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in the context of sustainable development”**

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Gender mainstreaming practices in the context of climate responses

Background Paper prepared by:

Bridget Burns and Amy Lee*

The Women’s Environment and Development Organization (WEDO)

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* The views expressed in this paper are those of the author and do not necessarily represent those of the United Nations.

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Introduction

The impact of climate change is already causing widespread socio-economic and environmental loss and human suffering around the globe. Climate change erodes human freedoms and limits choice. However, the impacts of climate change are not felt equally. Without measures to address the injustice of climate change, those with the fewest resources, countries and individuals alike, will be most susceptible to its negative effects; and those in positions of wealth and power will be the first to benefit from transitions in the economy towards a low carbon society. Climate change impacts and solutions, when viewed through an intersectional lens, encompass a wide diversity of experiences due to age, ethnicity, class, and in particular, gender.

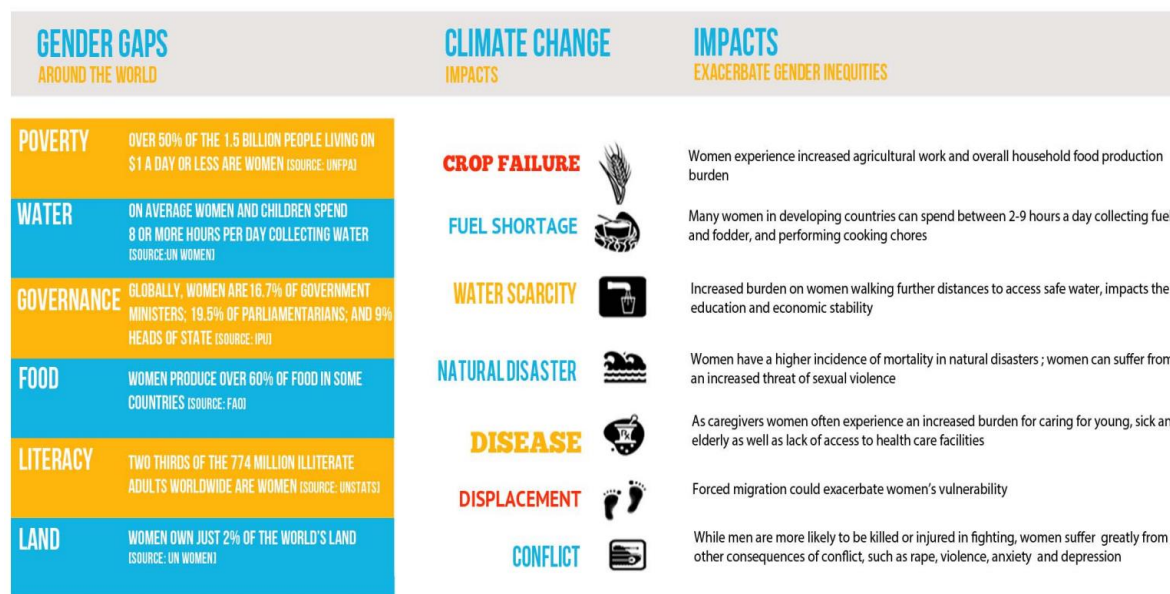
Gender is a social construct. While not immutable nor universal, gender shapes expectations, attributes, roles, capacities and rights of women and men around the world. Climate change affects everyone, but women and men experience the impacts differently, and women are often disproportionately negatively affected. Women, compared to men, often have limited access to resources, more restricted rights, limited mobility, and a muted voice in shaping decisions and influencing policy. At the same time, gender roles generally ascribed to women such as informal, reproductive work often relate to caregiving for households and communities, caretaking of seeds and soils, maintaining traditional agricultural knowledge, and responsibility for natural resource management such as firewood and water, and thus these roles create opportunity for engagement as women bring diverse and critical solutions to climate change challenges.

Effective climate policy is only possible when it is informed by the experiences of and responds to the rights, priorities and diverse needs, of all people. 2015 is a critical year for climate policy, as well as the broader global sustainable development agenda. It is also a critical time to review progress on gender mainstreaming in the context of climate change responses, including key challenges and opportunities to move toward an equal and sustainable future.

This background paper focuses on the UNFCCC. It begins with a review of gender mainstreaming generally; followed by an exploration of gender mainstreaming in the context of UNFCCC policies and programs and a related section on what gender-responsive actions look like; then identifies gaps and opportunities; and finally concludes with recommendations for the UNFCCC.

Figure 1. Global Gender Gaps & Climate Impacts

The figure below maps some of the global gender gaps around the world and the linkages to climate change impacts.



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1. Gender mainstreaming

Why gender mainstreaming?

Gender mainstreaming was established in the Beijing Platform for Action (1995) as a major global strategy to promote gender equality. It is defined as:

“The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetrated. The ultimate goal is to achieve gender equality.”¹

Building effective responses to climate change requires an understanding of how gender inequality affects multiple issues: access to and control of resources; institutional structures; social, cultural and formal networks; and decision-making processes. A wealth of research over the last twenty years has demonstrated that policies and interventions accounting for these differences have a better chance of sustained and successful impact on communities. Past experience with development programmes has demonstrated how policies, programmes and interventions undertaken without any explicit focus on gender perspectives or sensitivity of the barriers caused by gender-based discrimination result in outcomes which are uneven, and can further exacerbate injustice and inequality by wasting resources, and undermining development gains, particularly for women and girls.

Systematic mainstreaming gender into policies and interventions ensures:

¹ UN Economic and Social Council (1997) <http://www.un.org/womenwatch/daw/csw/GMS.PDF>

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- Climate policy and action is appropriate to local context by addressing the different perspectives, roles, rights, needs, priorities and interests of men and women as stakeholders
- Climate approaches will be more efficient, effective, responsive and provide broader benefits where women and men are included in compensation and shared benefits
- Equal access to opportunities, resources, decision-making and benefits of climate action and responses
- Empowerment of women where gaps exist in distribution of power, resources, services, participation, overcoming institutional and socio-cultural barriers to women's engagement
- Both women and men's knowledge, concerns and experience are taken into consideration
- Meeting moral and legal obligations under the UN and its conventions (UDHR², CEDAW³)

Gender mainstreaming is the tool or strategy by which, with leadership, political will, expertise and adequate resourcing, gender equality is achieved. Adopting a standard terminology and utilizing one of the many tools that exist for guiding efforts is a main recommendation of this paper. Parties and practitioners can develop a common and consistent language, methodology and understanding of the actions (to be) undertaken at all levels.

Tools and approaches to gender mainstreaming

Rich resources are available on gender mainstreaming for policy, programmes and capacity building that can be adapted for use at the UNFCCC and among its partners.

BOX: Key Tools and Guides for Gender Mainstreaming

- UNDP (2007) "Gender Mainstreaming: A Key Driver of Development in Environment and Energy – Training Manual"
Accessible at: http://www.undp.org/content/dam/undp/library/Environment%20and%20Energy/Sustainable%20Energy/Gender_Mainstreaming_Training_Manual_2007.pdf
- UNDP INTERACTIVE "Gender Mainstreaming Made Easy"
Accessible at <http://undpgendermadeeasy.org/>
- UN HABITAT (2008) "Gender in Local Government – A Sourcebook for Trainers"
Accessible at http://www.un.org/womenwatch/directory/pdf/Source_BK_9-May.pdf
- ADB (2012) "Gender Tool Kit: Energy – Going Beyond the Meter"
Accessible at <http://www.adb.org/sites/default/files/institutional-document/33650/files/gender-toolkitenergy.pdf>

International efforts to promote gender mainstreaming

In recent years, gender mainstreaming has gained traction and momentum at both the national and international level as governments and organizations increasingly recognize that in order to be truly transformative, they need to integrate gender considerations in their mandates and decisions, their

² Universal Declaration of Human Rights <http://www.un.org/en/documents/udhr/>

³ Convention on the Elimination of all forms of discrimination against women
<http://www.un.org/womenwatch/daw/cedaw/>

policies and programmes, budget processes, human resource policies, evaluation and monitoring, in short across all their activities.

Box: Recognizing the need and importance of mainstreaming gender concerns

A World Bank evaluation on their development support work found that failure to integrate gender concerns resulted in diminished project efficacy and reduced development effectiveness. Several problems arose from gender-blind/neutral programming, from extension services training being only provided to men – in a context where women were overwhelmingly responsible for family farming but limited from attending trainings – to sector reforms exacerbating inequalities for women as a labour group in many countries. The failure of the Bank to support gender sensitive integration in local governments missed opportunities to spur gender awareness and gender responsive development in communities, where elite male capture of resources and opportunities is a common and serious issue. The Bank also found that needs differed among women, depending on their roles and responsibilities, so that programming for women as a homogenous group also proved inefficient and ineffective.

The World Bank, accessed at http://ieq.worldbank.org/Data/reports/gender_eval.pdf

In spite of efforts to integrate and mainstream gender, global gender inequalities persist. A diverse body of research on the impacts of gender mainstreaming has found that while high level commitments and conventions exist for gender equality and human rights, in reality, the actualization of these mandates and policies on the part of agencies, institutions and governments remains far from complete. Gender concerns, where incorporated, are often vague, uncoordinated, not prioritized, and lacking in the capacity, resources and monitoring mechanisms to ensure successful implementation. A great deal of work remains to be done to build widespread political will to tackle gender injustice, as well as to learn lessons from and increase the capacity and effectiveness of gender mainstreaming at all levels.

Box: Challenges of Mainstreaming Gender in National Planning and Budgeting Process in Kenya

The government of Kenya has moved towards gender equality by establishing policies and institutional mechanisms to implement gender mainstreaming. These efforts, however, have not had the immediate intended impacts. A study of three Ministries using a Theory of Change found that the methods used to implement gender mainstreaming in planning and budgeting were hindered by a lack of monitoring, capacity, political will at various levels, and financing (gender sensitive budgeting). The study found that for gender mainstreaming to work, there was an urgent need to build the capacity of government officials in the Ministries, to increase the understanding of gender issues, strengthen gender points of contact, and provide sufficient resources (time and funding) to create coherent gender policies across government Ministries and sectors. Kenyatta University Institutional Repository accessed at <http://ir-library.ku.ac.ke/handle/123456789/7582>

2. Gender Mainstreaming and the UNFCCC

Progress on gender mainstreaming practices in the context of climate responses

The links between gender equality and climate change are supported by undeniable data in terms of differentiated impacts and contributions to action. A gender perspective frames the enabling conditions needed for solutions to be effective and combats the potential of climate impacts to further exacerbate inequalities.

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Signed in 1992, the United Nations Framework Convention on Climate Change (UNFCCC) was the sole Rio Convention (out of three, including on biodiversity and desertification) that did not recognize gender equality or women’s socially constructed roles/realities in relation to management of households and natural resources.

In 2001, Parties to the UNFCCC agreed on the first text on gender equality and women’s participation, adopting two decisions at the seventh Conference of Parties in Marrakesh. Nine years later, in 2010, Parties sent a signal that gender equality and women’s participation are necessary for effective action on all aspects of climate change, agreeing to several decisions mainstreaming gender aspects across finance, adaptation and capacity building. Since then, UNFCCC Parties, supported by civil society organizations and UN agencies have included gender equality issues in adopted decisions on nearly every UNFCCC thematic area, including the 2012 [Decision 23/CP.18](#) on gender balance and women’s participation and most notably through the 2014 launch of the Lima Work Programme on Gender (LWPG).⁴

The 5 years of climate policy making since 2010 mark a step-change over the last 20 years for gender mainstreaming into the UNFCCC. Progress was marked by several key factors:

Normative shifts in climate policy discussions: In 2007 at COP13, Parties to the UNFCCC launched what is known as the Bali Action Plan (BAP). It marked a shift from the first implementing mechanism of the UNFCCC, the Kyoto Protocol (top-down commitment and compliance mechanism for monitored GHG emissions), towards a more comprehensive long term collective agreement on climate change that would address mitigation as well as adaptation, effective means of implementation and a global ‘shared vision’ for climate action. This shift opened up space in the often technocratic climate policy discussions to build awareness and advocacy on a range of issues, in particular the linkages between gender equality and climate change.

Collective advocacy, engagement and knowledge sharing efforts of gender experts, practitioners and women’s rights organizations: Also in 2007 at COP13 in Bali, the Global Gender and Climate Alliance (GGCA)⁵ was launched, bringing together UN agencies, Intergovernmental organizations and civil society, with the goal of ensuring that climate change decision making, policies and programmes, at all levels, would be gender-responsive. GGCA efforts between 2007 and 2015 included update sessions for Government delegates on the linkages between gender equality and climate change, high level advocacy with Government leaders and decision-makers, support to climate finance mechanisms in mainstreaming gender into their relative activities, national planning and programming on gender and climate change, and technical language advocacy at the UNFCCC. Alongside this, an active and organized Women and Gender Constituency⁶ was formalized in 2010⁷, leveraging the space to deliver interventions, hold press conferences and engage directly with negotiators.

Sustained investment in women’s leadership and advocacy on gender and climate change: Support for this collective advocacy, as well as programs to challenge issues of gender balance on government

⁴ UNFCCC. (2014). *Draft decision-/CP.20. Lima work programme on gender: Advanced unedited version*. Retrieved from https://unfccc.int/files/meetings/lima_dec_2014/decisions/application/pdf/auv_cop20_gender.pdf

⁵ GGCA, www.gender-climate.org

⁶ www.womengenderclimate.org

⁷ Women’s rights advocates and gender experts were actively engaged in the UNFCCC from COP1, and the first daily ‘women’s caucus’ was held in 1997.

delegations, such as the Women Delegates Fund⁸, has been a critical backbone to this work, led in particular by the sustained investment of some Governments.

Political will: Beyond funding, progress in policy was bolstered through high level political support. From Heads of State, Ministers, key Government Negotiators, leaders in the UN and champions within the Secretariat, high level leadership on this issue from key decision-makers has been a key driving force behind much of the progress on gender mainstreaming in UNFCCC decisions.

National-level agendas: Finally and critically, much work on understanding the gender dimensions of climate change has happened at the local implementation level, and many countries⁹ have progressed in mainstreaming gender into their national climate change and adaptation policies, creating synergy with calls for international mandates on gender mainstreaming.

Gender mainstreaming efforts across UNFCCC

Gender mainstreaming within the UNFCCC varies across different mechanisms and programmes, often relating to the existence of operational guiding mandates.

The Global Environment Facility (GEF) has a Policy on Gender Mainstreaming, which was adopted by the GEF Council in May 2011, with the aim to ensure both women's and men's involvement in GEF projects, and to "*promote gender mainstreaming in GEF projects through appropriate tools, including conducting gender assessment, preparing gender mainstreaming strategy and plan, and monitoring results through gender-disaggregated indicators.*"¹⁰ The GEF has published both a robust Gender Equality Action Plan and a Roadmap for Gender Equality, which looks at key actions taken by the GEF, as well as the gaps and challenges in actualizing gender mainstreaming. The GEF's progress in incorporating gender considerations in projects, as well as the governing body's commitment to the continued effort to mainstream gender, is a valuable precedent for the UNFCCC.

The Green Climate Fund (GCF) has published a draft Gender Policy and Action Plan, adopting a gender sensitive approach based on the principles of: a commitment to gender equality and equity, inclusivity, accountability, country ownership, institutional competencies, and equitable resource allocation.¹¹ The GCF policy also stipulates that consideration should be given to maintaining a gender balance within the GCF board. Under knowledge generation (research), it makes particular note of seeking out best practices and including the lessons learned from development institutions in implementing gender policies, as well as lessons learned from other climate funds, making use of important learnings in order to develop robust and appropriate next steps. It also seeks to tap into the considerable body of knowledge, tools and practices on gender and climate already developed by other agencies

⁸ The Women Delegates Fund was founded in 2009 to provide travel support, capacity building and networking opportunities to women from the Global South, particularly those who have both climate change and women's empowerment expertise, to join and participate on their national delegations at the UNFCCC. The Fund is supported by the Government of Finland, with additional funds from the Governments of Iceland and the Netherlands.

⁹ As of December 2014, The IUCN Global Gender Office has supported 14 governments through processes to create Climate Change Gender Action Plans (ccGAPs). [The Art of Implementation: Gender Strategies Transforming National and Regional Climate Change Decision Making](#) summarizes the ccGAP process and spotlights countries' sector-specific activities.

¹⁰ Global Environment Facility – Gender Mainstreaming, accessed at <https://www.thegef.org/gef/gender>

¹¹ Green Climate Fund (2015) "Gender Policy and Action Plan" accessed at http://www.gcfund.org/fileadmin/00_customer/documents/MOB201503-9th/10_-_Gender_Policy_and_Action_Plan_20150304_fin.pdf

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(partnerships). Under resource allocation and budgeting (gender responsive budgeting) it aims to give weight to projects with well-designed gender elements. Capacity building through gender training will be provided to the GCF board, as well as offered to entities requesting support from the fund. The fund has also developed two portfolio indicators to support monitoring and reporting out on gender policy implementation.

The Clean Development Mechanism (CDM) has begun to incorporate gender considerations in project financing by endorsing small-scale project aggregation, or “bundling,” in order to allow women, who are primarily involved in smaller-scale enterprises, to benefit from access to financing and contribute to mitigation.¹² A “Gender Spectacles Tool,” developed by the Ministry for Foreign Affairs of Finland, is available to the CDM to map opportunities for projects that promote positive local gender impacts in developing countries, and to explore the factors and contexts determining the extent and nature of positive gender impacts.¹³ The tool is used for rapid, preliminary screening of CDM projects, particularly in cases where information on a project’s local impacts and sex disaggregated data is not readily available.¹⁴ The CDM is not as robust an example of gender mainstreaming as the GEF and GCF, which benefit from expressed gender mainstreaming mandates. In the absence of a mandate to incorporate gender considerations, the CDM must rely on the market to create demand. The CDM does, however, demonstrate a growing effort to recognize gender issues in mitigation, and a desire to create the space and opportunity for women and men to participate and benefit equally from mitigation financing.

LDC Expert Group/ National Adaptation Plans (NAPs): Since COP16, adaptation actions have been mandated to “*Follow a country-driven, gender-sensitive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems.*” In order to support the implementation of these efforts, in 2012, the Least Developed Countries Expert Group (LEG)¹⁵ drafted Technical Guidelines for the national adaptation plan process¹⁶ with a key goal of strengthening gender considerations and considerations regarding vulnerable communities. The Guidance contains a number of suggested activities to undertake to integrate gender considerations in the National Adaptation Plan (NAP) process, including for example, using sex-disaggregated data in vulnerability and adaptation assessments.

In 2014, a Joint meeting of the Adaptation Committee and the Nairobi work programme focused on “Available tools for the use of indigenous and traditional knowledge (ITK) and practices for adaptation, needs of local and indigenous communities, and the application of gender-sensitive approaches and tools for adaptation”¹⁷. Throughout the joint meeting, participants were divided into working groups to share perspectives and experiences on ITK and gender, and to make recommendations for practitioners on the use of indigenous and traditional knowledge and practices for adaptation, and the application of gender-sensitive approaches and tools for understanding and assessing impacts, vulnerability

¹² UNFCCC, “CDM and Women,” (2012), accessed at http://unfccc.int/resource/docs/publications/cdm_and_women.pdf

¹³ Ministry for Foreign Affairs, Finland, (2010) “Gender and the Clean Development Mechanism” accessed at [file:///C:/Users/Amei/Downloads/UM_gender_clean_development_1%20\(2\).pdf](file:///C:/Users/Amei/Downloads/UM_gender_clean_development_1%20(2).pdf)

¹⁴ Ministry for Foreign Affairs, Finland, (2010) “Gender and the Clean Development Mechanism” accessed at [file:///C:/Users/Amei/Downloads/UM_gender_clean_development_1%20\(2\).pdf](file:///C:/Users/Amei/Downloads/UM_gender_clean_development_1%20(2).pdf)

¹⁵ Established in 2001 to support least developed countries (LDCs) in addressing the adverse impacts of climate change.

¹⁶ https://unfccc.int/files/adaptation/cancun_adaptation_framework/application/pdf/naptechguidelines_eng_high_res.pdf

¹⁷ <http://unfccc.int/resource/docs/2014/sbsta/eng/inf11.pdf>

and adaptation to climate change. The report includes several key recommendations (included in ANNEX 2) which are applicable to other climate change issues such as technology and mitigation.

Gender mainstreaming in national implementation

There are several good examples of gender mainstreaming into program activities of the UNFCCC at national level, many which can serve as models for further national implementation efforts.

Nationally Appropriate Mitigation Actions (NAMAs) refer to “any action that reduces emissions in developing countries and is prepared under the umbrella of a national governmental initiative. They can be policies directed at transformational change within an economic sector, or actions across sectors for a broader national focus. NAMAs are supported and enabled by technology, financing, and capacity-building and are aimed at achieving a reduction in emissions relative to 'business as usual' emissions in 2020.”¹⁸ Georgia, in cooperation with Women in Europe for a Common Future (WECF), developed a programme to adapt solar heating technologies to local needs and capacities while responding to the circumstances of women and men in rural Georgia.¹⁹ The programme, which made an explicit effort to include women, who have less control over assets and income, piloted the installation and monitoring of low-cost solar heaters by locally trained women and men and produced using local materials. The programme demonstrated good gender-sensitive practices in conducting gender analysis to understand the context for women and men, while reducing energy poverty by providing sustainable and renewable energy, in turn decreasing environmental degradation from the need to source wood fuel, decreasing health risks from burning unsafe fuels, and reducing CO₂ emissions by switching to solar heating. It has increased local capacity in solar technology, gender equality and business operation for women and men.

National Adaptation Programmes of Action (NAPAs) are a “process for Least Developed Countries (LDCs) to identify priority activities that respond to their urgent and immediate needs to adapt to climate change – those for which further delay would increase vulnerability and/or costs at a later stage.”²⁰ Uganda’s NAPA cited gender equity among its commitments of particular concern, alongside the eradication of extreme poverty and hunger, ensuring environmental sustainability, and combating major diseases.²¹ Uganda placed gender issues, and taking into consideration disadvantaged groups, on the first tier (national level) of criteria in evaluating an identified intervention area’s relevance and importance to national development priorities. At the project level, special emphasis was placed on vulnerable communities and gender dimensions in understanding the linkages between climate change and the expanded geographical distribution of pests, vectors and diseases in order to develop more efficient management practices. Finally, Uganda identified as a key activity the need to develop guidelines for mainstreaming gender issues.

Technology Needs Assessments (TNA) identify and determine the climate technology priorities of developing countries. The Climate Adaptation TNA for Laos was a fully country-led process developed by a national TNA team led by the National Disaster Management and Climate Change Team of the Ministry

¹⁸ UNFCCC, “FOCUS: Mitigation - NAMAs, Nationally Appropriate Mitigation Actions,” accessed at <http://unfccc.int/focus/mitigation/items/7172.php>

¹⁹ Women in Europe for a Common Future, “Case Study: gender-sensitive climate mitigation action – NAMA,” accessed at http://www.wecf.eu/download/2015/June/GIZ-casestudy_finalnonlayout2015.pdf

²⁰ UNFCCC – National Adaptation Programmes of Action, accessed at http://unfccc.int/national_reports/napa/items/2719.php

²¹ Uganda National Adaptation Programme of Action (2007) accessed at <http://unfccc.int/resource/docs/napa/uga01.pdf>

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of Natural Resources and Environment, and funded and supported by the GEF, UNEP and Bangkok Regional Centre Asian Institute of Technology. The TNA addressed gender issues by focusing on the need to promote gender and cultural sensitivity training for regional stakeholders and ensuring the inclusion of gender equality as one of the criteria for technological prioritization. The Laos TNA recognized the importance of technology in addressing gender gaps, and its potential in contributing towards gender equality, particularly in opportunities for income generation, capacity building and employment.²²

²² Lao People's Democratic Republic, "Technology Needs Assessment Report: Climate Change Adaptation," (2013), accessed at http://www.tech-action.org/-/media/Sites/TNA_project/TNA%20Reports%20Phase%201/Asia%20and%20CIS/Laos/TechnologyNeedsAssessment-Adaptation_Laos.ashx

3. Gender-Responsive Policy and Action

Defining and Assessing Gender-Responsiveness

Many tools and practices exist for gender mainstreaming in climate change contexts, which are often aiming for gender-responsive (or gender-sensitive) policies and actions. But there is still a lack of clarity among policy-makers as to what defines ‘gender responsive’. Addressing this gap will require developing agreed terminology under the UNFCCC. This includes providing detailed examples of policies and practices that exist and highlighting the elements that make them ‘gender blind’, ‘gender sensitive’ or ‘gender responsive’ (see Glossary of Terms at the end of this paper).

Drawing from these tools some key questions to consider when reviewing a policy or program for gender responsiveness include:

- Does the project development/design adequately consider both women and men, including accounting for measures to ensure their full and effective participation in meetings?
- Does the project development/design adequately consult local women’s groups and/or gender experts?
- Does the project include a budget line for hiring an expert to assess the gendered impacts of the entire project and make recommendations for gender-responsive actions, and subsequent indicators?
- Does the project/policy include requirements for gender analysis and the collection of data disaggregated by sex?
- Does the project include gender-responsive budgeting to address gendered aspects of the project?
- Are actions of the policy or program in line with the Governments national and international policies/ obligations on gender equality and human rights including non-discrimination?

What Does Gender-Responsiveness look like?

It is useful to review specific projects and policies and the elements of them that support effective gender mainstreaming, particularly as the activities will be different according to local and national contexts.

The Asian Development Bank (ADB) has clear criteria for gender mainstreaming²³, and the project highlighted below of Ha Noi Metro Line 3 highlights a climate mitigation project that adheres to ADB’s key standards and principles and qualifies as gender-responsive.

Spearheaded by the Hanoi People’s Committee, an executive organ of the Municipal People’s Council, gender equality was key to the project’s development. The Municipality in charge of the project, “**Strengthening Sustainable Urban Transport for Ha Noi Metro Line 3 Project**”, incorporated gendered objectives across all of the major outputs and included consultation and analysis and development of a [Gender Plan of Action](#)

²³ ADB Guidelines for Gender Mainstreaming- <http://www.adb.org/documents/guidelines-gender-mainstreaming-categories-adb-projects>

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This project aims to develop an integrated public transport system in five districts of Ha Noi that will support effective utilization of Ha Noi metro Line 3, with the goal of increasing ridership on public transport to over 40% of demand and reducing dependency on vehicle ownership in support of Ha Noi's climate change mitigation efforts, adopting a low carbon transport growth path, reduction in GHG emissions and greater energy efficiency.

Some of the key project objectives developed to respond to the 'Gender Plan of Action' are listed below:

Output 1: Metro line 3 station access improved	<ul style="list-style-type: none"> - Ensure space allocation for women's shops/vendors to operate in/ around stations 9 and 10. - Ensure 30% of the unskilled workers in civil works jobs as well as amenity improvements including landscaping and landscaping O&M are provided to women. - All construction contracts for civil works include gender-specific core labor standards.
Output 2: Public transport system improved	<ul style="list-style-type: none"> - Ensure that the public transport information system and scheduling is developed based on an analysis of transport patterns/ needs of women and men and provides rail and subway trip schedules linked to the bus service, to support accessibility and facilitate trip planning by different groups of men and women.
Output 3: Public transport policy developed	<ul style="list-style-type: none"> - Ensure that all policy and regulations proposed are based on gender analysis and addresses gender dimensions of inter-modal public transport and needs of women and men transport users.

Information from the [Gender Plan of Action](#), December 2014.

In reviewing the project documents provided by the ADB, alongside the Gender Plan of Action, the authors attempted a brief assessment of the main elements which make this project an example of a gender responsiveness, as well as the potential impacts of this:

- A) Develops a comprehensive gender action plan across all the project outputs;
- B) Makes specific targeted objectives, e.g. challenges gender inequalities via ensuring a quota for women into traditionally male sectors; and,
- C) Addresses both usage as well as economic co-benefits in terms of women's labor.

Some additional steps toward effective implementation of these actions could be ensuring gender-responsive budgeting throughout the project and incorporating targeted training for women in this industry or a public awareness campaign that puts gender equality at the center of the project.

The **potential impact** of this project includes multiple co-benefits in terms of income generating opportunities for both women and men; greater uptake of urban transport options when scheduling and safety features address the needs of women and men; greater mitigation benefits; and no opportunity loss of labor if gender stereotypes in certain industries are addressed.

What would the project look like if it was **Gender Sensitive**? Hiring a consultant to assess the gender differentiated aspects of urban transport, hosting a local consultation with women and men on their use of urban transport systems and recording sex-disaggregated results. Not necessarily developing specific actions to address this data and information, and/or developing actions without time-bound, quantified measurements via a Gender Action Plan or dedicated budget to activities.

Potential impact: Better understanding of gendered aspects of transport, initial collection of gender analysis and data, and potential policy changes in design and implementation. Potentially, however, a significant gap between effective and inclusive policy development and the political will/ resources / knowledge for implementation of specific actions.

What would the project look like if it was **Gender Blind**? No planning/ analysis of gendered aspects of transport in project planning or development.

Potential impact: Misunderstanding of how/why people use public transport, less effective mitigation policy by not accounting for public uptake/ridership or safety of community/ population. Exacerbation of unequal gendered labor relations and income given imbalance in construction/ technical industries between women and men.

Further Examples of Gender Responsive Actions

The Barefoot College programme annually identifies villages in India and Africa where it would appear impossible to install a solar electrification system, and then works with local and national organizations to secure the agreement of village elders to train women, often illiterate elder women, as solar engineers. A gender perspective was applied throughout all stages of the programme, by ensuring the participation of women and men in a village committee to operate the solar program, collect funds from participating households, and provide the space from where the women run their operations. In taking account local needs and context, the programme specifically targets older women with deep roots in the community and influence over community development to train as solar engineers, allowing them to be seen as valuable agents of change and contributing to climate mitigation. The women are then able to train new students. In this way, the programme builds the individual capacity of the solar engineers, as well as the capacity of the women and men working on the committee to run a sustainable solar electrification system. The technology is small-scale, context-appropriate, and able to be diffused throughout the region. Barefoot College – Solar Lighting, accessed at <http://www.barefootcollege.org/solutions/solar-solutions/solar-lighting/>

The Kirehe Community Based Watershed Management Project in Rwanda won an International Fund for Agricultural Development (IFAD) Gender Award for its work empowering rural women and strengthening gender equality. The project aims to support the creation of local institutions for sustainable management of land and water resources, and promote the use of biogas digesters in agriculture in an area threatened by severe soil erosion. Biogas is a gaseous fuel, produced by converting waste from humans and farming. It has great potential to contribute to mitigation and adaptation as a renewable energy source. The Kirehe biogas systems are technologically appropriate to the region, being small, inexpensive, easy to install and decentralized, and able to produce biogas in a short period of time of sufficient quantity to address the domestic needs of poor, rural households. The project demonstrates support for gender mainstreaming by: i) securing equal access to productive resources and income generating activities; ii) incorporating the interests of women in capacity building opportunities and knowledge management; and iii) ensuring equal representation in decision making and institutions. It helps ease the drudgery of women's domestic work, and free up time and resources to pursue more economically rewarding opportunities. IFAD – Republic of Rwanda, "Kirehe Community Based Watershed Management Project (KWAMP): Midterm Review," accessed at <http://operations.ifad.org/documents/654016/c2721f29-ae26-4eee-92bb-950cfcfc184>

4. Challenges and Opportunities

Key gaps remain

While progress has certainly been achieved in gender mainstreaming across climate change responses, gaps and challenges tend to impede effective implementation. There are external challenges, namely social, economic, political and cultural barriers which discriminate against women and limit women's access to resources, opportunities and decision-making. Ingrained behaviours and cultural practices resist change, and are outside of the UNFCCC's direct ability to address. There are also internal challenges to the UNFCCC. A strong gender equality mandate and coordinated action from the governance level through to programming can strongly influence gender inequalities in a positive manner. As this was not contained in the original UNFCCC Convention, an overarching mandate on gender equality requires political will from Parties to address this in subsequent agreements and Decisions under the Convention, posing a challenge for advocacy and effective implementation.

The UNFCCC has mandated many gender decisions²⁴, but the language of the text is not always strong. It often uses "invites" or "urges" that coaxes, but does not compel Parties to make gender concerns a priority. With gender-related mandates utilizing varied language, ("invites", "urges", "requests", "decides", "encourages") and terminology ("gender parity", "gender balance", "gender-sensitive", "gender aspects", "gender-related considerations") the aim, scope, direction and authorization of mandates can prove confusing for both policy-makers and practitioners. For example, not all financing mechanisms implement gender mandates equally. While the Global Environment Facility provides a roadmap for gender mainstreaming to assist partner agencies, the Adaptation Fund only includes "gender considerations" in certain annexes to its operational policies and guidelines.²⁵ Under technology transfer and development, there is no set methodology for conducting TNAs, and there is no call for any gender consideration in assessments.

Another example of internal UNFCCC implementation gaps relates to clear targets and ensuring means of implementation. Two decisions taken at COP7 in 2001 and COP18 in 2012 highlighted the critical need for enhancing the gender balance and effective participation of women on UNFCCC Boards, Bodies and national delegations. However, neither decision put in place 1) targets for measuring the achievement of these goals, or 2) means of implementation for activities to address these goals. The decisions did account for monitoring of progress, which allows for analysis of women's political participation. However, the latest report on gender composition²⁶ from the UNFCCC Secretariat shows that there is still a major gap in women's participation, particularly on Boards and Bodies of the UNFCCC related to finance and technology.

There is also an imbalance in the way in which gender is mainstreamed across thematic areas. There is a strong understanding of the need for adaptation to be gender-sensitive and thus numerous mandates,

²⁴ Gender and the United Nations Framework on Climate Change: A Compilation of Decision Text

²⁵ Adaptation Fund – Policies and Guidelines, accessed at <https://www.adaptation-fund.org/documents-publications/operational-policies-guidelines/>

²⁶ <http://unfccc.int/resource/docs/2015/cop21/eng/06.pdf>

but there are few mandates and less political will to support gender mainstreaming in relation to mitigation and technology.

BOX: Implementing mandates

Focus on Technology

The work of the [Technology Executive Committee](#) (TEC) is to provide an overview of technological needs and analysis of policy and technical issues related to the development and transfer of technologies for mitigation and adaptation to climate change. Its work is undertaken alongside the Climate Technology Centre and Network (CTCN), a technology centre hosted by UNEP since 2012. The TEC meets twice a year to decide on the new technology stream to close the pre-2020 emissions and ambition gaps. While these discussions are critical building blocks in responding to climate change, there is little acknowledgement of the social dimension of these technologies or the existing methodologies available to address these social considerations. It is important that technological developments in response to climate change take into account “women’s specific priorities and needs and to make use of their knowledge, and expertise, including indigenous knowledge and traditional practices” to ensure an appropriate and effective adaptation strategy. (UN Women, 2012)

COP decisions [2/CP.17](#) and [14/CP.18](#) do, however, affirm that the CTCN’s mission is to facilitate the preparation and implementation of technology projects and strategies, taking into account gender considerations, to support action on mitigation and adaptation and enhance low emissions and climate-resilient development. Additionally, decision [25/CP.19](#) mandates the CTCN, in executing its modalities and procedures, to work in conjunction with the Technology Executive Committee to ensure coherence and synergy within the Technology Mechanism, with the intention of accelerating the development and transfer of technology, taking into account gender considerations.

However, at a recent TEC meeting (August 2014) that analyzed two TEC briefing papers on technologies for adaptation in relation to water and agriculture, there was no mention of the gender aspects of these issues, despite the mandates, and despite the body of research on links to gender in these areas. The only recourse for this was through a group of civil society organizations/ Observers (WEDO/GGCA) to send a briefing paper²⁷ to the TEC Committee to highlight the missing linkages, however no re-draft of the briefs were provided.

Significant challenges also remain in the form of political will, dedicated resources, and in turn, enhancing effective institutional arrangements with the Secretariat and across the Bodies and Boards of the UNFCCC.

In terms of **resource allocation**, there are still very few dedicated resources to undertake this work, limiting the Secretariat to fulfilling the bare essentials of mandates in relation to these decisions, and often resulting in ‘gender’ being an add-on to key staff’s work as opposed to a sole focus. This is a very common challenge as cited by the 2015 report by the UN Secretary-General on ‘Mainstreaming a gender perspective into all policies and programmes in the United Nations system’²⁸, which shared that

²⁷ http://www.wedo.org/wp-content/uploads/TEC_Briefing_Gender_Aug2014.pdf

²⁸ UN Secretary General on ‘Mainstreaming a gender perspective into all policies and programmes in the United Nations systems’

“although 92 per cent of entities have a gender focal point, only 61 per cent are at the P-4 level and above... Further, only 66 per cent have terms of reference in writing and only 47 per cent devote 20 per cent or more of their time to functions related to gender equality.”

Additionally, resources are limited to undertake many of the capacity building / training elements of the newly created Lima Work Programme, creating reliance on other UN agencies, intergovernmental institutions and civil society organizations to fulfill the implementation of the work programme. This is not to say that effective collaboration among organizations to share capacity and knowledge is not important or a model for working, however, such a model would ideally be done in an institutionalized and sustainable manner rather than as a necessary alternative.

In relation to **political will**, it is often the case that progress on gender mainstreaming is driven by high level leaders and decision-makers, including senior staff who ‘set the tone at the top’²⁹. This is key to success in strong political mandates and decisions. However, if this is not accompanied by both normative shifts in understanding of the importance of gender mainstreaming across all levels of decision-makers, as well as a clear set of guidelines, provision of resources and accountability measures for how it should be translated to implementation at national level, then the transformational objective of gender mainstreaming often stays ‘at the top’.

As the UNFCCC is a treaty body, all decisions are formulated through a Party-driven process, including setting criteria for guidelines on monitoring, accountability and reporting. Therefore, for gender mainstreaming to be most coherently linked to implementation, it needs to be mandated by the Parties as an overarching criteria for all climate action going forward, and a criteria that must be analyzed, implemented and reported on.

BOX: Mandating gender mainstreaming from the outset

The Green Climate Fund (GCF)

The GCF was established by a UNFCCC decision in 2010 as part of the convention’s financing mechanism to “promote the paradigm shift towards low-carbon and climate resilient development pathways” in developing countries in the context of sustainable development. Its Governing Instrument (GI) or charter explicitly recognizes the importance of mainstreaming gender into climate financing efforts and makes it part of the overall Fund mission and vision. Anchored in its introductory section on the GCF objectives and guiding principles, the GI mandates the multilateral climate fund to maximize the impact of GCF funding for mitigation and adaptation while “taking a gender-sensitive approach”, making it the first fund to mandate the integration of gender-based perspectives from the outset of its operations. Close to its full operationalization, the GCF, which adopted a ‘Gender Policy and Action Plan’ in October 2014³⁰, now takes gender into account in key operational policies, including its investment framework, its performance measurement framework and by requiring the ability of agencies seeking accreditation to the GCF as implementers or financial intermediaries to address gender mainstreaming in GCF-funded programs and projects.

²⁹ UN Secretary General on ‘Mainstreaming a gender perspective into all policies and programmes in the United Nations systems’

³⁰ http://www.gcfund.org/fileadmin/00_customer/documents/MOB201410-8th/GCF_B.08_19_Gender_Policy_and_Action_Plan_fin_20141006.pdf

The current negotiations toward a new climate agreement present both an opportunity and a challenge for gender mainstreaming. The opportunity exists to reflect gender equality as key to effective climate action by ensuring it is placed as a governing principle of the new agreement. The challenge, is mainly one of lack of broad political will and awareness, which further calls into question the ‘progress’ on mainstreaming gender into climate policy.

A final challenge is one of rhetoric and gender expertise. While gender issues have now a higher profile in the UNFCCC, a normative understanding of the link between gender equality and climate action, and the role of the gender mainstreaming strategy is still very limited, as are links to a human-rights based approach to development. This is due, in large part, to the ad-hoc nature in which gender mainstreaming has occurred under the UNFCCC; the many challenges discussed above in relation to capacity and resources; and critically, the fact that there is a real gap in knowledge among the majority of those engaging in climate policy from a scientific, technical and financial background regarding to the social dimensions of climate change issues. Thus, ‘gender’ is most often conflated to projects or interventions that only target women and women who are mainly defined in relation to vulnerability of climate impacts. Further, gender mainstreaming is measured primarily in relation to enhanced effectiveness, rather than fulfillment of rights obligations, and it is not undertaken with an intersectional lens to the multiple social contexts (age, race, class, sex) that impact individuals access to and benefits from resources.

Current Opportunities for Gender Mainstreaming in the UNFCCC

While perhaps not the most transformational of decisions for gender equality, the 2012 Doha Decision 23/CP.18 has led to many of current opportunities for gender mainstreaming in the UNFCCC. Three critical elements are:

1. A Call for Submissions to Parties to share their views on challenges for gender balance in delegations, capacity building needs and gender-sensitive climate policy;
2. The first ever in-session workshop on gender in the UNFCCC, held in Warsaw in December 2013;
3. A mandate for ‘Gender and Climate Change’ to be a standing item on the COP agenda.

The first two allowed for outreach with Parties on the issues, and the opportunity for them to engage and share their views from a national perspective. Additionally, the decision created the need for institutional capacity within the Secretariat to carry out these mandates, giving more clearly defined responsibilities to the Finance, Technology and Capacity Building department assigned to also work on gender issues.

Most significantly, however, the decision that ‘Gender and Climate Change’ would be a standing agenda item at each COP opened up the space for progress towards a comprehensive decision on gender equality, which would give Parties and the Secretariat the mandate to explore a more coherent approach to gender mainstreaming. This was achieved in 2014 with the launch of the Lima Work Programme on Gender (LWP).

As explored above, effective gender mainstreaming requires the right combination of political will, institutional arrangements, high level leadership, available gender expertise, capacity building, dedicated resources and comprehensive plans for monitoring and accountability. The LWP provides

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opportunities to meet some of these criteria. The decision establishing the LWP sets out a two-year work programme that includes:

- 1) a review of implementation of all gender-related mandates by the UNFCCC Secretariat;
- 2) training and awareness raising for male and female delegates on gender-responsive climate policy;
- 3) training and capacity building for women delegates on technical negotiations skills;
- 4) two in-session workshops on gender (in relation to mitigation, technology, adaptation & capacity building) at SBI 42&44;
- 5) submissions by Parties on these workshops;
- 6) a technical paper by the Secretariat on guidelines for implementing gender considerations in climate change activities; and
- 7) appointing a senior focal point on gender at the UNFCCC Secretariat.

A critical element the LWP supports is enhancing institutional arrangements within the Secretariat:

- **Formal monitoring of gender mainstreaming efforts:** In the past, monitoring of gender mainstreaming in the implementation of UNFCCC decisions has been done solely by Observers of the process, namely WEDO and IUCN³¹. While these resources were made available and used frequently by Parties, there was no formal institutional link to the process, nor a sustainable approach for maintaining this data. Given that the review of implementation will now be formalized within the process, it will be more accessible to all Secretariat staff and Parties, and it should also build the capacity of Secretariat staff in having a comprehensive understanding of gaps and progress.
- **Guidelines for implementing gender mainstreaming:** A more comprehensive and formal set of guidelines for gender mainstreaming, linked to the process, will allow for better guidance to Parties and can create greater political will for comprehensive incorporation of gender across all areas.
- **Submissions from Parties/In-Session Workshops:** Though voluntary in terms of participation and engagement, Party submissions and in-session workshops allow for opportunities to enhance gender expertise and build capacity, particularly with focus areas ranging from mitigation and adaptation to effective means of implementation. They also allow countries to hold national/regional consultations on the issues, strengthening knowledge at country level and political will for championing the issue at all levels.

BOX: From International Mandate to Regional Action

Following, Decision 23/CP18 which called for submissions from Parties on issues of gender balance and gender sensitive climate policy, the Common Market for Eastern and Southern Africa (COMESA) organized a three day meeting in June 2013, in Addis Ababa, Ethiopia, with the aim of developing a common African statement for the submissions. Invited were the heads of the Ministries of Gender Equality of several African countries, CSOs, as well as other regional entities, who were given capacity building on climate change, and gender mainstreaming in climate policy. The meeting not only provided a comprehensive submission for the COP19 workshop, but it launched an African Gender and Climate Change Working Group and Action Plan, which works collectively to this day, following up submissions

³¹ Existing Mandates and Entry Points for Gender Equality (2014) <http://www.wedo.org/wp-content/uploads/GE-Publication-ENG-Interactive.pdf>

under the LWP, advocating strong positions on gender equality amongst African negotiators, and engaging in several regional processes in Africa to build capacity on these issues.

5. Key Recommendations

Keeping in mind the clear gaps, challenges and opportunities, several key recommendations could strengthen the effective implementation of gender mainstreaming in climate policy.

- 1. Ensure gender equality is central to the new climate agreement:** A key step, as outlined in this paper, is for Parties to mandate from the outset that all climate actions under the new 2020 agreement should be gender-responsive. This would showcase the political will for a comprehensive approach to effective climate policy, which would allow for enhanced institutional arrangements within the Secretariat as well as across UNFCCC mechanisms that could work with streamlined and coherent guidance on gender mainstreaming.
- 2. Develop a Technical Guide for Gender Mainstreaming in the UNFCCC:** To assist in the development of a gender mainstreaming guide and action plan, the UNFCCC can draw upon rich resources available from other agencies within the UN system (particularly UN Women, UNDP and UNIDO), the Convention on Biological Diversity, academia (such as BRIDGE, a specialised gender and development research and information service based in the Gender and Sexuality Cluster at the Institute of Development Studies in the UK),³² and civil society (the Women and Gender Constituency). The UNFCCC can also draw upon the work that has already been undertaken by its own financial mechanisms (Green Climate Fund and Global Environment Facility), as well as other international finance bodies. The World Bank has a comprehensive strategy paper for action on integrating gender into its work, as well as a database for monitoring gender mainstreaming in lending operations.
- 3. Champion gender analyses and research:** The Convention “calls on Parties to promote and cooperate in research and systematic observation of the climate system, including through support to existing international programmes and networks...In doing so, the Convention commits Parties to cooperate to improve the capacities of developing countries to participate in research and systematic observation.”³³ “Research and Systemic Observation” is a regular agenda item of the Subsidiary Body for Scientific and Technological Advice (SBSTA), but this pertains specifically to advice on scientific and technological matters as they relate to the Convention or its Kyoto Protocol; there is no mention of gender in any research related activity. This gap in stimulating or collecting gender related climate research links to the gap in conducting gender analyses, and the lack of systematized collection of sex-disaggregated data. Multiple calls have been made by researchers and climate action practitioners for sex-disaggregated data to assist in more effective programming. Some case studies and good practices are collected through voluntary submissions to the UNFCCC in-session workshops, but there is no centralized database organized to assist knowledge

³² BRIDGE – Cutting Edge Programmes, “Gender and Climate Change,” accessed at <http://www.bridge.ids.ac.uk/cutting-edge-programmes/gender-and-climate-change>

³³ UNFCCC – Research and Systemic Observation, accessed at <http://unfccc.int/science/workstreams/research/items/2312.php>

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dissemination and learning for a wider audience. A strategy for greater collaboration with UNFCCC Secretariat Staff working in these fields, to make them more aware of gender equality issues and develop approaches for including this could be an important step.

4. **Systems Development:** A system or database should be created, such as the data catalogue utilized by the World Bank to collect information to monitor gender mainstreaming in its lending operations. The databank should be collecting information on gender research, case studies, country progress reports, sex-disaggregated data and gender indicators.
5. **Establish a Gender Action Platform (GAP):** The UNFCCC could strengthen the linkages among gender-interested stakeholders, including, but not limited to, all Parties, the Women and Gender Constituency and other relevant women's organizations and gender advocates at all levels, to: 1) Provide opportunities for capacity building of both women and men on issues associated with the development of gender responsive climate change policy; 2) Develop provisions to measure success in promoting gender balance and elaborating gender-sensitive climate policy in new and existing accountability and reporting mechanisms under the Convention.
6. **Enhance Partnerships:** The UNFCCC should enhance the relationship between other agencies in the UN system, Women and Gender Constituency, academic institutions and think tanks, international financial bodies with gender mainstreaming policies, other relevant gender organizations, and the UNFCCC Secretariat Gender Focal Point for collaboration on capacity building, knowledge exchange, and monitoring of gender decisions across program areas. Advocacy groups recommend the UNFCCC build the capacity of women's groups, feminist organizations, gender expert groups, and foundations to understand climate change as a critical women's human rights issue and make it integral to their programming, in turn supporting their ability to advocate and act on the interlinked issues.
7. **Encourage national gender and climate change strategies:** National governments should work with UN agencies, intergovernmental organizations, gender experts and local women's groups to develop comprehensive Gender and Climate Change Actions Plans, tailored to their national contexts, to enhance the effective implementation of their climate policies.
8. **Monitoring and Evaluation Framework for Parties:** Monitoring and reporting of Convention activities would track the progress of gender mainstreaming implementation in its operations. Similarly the development of monitoring, evaluation and reporting guidelines and systems for Parties would track progress and hold Government accountable to mandates on gender equality. In addition, tracking the implementation of intended nationally determined contributions (INDCs) in each country, for example, and encouraging the development of national gender and climate change action plans could substantially influence gender-responsive policies. The Lima Work Program on Gender currently *invites* Parties and admitted observers to submit information on progress made in achieving gender balance and gender responsive climate policy goals.

ANNEX 1. GLOSSARY of TERMS

Gender refers to how societies and specific cultures assign roles and ascribe characteristics to men and women on the basis of their sex. It also refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable. 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 responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.

Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect women, men, girls and boys in certain situations or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other. Gender analysis may be conducted on the basis of qualitative information and methods and/or on the basis of quantitative information provided by gender statistics.

Gender audits are institutional gender analysis and assessment tools that help to scan the extent to which gender equality has been integrated into institutions, policies, or programs. There are a wide variety of gender auditing tools that address different issues, including financial audits, general organizational assessments, and international policy analysis. The overarching aim of most auditing tools is to hold institutions and governments to account regarding gender integration.

Gender balance is commonly used in reference to human resources and the equal participation of women and men in all areas of work, projects or programmes. Women and men are expected to participate in proportion to their shares in the population. In many areas, however, women participate less than what would be expected according to the sex distribution in the population (underrepresentation of women) while men participate more than expected (overrepresentation of men).

Gender blindness is the failure to recognize that the roles and responsibilities of men/boys and women/girls are given to them in specific social, cultural, economic and political contexts and backgrounds. Projects, programmes, policies and attitudes which are gender blind do not take into account these different roles and diverse needs, maintain the status quo and will not help transform the unequal structure of gender relations.

Gender budgeting focuses on the analysis of public expenditure and revenue from a gender perspective, identifying the implications for women compared to men. The ultimate goal is to reprioritize both expenditures and revenue raising methods in order to promote equality.

Gender equality refers to the goal when all human beings, men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, discrimination and prejudices, when women and men fully enjoy their human rights. It means that the different behaviours, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female.

It refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. 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 but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.

Gender equity is the process of being fair to men and women, boys and girls. It refers to differential treatment that is fair and positively addresses a bias or disadvantage that is due to gender roles or norms or differences between the sexes. It is about the fair and just treatment of both sexes that takes into account the different needs of the men and women, cultural barriers and (past) discrimination of the specific group.

Gender mainstreaming is a globally accepted strategy for promoting gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities. Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.

Gender neutrality means not being associated with either women or men and may refer to various aspects such as concepts or style of language. What is perceived to be gender neutral, however, including in areas of statistics or dissemination of data collected in reference to a population, is often gender blind.

Gender parity is a 50:50 ratio of males and females. Some countries have laws on gender parity in decision-making.

Gender responsive refers to policies and approaches that entail identifying needed interventions to address gender gaps in sector and government policies, plans and budgets; considering gender norms, roles and relations for women and men and how they affect access to and control over resources; and considering women's and men's specific needs, although these nuances are not always clear cut. Changes are planned or made that respond to the inequities in the lives of men or women within a given social setting and aim to remedy these inequities.

Gender sensitive refers to policies and approaches that take into account gender perspectives and assess gender impacts and incorporate them into strategies; policies and approaches consider gender norms, roles and relations but does not address inequality generated by unequal norms, roles or relations. While it indicates gender awareness, no remedial action is developed.

Gender statistics are defined as statistics that adequately reflect differences and inequalities in the situation of women and men in all areas of life. Gender statistics are defined by the sum of the following characteristics: (a) data are collected and presented disaggregated by sex as a primary and overall classification; (b) data reflect gender issues; (c) data are based on concepts and definitions that adequately reflect the diversity of women and men and capture all aspects of their lives; and (d) data collection methods take into account stereotypes and social and cultural factors that may induce gender biases.

Sex-disaggregated statistics are data collected and tabulated separately for women and for men. They allow for the measurement of differences between women and men in various social and economic dimensions and are one of the requirements for obtaining gender statistics. Gender statistics are more than data disaggregated by sex, however. Disaggregating data by sex does not guarantee, for example, that concepts, definitions and methods used in data production are conceived to reflect gender roles, relations and inequalities in society.

ANNEX 2. Outcomes from Joint Meeting of the Adaptation Committee and the Nairobi work programme focused

[Report on the meeting on available tools for the use of indigenous and traditional knowledge and practices for adaptation, needs of local and indigenous communities and the application of gender-sensitive approaches and tools for adaptation](#)

Main Recommendations from report include:

International Level

- Strengthen the technical work related to the monitoring and evaluation systems for adaptation that integrate the consideration of gender;
- More specific guidance needs to be developed to facilitate the consideration of gender aspects in key national adaptation processes, including the national adaptation planning processes;
- Expert groups could be created under the UNFCCC process to develop tools and approaches for including gender considerations in the NAP process;
- The secretariat, in its convening role, could facilitate learning and knowledge and the sharing of experiences, as well as capacity-building efforts, among different groups of stakeholders and different communities of practices, by creating a network of experts, in particular under the Nairobi work programme
- Multilateral funding mechanisms need to reflect the fact that the integration of gender aspects requires time and resources, hence the need to allocate a sufficient budget;
- Need to systematically document and widely share case studies that demonstrate the benefits of applying gender-sensitive approaches and tools for adaptation at the global and regional levels and in different sectors, to inform the adaptation process:
 - development of an online database of gender experts and a database of case studies on the UNFCCC website,

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- development of a user-friendly guidance document for practitioners in applying gender-sensitive approaches and tools;

National Level

- Gender considerations and analysis need to be included in all stages of national development plans, policies and projects on climate change;
- National institutions need to attach greater priority to and provide resources for gender consideration in risk analysis and national budgeting;
- National governments could build national-level partnerships for learning and exchanging good practices, including in the context of NAP formulation, and facilitate subnational dialogues engaging women's groups and indigenous groups;
- prioritize efforts involving building the capacity of women and gender-focused organizations at the national level, including through dedicated training, with a view to facilitating gender consideration in adaptation projects and programmes;
- National adaptation policies and planning processes, including NAPs, need to acknowledge national and international laws and policies in relation to gender equality and the empowerment of women;
- Governments need to allocate funding earmarked for integrating gender consideration into adaptation programmes.

Community-Level Practitioners

- gender needs to be integrated into existing approaches, for example, through the application of indigenous and traditional knowledge and disaster risk reduction initiatives rather than as a stand-alone approach;
- building local capacity to document and share information by establishing local networks with multi-stakeholder participation, including indigenous groups; adapting guidance to local context and local language; channeling good practices and lessons learned from the communities to the UNFCCC process;
- actively engage communities and women leaders in planning, implementation and monitoring and evaluation to empower the local communities, beyond equitable representation through active facilitation, training and the use of culturally and socially appropriate communication tools;
- Practitioners should work closely with the local communities in developing/adapting gender-sensitive tools to reflect the specific social and cultural context

Scientists/Research/Academia

- Information on gender-specific climate change impacts needs to be gathered and analysed; this could then inform the NAP process, among others.
- Promote South–South collaboration, in terms of monitoring/testing/validating the application of various gender-sensitive approaches and tools that integrate multiple social dimensions (e.g. age, wealth, ethnicity) to risk, vulnerability and capacity; monitoring and assessing benefits associated with the application of gender-sensitive approaches and tools for adaptation across different levels; and developing curricula for different target groups on this topic.

Gender-sensitive monitoring and evaluation

- Guidelines for gender-related monitoring and evaluation indicators for adaptation at all levels be developed and implemented, and options for consistent reporting on gender be explored.

