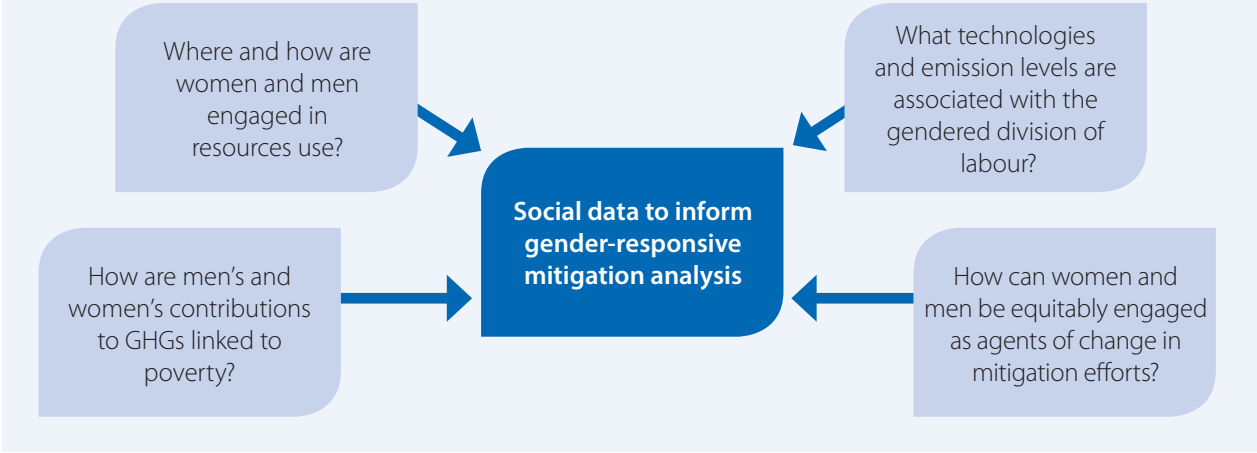
[23] *International Fund for Agricultural Development, 2014, 'The Gender Advantage: Women on the Front Line of Climate Change', www.ifad.org/climate/resources/advantage/gender.pdf (accessed 23 July 2015); and World Bank, 'Project appraisal document, Mali - Fostering Agricultural Productivity Project', documents.worldbank.org/curated/en/2010/05/12260394/mali-fostering-agricultural-productivity-project (accessed 23 July 2015).*

MITIGATION

Climate change mitigation refers to efforts to reduce or prevent the emission of greenhouse gases using new technologies and renewable energies, making older equipment more energy efficient, changing management practices, or changing consumer behaviour. It can be as large scale as urban planning and infrastructure development, or more basic and targeted to household-level changes in water or energy use. Mitigation is relevant across many sectors, including agriculture, forestry, fishing, transport, tourism, infrastructure, industry, foreign investment and business, housing and land management, and waste management.

Gender-responsive climate change mitigation involves unpacking, analyzing and clarifying a number of qualitative and quantitative issues illustrated in Figure 12 and Figure 13 below.

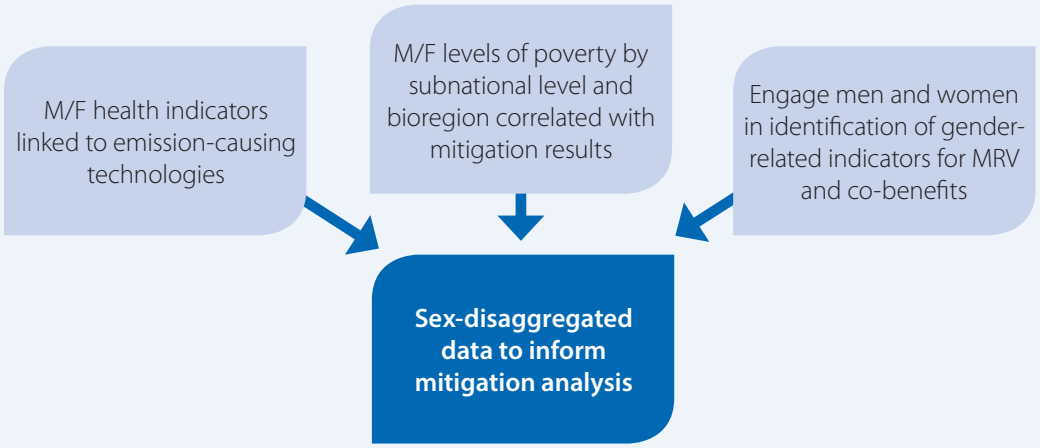
FIGURE 12: SOCIAL DATA IS CRITICAL FOR INFORMED MITIGATION EFFORTS



The questions shown in Figure 12 related to men's and women's control of resources are influenced by variables such as social norms about gender roles, differences in education levels, economic status, levels of national development, geography and culture. As a result, situations will vary from country to country and sometimes even from region to region within countries. Local gender specialists can support gender analysis of mitigation information, plans and recommendations. Where local gender specialists are not comfortable to engage in in-depth discussion on technical mitigation issues, national or international gender and environment specialists can provide coaching and mentoring and bolster the scientific, environmental and gender analyses. While there are upfront time and cost implications for the inclusion of gender analysis in mitigation initiatives, gender-responsive planning, programming and implementation will have long-term benefits and cost savings that more than offset initial investments. These will include more accurate monitoring, reporting and verification (MRV) outcomes as well as better tracking of social and environmental co-benefits.

The measuring and monitoring of the results and benefits of mitigation efforts is a critical aspect to better understanding how a country's interventions are producing the desired effects. In this context,
the design of MRV systems will help countries develop social context around emission measurement. A contextual explanation of socio-economic factors such as education levels, poverty and gender dynamics can inform criteria for sex-disaggregated data on emissions and mitigation strategies across sectors. Where data is not available it should be identified as a specific gap and priority area for action. Without sex-disaggregated data it will be impossible to measure if gender-responsive mitigation initiatives are having an impact and to evaluate, adapt and improve those initiatives. Data and indicators in Figure 13 are just a few examples of data that can support more accurate mitigation assessment.

FIGURE 13: EXAMPLES OF SEX-DISAGGREGATED INFORMATION INPUTS FOR ACCURATE MITIGATION ASSESSMENT



LESSONS LEARNED AND GOOD PRACTICES IN MITIGATION

Lessons learned in gender and mitigation are closely linked to the intersections of men, women, technology needs and greenhouse gas inventories, as discussed in following subsections. These examples from West Africa and Bhutan show how gender considerations in mitigation can be addressed at regional and national policy levels. Attention to gender issues in mitigation financing, policy and programme design is demonstrating that well-planned, gender-responsive initiatives are realistic and can deliver improved results across multiple sectors. Coordination between development partners and high-level political commitment to ensure gender-specific criteria are in place are important factors for sustainability. Having indicators and sex-disaggregated data are critical to monitoring results from a gender perspective.

WEST AFRICA

The Economic Community of West African States (ECOWAS) has instituted a programme for gender mainstreaming in energy access. The programme's strategies include building and strengthening capacities for gender mainstreaming in energy policies and projects. Additionally, gender is being integrated into energy and energy efficiency action plans within the ECOWAS Bioenergy Programme and its related initiative, the West African Clean Cooking Alliance. These commitments have led to the specific, and differing, needs of men and women being integrated into regional institutional frameworks, capacity-building and clean energy interventions. This integration includes budget allocations to implement programmes. ECOWAS's Regional Centre for Renewable Energy and Energy Efficiency is also developing regional policies to remove barriers to equal participation of women and men in improved access to clean and renewable energy.[24]

[24] *UNIDO, 2014, 'Guide on Gender Mainstreaming: Energy and Climate Change Projects', www.unido.org/fileadmin/user_media_upgrade/What_we_do/Topics/Women_and_Youth/Guide_on_Gender_Mainstreaming_ECC.pdf.*

BHUTAN

TBhutan introduced a carbon-neutral strategy (CNS) in 2012 to act on commitments made at the UNFCCC COP-15 in December 2009. To facilitate the CNS, UNDP supported the 'Low Emission Capacity Building Programme' to design Nationally Appropriate Mitigation Actions (NAMAs), Low Emission Development Strategies (LEDS) and Measurement, Reporting and Verification (MRV) processes. A gender capacity assessment was done in 2013 to ensure programme designs were gender responsive and to identify women's and men's different capacity-development needs. Objectives also included the collection and analysis of sex-disaggregated data and the integration of gender considerations into climate policies. The assessment engaged stakeholders from national and local governments, NGOs and the private sector. Following the assessment, capacity-building and training was delivered to specific sectors including housing, waste, industry and transport. Training workshops were required to have a minimum of 30 per cent women. Participants developed skills to allow them to participate in the planning, design, coordination, implementation and evaluation of NAMAs and LEDS. These actions support the integration of gender issues and the participation of women in projects associated with NAMAs and LEDS as well as the collection and analysis of sex-disaggregated data. Importantly, the initiative also led to inclusion of gender in annual work plans and budgets—a critical step to support sustainability and commitment.[25]

MONITORING, REPORTING AND VERIFICATION

As noted in the previous section, Monitoring, Reporting and Verification (MRV) is linked to mitigation efforts and the reduction of GHG emissions. The end purpose of MRV is to determine how well a country is progressing toward implementation of the UNFCCC. One aspect of the MRV process is collecting information on co-benefits—instances where one initiative produces benefits across sectors or at multiple levels. Co-benefits may be linked to one or more areas, including social, gender equality, economic, and institutional benefits. The combination and interlinking of these co-benefits contributes to sustainable development.

To date, most of the available documentation on gender-responsive MRV processes is in the area of reducing emissions from deforestation and forest degradation (REDD) and in the analysis of mitigation finance. The United Nations REDD+ programmes and implementing partners have developed guidelines and indicators for women's full participation as stakeholders, beneficiaries, and specialists, including in MRV processes[26]. REDD+ initiatives are also emphasizing that the engagement of women in measurement, reporting and verification exercises would increase MRV accuracy and facilitate better ongoing monitoring of co-benefits.

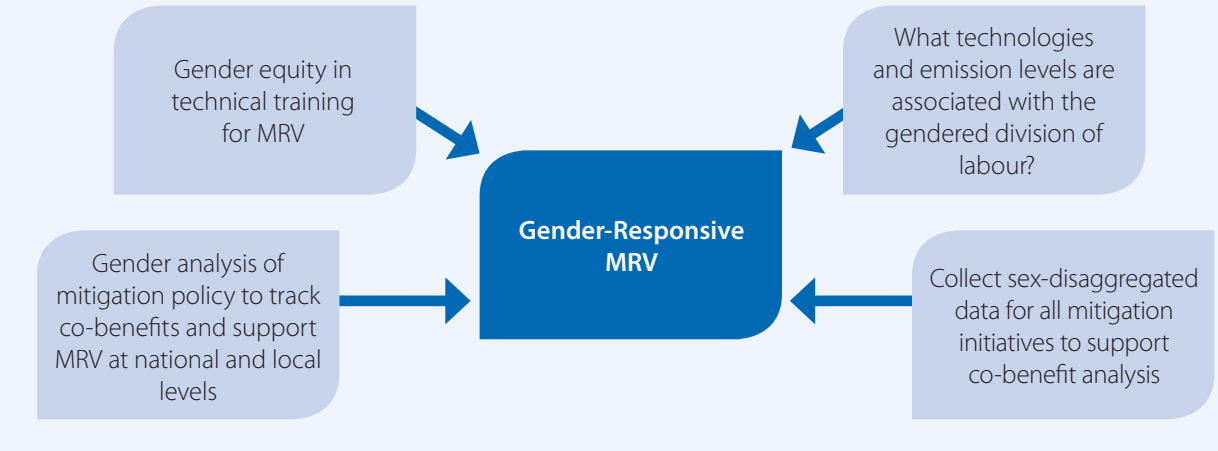
It is important to note that other programmes and mechanisms have the potential to capture similar information for the transport and energy sectors. Reporting processes such as National Appropriate Mitigation Actions (NAMAs) and Low Emission Development Strategies (LEDS) could readily engage women in MRV exercises and report on gender-related co-benefits if appropriate gender indicators were built into policy design and sex-disaggregated data was collected. Research done by UNEP in 2013 examined the sustainable development benefits for eight NAMAs. This was also done

[25] *International Partnership on Mitigation and MRV (undated), 'Bhutan: Integrating gender targets into LEDS and NAMAs,' mitigationpartnership.net/gpa/integrating-gender-targets-leds-and-namas.*

[26] *WEDO and IUCN (undated pdf brochure), 'Gender and REDD+ Roadmaps,' gender-climate.org/wp-content/uploads/docs/publications/IUCN_Gender_REDD_Roadmaps.pdf (accessed 18 August 2015).*

for Clean Development Mechanisms (CDMs). Both these mechanisms are intended to align with national priorities and policies, and as such they should reflect national commitments to gender equality. The UNEP analysis of NAMAs shows that only one of eight reports specifically highlighted gender equality as a sustainable development co-benefit that could be included in MRV reporting. However, social benefits were listed for six of the other seven reports and could be sex-disaggregated to identify and measure gender equality co-benefits.[27] Social co-benefits included improved transit, reduced pollutions levels, improved health, and increased employment and education opportunities. Steps to increase the gender responsiveness of MRVs are included in Figure 14 below. These can be elaborated on and linked to national priorities for gender equality and sustainable development.

FIGURE 14: INCREASING GENDER RESPONSIVENESS OF MRV



LESSONS LEARNED AND GOOD PRACTICES IN MRV

As noted, there is limited documentation on good practices in MRV, but where analysis has been done, key lessons are emerging. Two prerequisites for gender-responsive MRVs are i) awareness of how development policies, social and gender dynamics, mitigation programmes, and technical processes such as MRV are linked, and ii) analysis of climate change and social/gender policy priorities to optimize GHG reductions and concurrently realize social benefits and gender equality. When these two factors are in place they can drive sex-disaggregated data collection, analysis of issues and co-benefits, and the design of gender-specific indicators linked to MRV reporting. Demand can be generated at many levels, separately or simultaneously. For example, development agencies can provide guidelines for integrating gender into MRV; mitigation-programme funders can create incentives by linking financing for mitigation with reporting on gender co-benefits across sectors; national ministries for planning and for gender equality can promote gender equity in MRV training; and local-level projects can be analyzed to demonstrate gender issues and pinpoint where monitoring and reporting can make gender issues more transparent.

[27] *Olsen, K., 2013, 'Sustainable Development Impacts of NAMAs,' Low Carbon Development Working Paper No. 11, UNEP Riso Centre, Copenhagen, http://climate-l.iisd.org/news/unep-riso-working-paper-assesses-sustainable-development-impacts-of-namas/ (accessed 18 August 18 2015).*

COLOMBIA

In Bogotá, to address high levels of pollution, long commute times and traffic congestion, mass transit systems were improved through the TransMilenio rapid transit system introduced in 2000. The objectives were to reduce travel by private cars and independent, uncoordinated minibuses; improve safety and access; and provide more coordinated, user-friendly services. The transit system also provides significant social, gender and economic co-benefits that can be measured in concert with GHG reductions. In 2006, the project became the first transport initiative under the CDM. It is estimated to have reduced CO2 emissions by 250,000 tons per year by 2012. The certified emissions reduction income for the first 21-year phase of the project is expected to be between 5 and 30 million USD depending on the continued expansion of the system. Integrating gender considerations into the project involved addressing women's safety and security to ensure they became regular transit users, maximizing ridership. Special seats were designated for women and children and buses provide separate entry doors for pregnant women and other vulnerable riders. Additionally, UN Women has been working with the transit system to reduce sexual harassment on buses. The project also created direct and indirect employment opportunities for women. The transit system's public-private partnership prioritized the hiring of single mothers and other specific social groups. Women make up 24 per cent of the transit system workforce; and, when indirect employment of women working in fare collection and bus washing is factored in, women comprise 70 per cent of the workforce.

GREENHOUSE GAS INVENTORIES

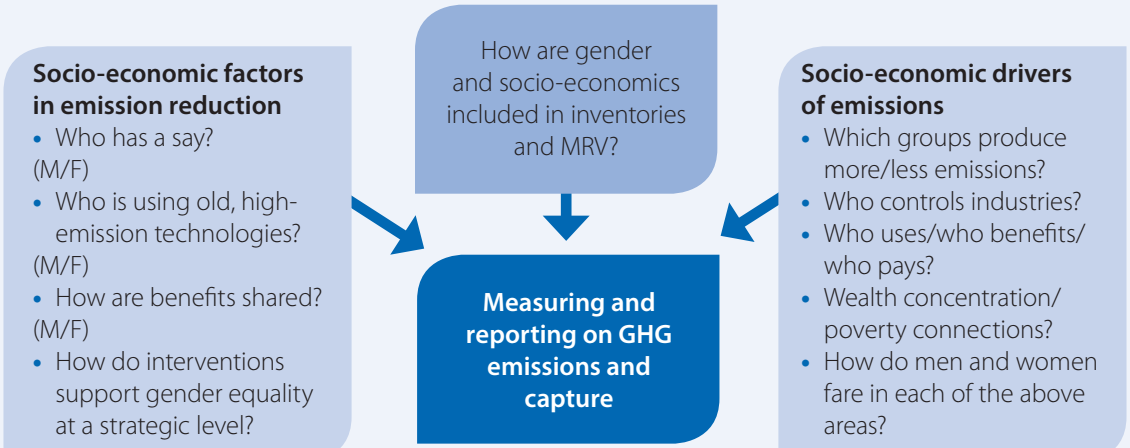
There has been limited analysis of how gender issues link to greenhouse gas inventories. Greenhouse gas inventory processes are highly technical exercises that measure units of emissions and chart projections for future climate change implications. The GHG emission inventory methodologies are seemingly divorced from the socio-economic drivers and impacts of emissions. However, in looking at where emissions actually come from and who benefits from the industries, the technologies and sectors that produce greenhouse gases are an aspect of economic and social justice, sustainable development, and mitigation efforts. Assessing methodologies to capture GHGs is also a technical exercise but in this case gender issues come to the surface more readily. For example, it has been shown that men and women, when fully informed on policy options, can have differing viewpoints on risks, costs and projected benefits associated with GHG emission reduction technologies. Depending on the male/female balance of power in GHG policy and decision-making forums, those views are taken more or less into account.[28]

Basic analysis of GHG inventories should provide cross-references to social variables including gender and poverty, if possible. It should also highlight how development is burdening or benefiting men and women in different socio-economic population groups. This can, in turn, identify or clarify correlations between types of industrial and/or technological development and gender-equitable, sustainable development.

At the sector level, for example in urban planning and housing policy, the analysis of work and transport patterns, waste management, energy and water use, time use by women and men, usage of different physical spaces, and gender roles can identify distinct emission and mitigation issues. Understanding these differences and integrating them into policy and planning discussions in National Communications (NCs) and Biennial Update Reports (BURs) will lead to a

[28] *Cohen, M., 'Gendered Emissions, Counting Greenhouse Gas Emissions by Gender and Why it Matters', in Alternate Routes: A Journal of Critical Social Research 25 (2014), www.alternateroutes.ca/index.php/ar/issue/view/1507/showToc.*

FIGURE 15: SOCIO-ECONOMIC AND GENDER FACTORS IN GHG MEASUREMENT AND CAPTURE



more accurate assessment of the priorities, costs and benefits of specific technological or infrastructure changes, and investment decisions.

Finally, because there has been limited gender analysis of GHG inventory processes it is not possible to say whether there is or is not a need for more in-depth consideration of gender issues. However, making commitments to bring more gender balance to scientific teams, raising awareness on GHG inventories among scientists and stakeholders, and making the inventory process more comprehensible to the public will help identify issues of importance at national and international levels. The primary consideration is to check for gender-differentiated impacts and ensure that they do not cause or perpetuate inequalities.

LESSONS LEARNED AND GOOD PRACTICES IN GHG EMISSIONS TRACKING

Gender analysis of the greenhouse gas inventory processes used to report in NCs and BURs are scarce, but those that exist are using interesting analytical approaches. Good practice exists in the exploratory research, trialing and testing of hypotheses and engaging women and men in debate. For example, research is being done on i) how men and women contribute to climate change through both work and consumption, including through the examination of gender indicators linked to green industries, and ii) male/female employment, leadership and influence in green industries.[29]

Exploration of how gender roles are related to emissions in transportation and energy use vary from country to country but gendered patterns of use are emerging. Men and women use energy for different activities but reliance on specific emission-producing industrial or agricultural sectors is challenging to disaggregate, as households are the typical unit of measurement. For example, studies have been done on emissions created from using biomass for cooking, but

[29] *Cohen, M., 'Gendered Emissions, Counting Greenhouse Gas Emissions by Gender and Why it Matters', in Alternate Routes: A Journal of Critical Social Research 25 (2014), www.alternateroutes.ca/index.php/ar/issue/view/1507/showToc; and Leach, M., ed., Gender Equality and Sustainable Development (Abingdon and New York: Routledge, forthcoming 2016),*

although women cook, all household members eat, so definitive statements about gender are difficult to make. While the examples below from Nepal and Macedonia are more related to gender analysis of mitigation initiatives, they can provide a perspective of GHG inventory work with a gender focus. These examples show that women can have a role in both mitigation and GHG inventory initiatives, as they are the direct beneficiaries of mitigation actions while also having a potential function in the GHG inventories of the relevant GHG emission sources.

NEPAL

The Nepal Biogas Support Programme (BSP), now a CDM initiative, began in 1992 to promote locally produced biogas as a substitute for firewood and agricultural residues. The aim was to support improved energy services, reduce deforestation and gradually reduce GHG emissions. Emissions reductions from this programme were expected to average 50,000 tons of CO2 per year. Since women are primarily responsible for household cooking and fuel supplies, they benefit significantly from the BSP in terms of improved energy services and through economic opportunities created by the programme. They also realize gains from reduced workloads and additional available time because they no longer have to search for firewood or other fuels. Analysis of the socio-economic considerations linked to the acceptance of the biogas system by women and the reduction of GHGs is being carried out, as is education and awareness-raising, with women supported to engage in promoting, marketing and advocating for investment in the BSP systems. A 2009 initiative by the Energia Network supported further gender mainstreaming of the BSP programme, including the setting of targets for women's ownership of biogas systems and training offered specifically to women. A 2011 assessment of this gender mainstreaming initiative showed success in women's economic benefits and influence on decision-making related to the BSP system. As of 2011, women owned 23 per cent of biogas systems, and 30 per cent of cooperatives set up for financing the systems were headed by women. Women were also heading biogas construction companies and providing after-sales service.

MACEDONIA

The Macedonian BUR highlights that women generally earn less than men and that this influences the ability of some women to absorb increased energy costs related to updated energy infrastructure. It notes that women, especially single women or female-led households, are therefore more likely, in times of climate extremes, to revert to fuels such as wood, which produce higher emissions and have negative health impacts for women and children—who spend the most time in the home. The third NC identifies recommendations that would see women become direct beneficiaries of emission-reduction strategies, including making homes more energy efficient, providing subsidies for fuel and clean energy sources, expanding the energy grid and encouraging the use of clean-burning wood fuel stoves. The BUR also points out that in Macedonia women own fewer cars and are more likely to take public transport than men. It uses data from the close example of Romania, where 5 per cent of single-female households own a car compared to 16.5 per cent of single-male households.

books.google.ca/books?id=jJpGCgAAQBAJ&pg=PA48&lpg=PA48&dq=Gender+green+industries+greenhouse+gas&source=bl&ots=FvZ-FyU_Fj7&sig=VJucSKTS1QgWxNwGDu3Md3zFinA&hl=en&sa=X&ved=0CDwQ6AEwBWoVChMIwr6v29G1xwIVxpmICh2cfAOQ#v=onepage&q=Gender%20green%20industries%20greenhouse%20gas&f=false. See also ILO, 2009, 'Green Jobs: Improving the Climate for Gender Equality Too!', ILO website, www.ilo.org/wcmsp5/groups/public/---dgreports/---gender/documents/publication/wcms_101505.pdf

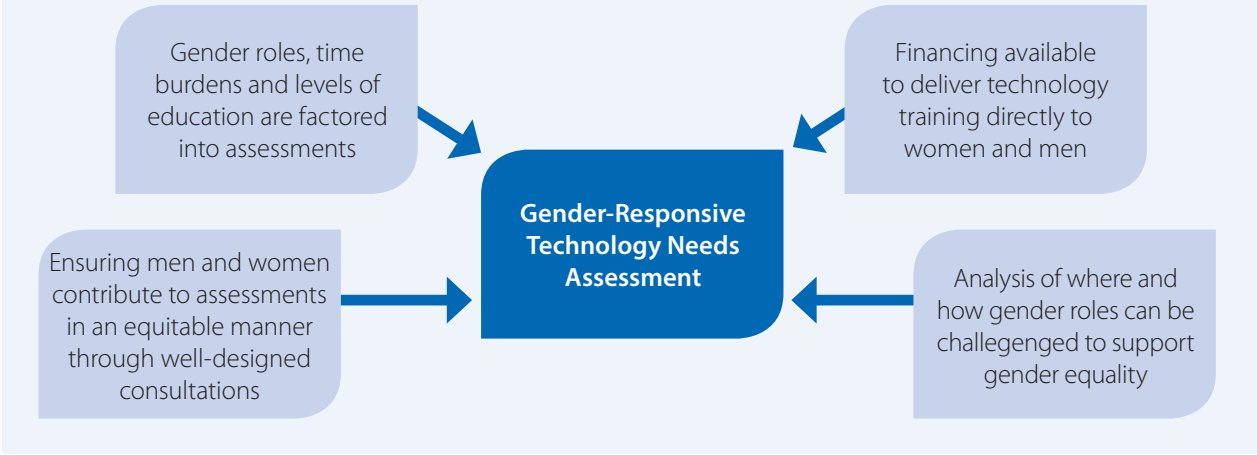
TECHNOLOGY NEEDS ASSESSMENTS

Technology needs assessment is a process of examining and prioritizing the introduction of adaptation and mitigation technology in line with national development goals for socio-economic and environmental sustainability. It incorporates consideration of technology management, including the development, transfer, adoption and diffusion of technologies to offset emissions and reduce risks and vulnerabilities.

Technology needs can be very different for men and women because of social norms about who does what work. In agriculture, the levels of mechanization, the balance of cash crops versus subsistence crops grown, the use of fertilizers from different sources and waste management from livestock are all issues linked to emissions and types of technology. These are also examples of agricultural activities where men and women can have specifically assigned roles, have different levels of control over income and different levels of power to make decisions about investing in technological change.

Household use of energy for cooking, heating or cooling is more strongly associated with women's labour than men's because of expectations that women will be responsible for the care and management of the home while men spend more time in paid employment. In some cases, new technologies or 'green responses' require women to i) spend more time on household labour, for example in recycling, reusing materials or conserving a specific resource, or ii) use innovations that are less efficient, as is the case with solar stoves. In these instances women may not have the additional time to adopt the technology or to fully adopt the adaptation or mitigation scheme, and there can be negative health, nutritional or food security impacts for family members and women themselves.

FIGURE 16: ENTRY POINTS FOR GENDER-RESPONSIVE TECHNOLOGY NEEDS ASSESSMENT



Additional gender-related considerations in technology needs assessment include i) the different levels of decision-making power that men and women have to set public policy, ii) their relative abilities to influence national-level technology investments, and iii) their influence on who should be engaged to test new technologies in different sectors.[30] For example, there may be sector-to-sector gender differences in the trialing of new technologies for power generation, transport systems, and food production and they may not accurately target women's and men's priority needs. For decision makers and programme designers, it is also important to consider that women and men have different amounts of time available to participate in community meetings as stakeholders and trainees in new technology. Specific efforts must be made to address gender-linked constraints and to bring women, or organizations representing women, into technology needs assessment discussions, decision-making forums and trainings.

[30] *The International Parliamentary Union notes that the global average for women in national political leadership is 22 per cent. IPU website, 'Women in Politics: 2015' (leadership map), www.ipu.org/pdf/publications/wmnmap15_en.pdf.*

LESSONS LEARNED AND GOOD PRACTICES IN TECHNOLOGY NEEDS ASSESSMENT

Introduction of appropriate technologies to assist communities to adapt to climate change, or the exchange of a high-emission technology for a different, low-emission one, only works when the end user has the skills and willingness to use it. Technology needs assessments generally recognize this but do not always consider how gender roles and associated social norms will affect the uptake of each potentially effective technology, or how the benefits will affect men and women in different ways. Because socio-cultural norms are different from country to country, and between subnational levels, it is important that stocktaking for the National Communication (NC) or Biennial Update Report (BUR) provides explanations of gender issues so they can be applied in later phases, such as during technology needs assessments. It is also important to recognize that coordinated climate change and gender mainstreaming can be used to promote gender equality by opening doors for women to become more economically active, to benefit from new value chains, or to work in non-traditional fields and engage more fully in decision-making.

BOLIVIA

In Bolivia, during design of the Economic Inclusion Programme for Families and Rural Communities, male and female stakeholders were engaged to undertake their own gender analysis, identify traditional knowledge and technologies that remain valid, and make their own choices about the most appropriate adaptation methods. The analysis framework that was used found that men's and women's preferences about technology differed significantly because they had developed different ways of adapting to climate change. Men preferred to focus on large-scale interventions such as irrigation systems while women focused more on evolving their existing practices but adopting new crops that grew in the warmer temperatures and were more valuable at market. This finding does not mean that only men should receive technological assistance. Rather, it highlights that inputs need to be tailored to men's and women's preferences, so as to meet the actual needs of recipients. The Bolivia project used the findings to meet multiple objectives such as poverty reduction, the empowerment of women and climate change response, and to bring forward the principles of inclusiveness.[31]

HONDURAS

Remote villages in Honduras are adopting solar technologies to provide electrical energy at the household level. Cross-sector analysis of technology needs, climate-sensitive responses, and poverty and gender issues identified that targeting women as the managers, technical specialists and key maintenance personnel for these initiatives would lead to multiple benefits. Although the project challenged gender roles, community consultations convinced leaders that the benefits of involving women in a non-traditional occupation would include family welfare, reduced emissions at the community level, cost savings, economic empowerment and environmental sustainability. Women attended a six-month training course at a global facility in India, with financial support from the Government of India, GEF and UNDP. On their return, they installed solar panels in households and some schools. The schools now function as community centres in the evening, allowing children to study and people to gather for community events. In some schools, the availability of electricity has also resulted in other technology use such as computers and media players. The women solar engineers are expanding the energy grid and encouraging the use of clean-burning wood fuel stoves. The BUR also points out that in Macedonia women own fewer cars and are more likely to take public transport than men. It uses data from the close example of Romania, where 5 per cent of single-female households own a car compared to 16.5 per cent of single-male households. now maintaining installed panels and installing others in a wider area. They receive a salary for their services from each community's solar energy committee.[32]

[31] *International Fund for Agricultural Development, 2014, 'The Gender Advantage: Women on the Front Line of Climate Change', www.ifad.org/climate/resources/advantage/gender.pdf (accessed 23 July 2015).*

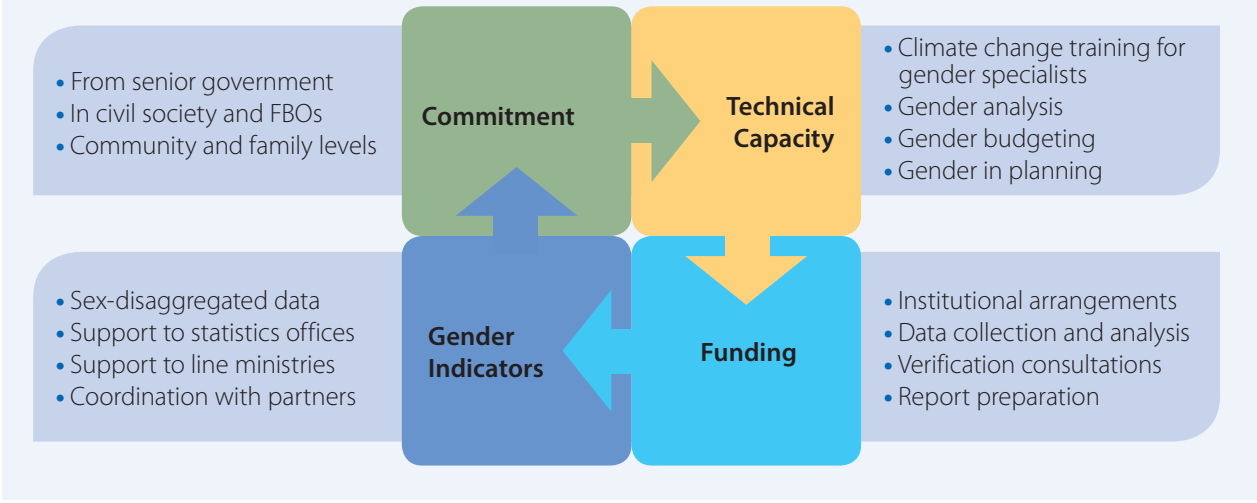
[32] *UNDP website, Energy and sustainability page: 'Honduran women bring light into their communities', www.undp.org/content/undp/en/home/ourwork/ourstories/women-from-honduras-learn-about-solar-energy-in-india.html (accessed 4 November 2015).*

INTEGRATING GENDER IN NATIONAL COMMUNICATIONS REPORTING

National Communications (NCs) and Biennial Update Reports (BURs) are expected to report comprehensively on national progress in implementing the UNFCCC. Integrating gender considerations and analysis into these reporting mechanisms ensures they provide a holistic picture of socio-economic and environmental elements related to climate change.

Mainstreaming gender into NCs and BURs requires commitment, technical capacity, and funding. Tracking progress over time in subsequent reports requires identification of gender-linked and/or sex-disaggregated indicators, as illustrated in Figure 17. The subsections below provide a brief discussion of these points as well as simple frameworks and checklists.

FIGURE 17: MAKING NC AND BUR REPORTS GENDER RESPONSIVE



BUILDING COMMITMENT FOR GENDER-RESPONSIVE REPORTING AT EACH LEVEL OF THE PROCESS

A critical aspect of building commitment is to recognize that integrating gender considerations in National Communications (NCs) and Biennial Update Reports (BURs) is not just about women, it is about using all available information to the best advantage of all citizens. Consequently, the responsibility for gender-responsive NCs and BURs cannot be handed off to a single entity or working group. All working bodies and high-level individuals in the reporting processes will meet these requirements more readily if their terms of reference specifically include gender analysis and sex-disaggregated data collection; these can be further rationalized through reference to UNFCCC and CEDAW commitments to sustainable and just development.

Guidance for developing the NC and BUR reports is extensive and spread out into many documents and handbooks, which makes drafting the reports a complex and sometimes confusing process requiring considerable time, human resources, funding and technical assistance. Participants in the survey done prior to developing this toolkit noted that it is difficult for countries to keep track of all the guidance and directives coming from the UNFCCC, the COP subgroup meetings, and the proceedings of subsidiary bodies. The survey also highlighted that there is a lack of awareness about UNFCCC direction on integrating gender into NCs. For reference, a list of COP decisions on gender is included in Figure 18 and links are footnoted here.[33]

NC and BUR coordination committees, the ministries providing oversight to each process, and thematic working groups can use this information to guide their decisions. Key stages to plan for gender-responsive reporting are during the development of institutional arrangements for stakeholder engagement, during budget development, and when planning the stocktaking, capacity-building and analysis processes associated with the NC or BUR. Development partners, who support governments as implementing agencies during report preparation, can also build capacity and make reporting processes more transparent by clearly articulating their own gender policies and identifying what technical and financial resources are available to make NCs and BURs gender responsive. They can also provide frameworks and/or checklists to help ensure that the NC or BUR project proposal documents include budget and time allocations related to balanced stakeholder processes; sex-disaggregated data collection; and gender analysis of national circumstances, vulnerability and adaptation, GHG inventory issues, and mitigation and technology needs.

FIGURE 18: SPECIFIC HIGH-LEVEL DIRECTION ON GENDER AND CLIMATE CHANGE

UNFCCC COP direction on gender in climate change interventions and reporting has become increasingly specific	*Source: COP-7 (2001). Decision 36/CP.7 Improving the participation of women in representation of Parties in bodies established under the UNFCCC or the Kyoto Protocol.* Early decision includes urging parties to increase participation by women in all aspects of decision-making related to climate change.
	Source: COP-16 (2010). Decision 1/CP.16 The Cancun Agreements: Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention. Outcomes recognize and affirm connections between climate change, gender and human rights; the need for gender-responsive stakeholder engagement and adaptation analysis. COP requests analysis of gender-differentiated drivers of climate change and decides to enhance capacity development, including for gender analysis of climate change. Also recognizes need for gender balance on specific committees, including those related to technology.
	Source: COP-18 (2012). Decision 23/CP.18 Promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol. The decision directs parties to promote gender balance and is elaborated on in the paper by the Subsidiary Body for Implementation. Guidance includes monitoring of gender balance, gender budgeting, and gender-sensitive climate policies and actions by Parties. This direction is further linked to the need to build capacity, develop indicators and increase knowledge about social dimensions of climate change, including gender.
	Source: COP-20 (2014) Decision 18/CP.20 Lima Work Programme on Gender. The decisions presented include enhanced implementation of CP.18, improving representation of women in national delegations, strengthening work on capacity development, and clarifying expectations around gender-responsive climate policy. The COP agreed to establish a two-year work programme for the purpose of acheiveing gender-responsive climate change.

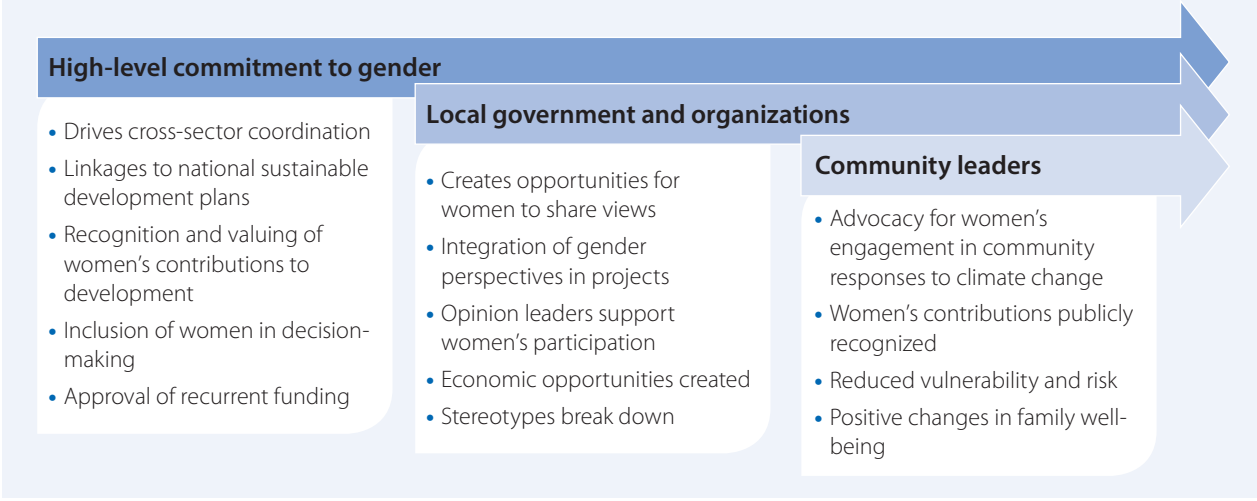
[33] *For more details on UNFCCC guidance on gender, see the following links: unfccc.int/files/bodies/election_and_membership/application/pdf/cop18_gender_balance.pdf; unfccc.int/resource/docs/2013/sbi/eng/l16.pdf; unfccc.int/documentation/documents/advanced_search/items/6911.php?priref=600008360; and unfccc.int/gender_and_climate_change/items/7516.php.*

In addition to alignment with UNFCCC directives for gender-responsive climate change and reporting, high-level commitment to gender-responsive climate change should be rationalized by practical facts. Foremost among these is that the integration of gender considerations into NCs and BURs will result in more transparent, effective and sustainable responses to climate change impacts.

National governments have a key role to play as coordinators of climate change and gender mainstreaming. To be truly effective, leadership needs to come from the ministerial levels of central government agencies, and men and women in leadership need to speak out clearly on the benefits of integrating gender and climate change. Further, implementation and monitoring of gender and climate change integration and reporting needs to be linked to national sustainable development plans.

High-level commitment is needed to drive and maintain momentum on gender and climate mainstreaming and to ensure national exercises like NCs and BURs have the support they need. But it is important to remember that commitment from all levels of sector ministries and from men and women at the community level is equally important. Conducting gender and climate change awareness and skill-building with local governments, faith-based organizations, and local civil society groups will develop an ongoing commitment to programmes and projects. It will also provide much-needed support for women to act as agents of change alongside the men in their families and communities. Figure 19 provides suggested steps for building and monitoring commitment to gender-responsive climate change across levels.

FIGURE 19: BUILDING COMMITMENT TO GENDER-RESPONSIVE CLIMATE CHANGE



BUDGETING FOR GENDER-RESPONSIVE NATIONAL COMMUNICATIONS

Developing priorities and institutional arrangements for National Communications (NCs) and Biennial Update Reports (BURs) has numerous stages and takes place within different groups and subgroups. The previous sections of this toolkit repeatedly identify the need to ensure that all phases of report development include basic costing and budgeting exercises to ensure there is adequate financing for i) gender analysis, ii) equitable participation of men and women in working groups and stakeholder forums, and iii) specific technical assistance where it is required.

Figure 20 below identifies i) questions that will help assess if and where specific budgeting is needed, and ii) where there may be options for cost-cutting through shared capacity-building, analysis, or data-collection exercises.

FIGURE 20: BUDGETING FOR GENDER-RESPONSIVE CLIMATE CHANGE REPORTING

Assessing potential budget requirements	• Are there national climate change gender action plans in place to inform the NC or BUR? • Are cross-sector situational analyses of gender equality available to clarify the national circumstances section of NC or BUR? • Have gender constituencies or organizations prepared policy platforms related to climate change? • Is sex-disaggregated data available by sector to inform adaptation and mitigation assessments?
Assessing cost-sharing options	• Opportunities to deliver climate change trainings in regular or upcoming meetings of gender equality organizations? • Will public service commissions facilitate gender and climate change training modules within regular training programmes? • Can management training programmes for senior civil servants integrate gender and climate change training into regular courses? • Can NGOs and FBOs working with communities to raise awareness on climate change integrate prepared gender and climate change messages into their programmes? • Are there men and women with skills to deliver gender and climate change training available at the national level? Can ministries share the costs of joint workshops?

NCs and BURs provide a road map for future work on climate change. Consequently, it is important that budgeting for gender-responsive report preparation be linked to longer-term planning and programmes. In discussions of the need to finance gender-responsive climate change reporting it is useful to identify criteria for gender-responsive climate financing arrangements that are in line with both i) international norms and standards to address women's human rights, and ii) national priorities for gender equality and the empowerment of women in leadership, economic development and environmental management. Governments should discuss how to integrate gender budget considerations in applications to climate change funds, including for example the Global Environment Facility, the Green Development Fund, the Clean Development Mechanism, as well as clean technology funds, and forest development and coastal resource management programmes. Countries can consider that approaches beneficial to women are those that engage women as decision makers and simultaneously support multiple environmental, economic and social outcomes. These are often small-scale, locally driven projects, and those delivered by civil society groups with existing commitments to gender equality. All initiatives should be country-driven and linked to sustainable development policies and their existing indicators.

BUILDING AND USING TECHNICAL CAPACITY FOR GENDER ANALYSIS OF CLIMATE CHANGE

One of the major challenges for developing countries preparing National Communications (NCs) and Biennial Update Reports (BURs) is finding people with the technical capacity to bring together all relevant information, manage collaborations and institutional arrangements, undertake required analyses, and draft various sections of the reports. The preparation of these reports is time intensive and requires a major commitment by government staff, development partners and civil society.

Integrating gender into climate change reporting is a particular challenge because many environmental specialists may not be familiar with gender analysis approaches and gender specialists may not have experience in climate change. In addition, gender specialists at the national level are often heavily committed by obligations to implement national commitments to gender equality, and to work on women's economic empowerment and ending violence against women.

Figure 21 highlights some potential entry points where cost-effective capacity development can be done to support gender-responsive climate change reporting. Using these entry points to deliver specific skills and competencies will support the sustainable implementation and monitoring of initiatives resulting from NC and BUR recommendations.

FIGURE 21: ENTRY POINTS FOR STRENGTHENING TECHNICAL CAPACITY FOR GENDER AND CLIMATE CHANGE

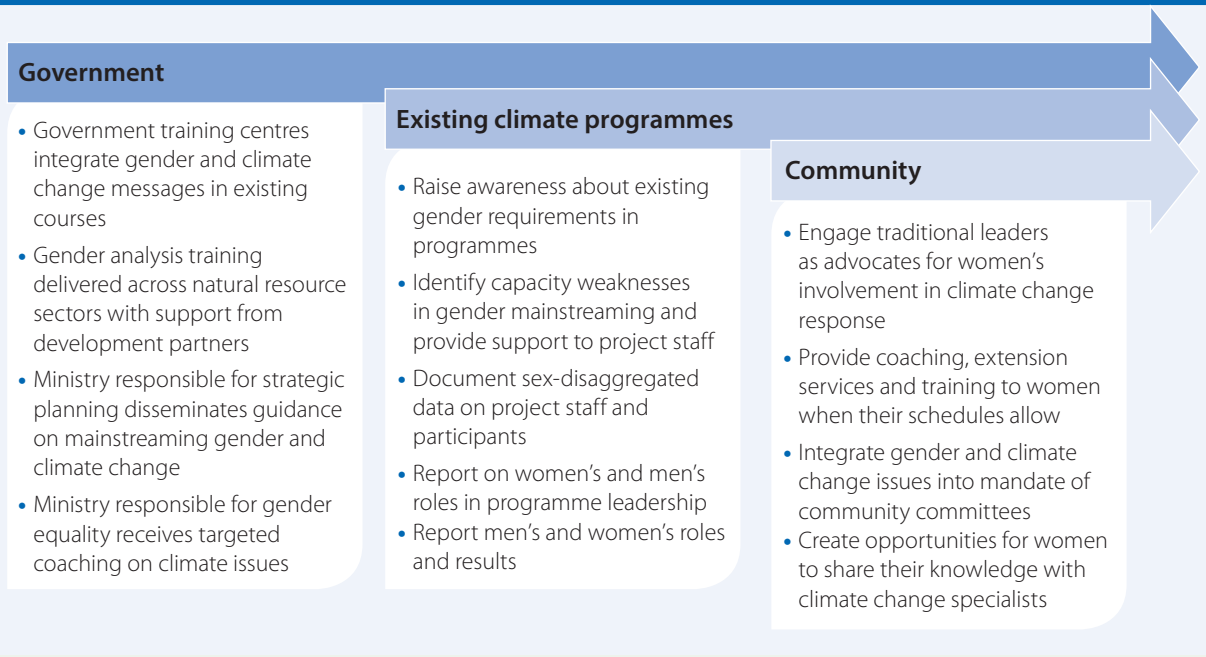
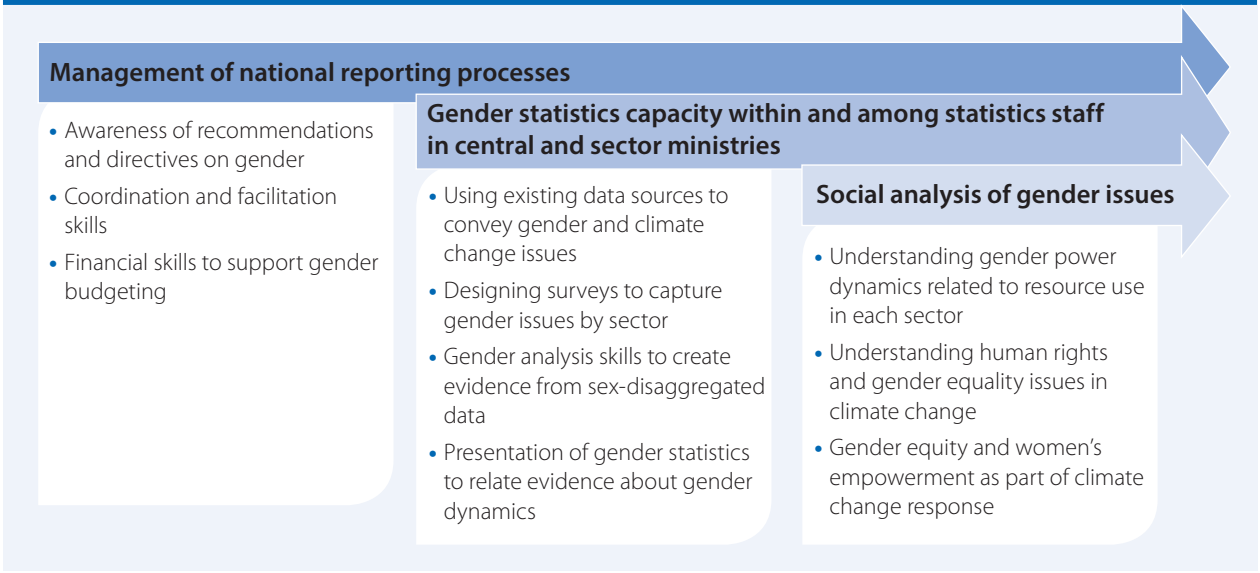


Figure 22 identifies main focus areas for training and skill-building that can provide long-term support to climate change initiatives and also support broader social and gender analysis across sectors. It is important to note that capacity development can be done through a variety or combination of mechanisms, including workshops, secondments, coaching and mentoring. Capacity development is generally most effective when it is delivered over time or has some follow-up coaching or collaboration to ensure skills are practiced and polished. Collaboration between resource ministries and gender ministries can reinforce both coordinated mainstreaming and capacity development.

FIGURE 22: SKILLS AND COMPETENCIES TO ENSURE GENDER-RESPONSIVE NATIONAL COMMUNICATIONS



INTEGRATING GENDER ANALYSIS INTO NC AND BUR REPORTING FRAMEWORKS

Systematically reporting on gender issues throughout National Communications (NCs) and Biennial Update Reports (BURs) can be done in different ways. For example, gender can be incorporated as an integral consideration in each section of the report, subsections can specifically identify gender dimensions of each topic area or issue, and there can be a stand-alone section summarizing gender issues. To date, as countries have given emphasis to gender in their respective NCs and BURs, they have used a variety of methodologies to integrate gender issues in their reports.

To make NCs and BURs truly gender responsive, to align with the directives of the UNFCCC to bring gender balance into all bodies, and to make processes more transparent in relation to gender issues, good practice indicates highlighting gender issues in relation to each aspect of report preparation. Gender can be integrated into each section based on feedback from stakeholders, thematic working group identification of specific issues, and analysis of available sex-disaggregated data. Table 5 provides guidance on how to include gender issues in a way that they can be easily referenced and linked to evidence and monitoring processes.

TABLE 5: INTEGRATING GENDER ANALYSIS INTO REPORTING FRAMEWORKS

UNFCCC-Defined Sections of National Communication Process and Report	Stages of Report Preparation Process	Suggested Strategies for Integrating Gender
Preparation phase of process	Development of institutional arrangements	Identify objectives for gender balance in all working groups and consultation processes and establish criteria for sex-disaggregated data on membership and participation
	Establishment of thematic working groups	Terms of reference include objectives for data and analysis of gender dynamics Identification of gender focal point in working group to track issues arising linked to gender financing, capacity, technology needs, public awareness, education, constraints and gaps Identification of technical assistance for gender analysis and reporting
1. National circumstances	Stakeholder consultations Stocktaking	Work with ministry responsible for gender equality and gender stakeholders to develop context on gender relations, roles and gender-linked barriers to development Collect sex-disaggregated data on education, health, employment, leadership to summarize status of women and men nationally and by sector
2. Greenhouse gas inventories	Working group on GHG inventory, research and analysis	Inventory section notes presence or absence of social context and gender analysis in inventory process Where possible, identification of research needs for gender analysis of specific GHG issues
3. General description of steps taken or envisaged to implement the Convention	National Coordination Committee	Coordination Committee summarizes gender issues arising from adaptation and mitigation sections for inclusion in the overview of this section of the report Financing issues related to gender and climate change, and key areas for intervention, are identified
3.1 Programmes containing measures to facilitate adequate adaptation to climate change	Stakeholder consultations Stocktaking Working group on adaptation	Highlight where gender is profiled in existing adaptation initiatives Identify potential for linking gender-responsive adaptation initiatives to CEDAW commitments, national sustainable development plans, national gender policies or action plans
3.2 Programmes containing measures to mitigate climate change	Stakeholder consultations Stocktaking Working group on mitigation	Highlight where gender is profiled in existing mitigation initiatives Identify potential for linking gender-responsive mitigation initiatives to CEDAW commitments, national sustainable development plans, national gender policies or action plans
4. Other information considered relevant to the achievement of the Convention	National Coordination Committee All working groups	Coordination Committee summarizes gender issues arising from the following sections for inclusion in the overview of this section of the report Financing issues on gender and climate change reported in overview
4.1 Transfer of technologies	All working groups	Gender focal points in each working group track issues arising linked to gender dimensions of each topic in this section. Subsection can itemize issues linked to adaptation, mitigation and greenhouse gases
4.2 Research and systematic observation		
4.3 Education, training and public awareness		
4.4 Capacity-building		
4.5 Information and networking		
4.6 Constraints and gaps, and related financial, technical and capacity needs		

Source: UNFCCC report FCCC/CP/2002/7/Add.2.

IDENTIFICATION OF BASIC GENDER INDICATORS TO SUPPORT MONITORING AND REPORTING

Gender indicators measure changes in men and women's status, access to resources, participation in decision-making, and other similar variables. Indicators can measure quality or quantity and examples are provided below.

Making sure to include gender indicators in National Communications (NCs) and Biennial Update Reports (BURs) allows these variables to be tracked over time, commitments to be monitored and changes in gender relations to be measured in the context of climate change topics such as adaptation, mitigation and technology transfer programmes. This, in turn, creates evidence that countries can report against in subsequent NCs and BURs, and in topic-specific reporting against the UNFCCC and other development goals. Further, the creation of evidence over time will help countries leverage financial support for future gender-responsive climate initiatives. Recommended criteria for gender indicators are shown in the figure below.

FIGURE 23: SELECTED CRITERIA FOR GENDER INDICATOR DEVELOPMENT

Gender and Climate Change Indicator Criteria	Specific existing sex-disaggregated data sources or sex-disaggregated data that will be collected regularly as part of envisaged climate change initiatives; or, Specific qualitative or quantitative information related to women's engagement and participation in climate change initiatives
	Indicators linked to information measurable at relatively short-term intervals (2-5 years) to support reporting
	Indicators will ideally be available through existing, regularly monitored sources such as population or agricultural censuses, health and social surveys, income and expenditure tracking
	Indicators must be directly relevant to gender, climate change initiatives and national circumstances
	Indicators should lend themselves to tracking or progress measurement over time (that is, you are able to say an indicator should go up or down in the next x years)

As noted above, indicators can track different things, and they can also track change at different levels, including impacts over time, the effects of a specific intervention, performance levels of individuals or groups, or the efficiency of an intervention. For example, indicators on the sale of non-timber forest products can indicate the effects of gender-responsive forestry projects on men's and women's economic status relative to each other. Concurrently, indicators measuring women's overall agricultural income can show impacts of sea-level rise and the salinization of water tables in areas where women grow crops. In some cases, direct indicators may not be available and indirect or proxy indicators may be used as long as they are fully explained. For example, countries may not have data on how many women and men are business owners, but they may have census data on those who report being self-employed. This can be a rough indirect indicator of business ownership and can be used to assess capacity for entrepreneurship in the introduction of new energy technologies.

The following figure outlines more sample indictors to demonstrate how they can vary and what they are intended to measure.

FIGURE 24: SAMPLE GENDER INDICATORS RELEVANT TO NATIONAL COMMUNICATIONS

Indicator example	Type	Level of measure	Source(s)	Demonstrates
Female-headed vs. male-headed households displaced by climate change–induced drought	Direct	Impact	Census	Economic vulnerability differences between male- and female-headed households
Unemployment caused by climate change (M/F)	Indirect	Impact	Census by sectors altered due to climate	Sector differences in economic security (M/F)
Cases of dengue fever (M/F)	Indirect	Impact	Administrative health data	Men's and women's climate vulnerabilities linked to the types of work they do
Number of M/F tertiary graduates with environmental management qualifications	Indirect	Effect	Administrative education and/or census data	Potential national capacity to address climate change
Number of women in technical positions in national climate change committees	Direct	Effect	Administrative data	Women's participation in climate change decision-making and leadership
Women and men participating in community development programmes on disaster risk reduction	Direct	Effect	Project monitoring or evaluation reports	Awareness levels
Increased use of affordable public transport (M/F)	Direct	Effect	Self-reported or survey data or transit ridership data	Effect of available affordable transit on mobility and choice of transportation
Quality of women's participation in public debate on forest or agricultural land use	Indirect	Performance	Observational data from project reports (e.g., may count number of times different women speak per meeting compared to men)	Power dynamics between men and women and also awareness levels
Market earnings change over time for women participants engaged in specific adaptation or mitigation programmes compared to those not in programmes	Direct	Efficiency	Survey data from projects or specific questions in national household income and expenditure surveys	Efficiency of agricultural, irrigation or energy inputs

There are a considerable number of resources available to support the development of gender-responsive indicators at different levels, including some that focus specifically on gender and climate change indicators. The 'Additional References' section at the end of this toolkit provides further information.

Indicators on their own are useful, but to support strategic improvement in climate change responses, monitoring and evaluation of those indicators must be entrenched in project documents. They must appear in logical frameworks and be regularly monitored and reported on. Further, reporting on gender indicators should be linked to sector and national strategic plans and used to influence decision-making and financing for gender-responsive climate change.

ADDITIONAL RESOURCES

The following list of resources is not intended to be an exhaustive catalogue of available information. Rather, it is intended as a starting point for research, discussion and work on integrating gender in all aspects of climate change response.

RESOURCES ON STAKEHOLDER ENGAGEMENT

Global Gender and Climate Alliance. GGCA Newsletter. April–June 2012. *Gender Responsive Climate Change Initiatives and Decision-Making.* www.gender-climate.org/wp-content/uploads/docs/publications/GGCAProgrammeNewsletter_Q22012_Final.pdf.

UN-REDD. 2011. Programme Newsletter Issue #21. *Designing and Implementing Gender-Responsive REDD+ Strategies.* www.un-redd.org/Newsletter21/Gender_Responsive_REDD_Strategies/tabid/54807/Default.aspx.

Gardner, J.; Dowd, A-M.; Mason, C.; and Ashworth, P. 2009. *A framework for stakeholder engagement on climate adaptation.* CSIRO Climate Adaptation Flagship Working Paper No.3.

Tennyson, R. 2003. *The Partnering Toolbook.* International Business Leaders Forum and Global Alliance for Improved Nutrition. London. www.thepartneringinitiative.org/publications/toolbook-series/the-partnering-toolbook/.

Akerkar, S. 2001. *Gender and Participation Overview Report.* Bridge: Institute of Development Studies, Sussex University. Brighton.

RESOURCES ON MAINSTREAMING FOR GENDER AND CLIMATE CHANGE

IUCN and GGCA. 2013. *The Art of Implementation: Gender Strategies Transforming National and Regional Climate Decision Making.* IUCN. Washington, D.C. www.cmsdata.iucn.org/downloads/the_art_of_implementation.pdf

UNDP. 2013. *Gender and Climate Finance.* Gender and Climate Change Asia and the Pacific Policy Brief 5. New York. www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/PB5-AP-Gender-and-Climate-Finance.pdf.

Pervin, M. et al. 2013. *A Framework for Mainstreaming Climate Resilience into Development Planning.* Working Paper, November 2013. International Institute for Environment and Development (iied). London. www.pubs.iied.org/10050IIED.html

Global Environment Facility. 2012. *Policy on Gender Mainstreaming.* www.thegef.org/gef/sites/thegef.org/files/Gender_Mainstreaming_Policy.pdf.

UNDP and UN-REDD. 2011. *The Business Case for Mainstreaming Gender in REDD+. New York.* www.undp.org/content/undp/en/home/librarypage/womens-empowerment/the_business_caseformainstreaminggenderinredd.html.

Heinrich Böll Foundation. 2009. *Gender and Climate Finance: Double Mainstreaming for Sustainable Development. Washington,* D.C. www.cz.boell.org/sites/default/files/gender_and_climate_finance.pdf

RESOURCES ON GENDER-RESPONSIVE ADAPTATION

UNDP. 2013. *Gender and Adaptation*. Gender and Climate Change Asia and the Pacific Policy Brief 2. http://www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/PB2-AP-Gender-and-Adaptation.pdf

UNDP. 2012. *Gender and Adaptation in Africa*. Gender and Climate Change Capacity Development Series Africa Training Module 2.

World Bank. 2011. *Field Guide: Integrating Gender into Climate Change Adaptation and Rural Development in Bolivia.* http://siteresources.worldbank.org/EXTSOCIALDEVELOPMENT/Resources/244362-1232059926563/5747581-1239131985528/5999762-1321989469080/Bolivia_Gender_Guide_CC_English.pdf

UNDP. 2010. *Gender, Climate Change and Community-Based Adaptation Guidebook. New York*. www.undp.org/content/undp/en/home/librarypage/environment-energy/climate_change/gender/gender-climate-change-and-community-based-adaptation-guidebook-.html

Röhr, U. 2007. *Gender, climate change and adaptation: Introduction to the gender dimensions. Genanet and GenderCC. Berlin*. www.unep.org/roa/amcen/Projects_Programme/climate_change/PreCop15/Proceedings/Gender-and-climate-change/Roehr_Gender_climate.pdf

RESOURCES ON GENDER-RESPONSIVE MITIGATION

Women's Environment and Development Organization (WEDO). 2014. *Gender, Mitigation and Technology,* Briefing for the Ninth Meeting of the Technology Executive Committee. Bonn, Germany, August 2014. GGCA and WEDO. New York. www.wedo.org/wp-content/uploads/TEC_Briefing_Gender_Aug2014.pdf.

WEDO. 2013. *Financing Mitigation: Exposing Gender Gaps in Financing Climate Change Mitigation - and Proposing Solutions.* New York. www.wedo.org/wp-content/uploads/financial-mitigation-factsheet.pdf.

Edmunds D., Sasser J., and Wollenberg E. 2013. *A Gender Strategy for Pro-Poor Climate Change Mitigation*. CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS), Working Paper No. 36. Copenhagen. https://ccafs.cgiar.org/publications/gender-strategy-pro-poor-climate-change-mitigation#.VkRnGL81MQp

UNIDO. 2014. *Guide on Gender Mainstreaming Energy and Climate Change Projects*. Vienna. www.unido.org/fileadmin/user_media_upgrade/What_we_do/Topics/Women_and_Youth/Guide_on_Gender_Mainstreaming_ECC.pdf.

Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ). 2010. *Cimate change and gender: economic empowerment of women through climate mitigation and adaptation?* GTZ Working Paper, October 2010. Eschborn, Germany. www.oecd.org/dac/gender-development/46975138.pdf.

RESOURCES ON USING INDICATORS TO MONITOR GENDER IN CLIMATE CHANGE

IUCN and UN Women. 2015. *Women's Participation in Global Environmental Decision Making*. IUCN. Washington, D.C. www.portals.iucn.org/union/sites/union/files/doc/egi_factsheet_desicion_making_web_sept2015.pdf

IUCN and UN Women. 2015. *Gender Focal Points and Policies in National Environment Ministries*. IUCN. Washington, D.C. www.portals.iucn.org/union/sites/union/files/doc/egi_focal_point_brief_sept15.pdf

Budlender, D. 2014. *Tracking Climate Change Funding: Learning from Gender Responsive Budgeting*. International Budget Partnership (IBP). Rondebosch, South Africa. www.internationalbudget.org/wp-content/uploads/Tracking-Climate-Change-Funding-Learning-from-Gender-Responsive-Budgeting.pdf

IUCN. 2013. *The Environment and Gender Index (EGI):* Pilot 2013. Washington, D.C. www.internationalbudget.org/wp-content/uploads/Tracking-Climate-Change-Funding-Learning-from-Gender-Responsive-Budgeting.pdf

GENDER AND CLIMATE CHANGE TOOLKITS

UN Women, Secretariat of the Pacific Community, UNDP, GIZ et al. 2014. *Pacific Gender and Climate Change Toolkit:* Tools for Practitioners. www.wocan.org/resources/pacific-gender-and-climate-change-toolkit-practitioners.

Jost, C. C.; Ferdous, N.; and Spicer, T. D. 2014. *Gender and Inclusion Toolbox: Participatory Research in Climate Change and Agriculture*. CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS), CARE International, and the World Agroforestry Centre (ICRAF). Copenhagen. www.ccafs.cgiar.org/publications/gender-and-inclusion-toolbox-participatory-research-climate-change-and-agriculture#.VgMi7OkXcZY

Isis International. 2012. Gender and Climate Change: Toolkit for Women on Climate Change. Quezon City, Phillippines. www.isiswomen.org/index.php?option=com_content&view=article&id=1530:gender-and-climate-change-toolkit-for-women-on-climate-change&catid=168:publication.

GenderCC, Women for Climate Justice. 2009. *Gender into Climate Policy: Toolkit for climate experts and decision-makers*. GenderCC. Berlin.

USEFUL LINKS: GENDER AND CLIMATE CHANGE

UNDP	www.undp.org/content/undp/en/home/ourwork/climate-and-disaster-resilience/climate-change.html ncsp.undp.org
UNFCCC	http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTSOCIALDEVELOPMENT/0,,contentMDK:23049393~pagePK :210058~piPK:210062~theSitePK:244363,00.html
GGCA	www.gender-climate.org
Gender CC	www.gendercc.net
WEDO	www.wedo.org
Eldis	www.eldis.org/go/topics/resource-guides/climate-change/key-issues/gender-and-climate-change#.VfHA3-nthUQ
IUCN	www.iucn.org/about/work/programmes/gender/
CGIAR	www.ccafs.cgiar.org/gender
FAO	www.fao.org/climatechange/49379/en/
World Bank	http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTSOCIALDEVELOPMENT/0,,contentMDK:23049393~pagePK :210058~piPK:210062~theSitePK:244363,00.html
Energia	www.energia.org

ANNEX 1: SURVEY ON GENDER IN NATIONAL COMMUNICATIONS

In June 2015, prior to development of this toolkit, a rapid survey was done with 32 environmental management professionals from 30 countries with experience in National Communications and/or BURs. In addition, five UNDP staff from country offices responded to the survey to provide a development agency perspective.

The survey focused on issues related to the staff's experiences in working on NCs; how gender is linked to climate change in each country; national structures for mainstreaming both gender and climate change; and the use of existing available guidance from UNFCCC, implementing partners, governments and other sources.

A list of participants is provided below; there were 21 women (57 per cent) and 16 men (43 per cent).

Country	Government survey participant
Algeria	Belkacem Mahmoudi
Angola	Carla Pompilio da Silva
Bangladesh	Sheikh Moazzem Hossain
Cabo Verde	Francisco Correia
Cambodia	Mony Charya
Chile	Maritza Jadrijevic
Comoros	Anfani Msoili
Costa Rica	Ana Chacon
Egypt	Hesham Eissa
Gambia	Lamin Mai Touray
Kiribati	Tekimwau Otiawa
Lebanon	Lea Kai
Lesotho	Malehloa Jockey
Macedonia	Teodora Obradovic Grncarovska
Malaysia	Yap, Kok Seng
Mongolia	Saruul Dolgorsuren
Montenegro	Milena Spicanovic
Namibia	Reagan Chunga
Peru	Claudia Figallo
Rwanda	Alphonse Mutabazi

Country	Government survey participant
Senegal	Salimata Ba
Senegal	Ramatoulaye Diouf Diallo
Sierra Leone	Dr.Reynold G. Johnson
South Africa	Jongikhaya Witi
South Africa	Veronica Gundu Jakarasi
St. Lucia	Cletus Thomas
Swaziland	Khetsiwe Khumalo
Tanzania	Patrick Ndaki
Togo	Tchinguilou Abiziou
Tonga	Lilu Moala
Tuvalu	Mataio Tekinene
Vietnam	Chu Thi Thanh Huong

UNDP	UNDP survey participant
UNDP Somalia	Abdul Qadir Rafiq
UNDP Armenia	Diana Harutyunyan
UNDP Honduras	Noelia Jover
UNDP Kazakhstan	Saulet Sakenov
UNDP Bosnia and Herzegovina	Raduska Cupac

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