



United Nations

ADVANCE VERSION

FCCC/TP/2016/2



Framework Convention on
Climate Change

Distr.: General
26 April 2016

English only

Guidelines or other tools for integrating gender considerations into climate change related activities under the Convention

Technical paper by the secretariat

Summary

Drawing on relevant web-based resources, this technical paper aims to provide an overview of existing methodologies and tools for the integration of gender considerations into climate change related activities under the Convention. The paper assesses selected tools and guidelines in terms of their methodology, information and data requirements, capacity-building needs, lessons learned, gaps and challenges, and relevance for social and environmental impacts. Parties may wish to use the information contained in this paper in their consideration of entry points for the integration of gender considerations into the formulation and implementation of strategies for mitigating and adapting to the impacts of climate change.

Contents

	<i>Paragraphs</i>	<i>Page</i>
I. Background	1–6	3
A. Mandate	1–2	3
B. Objective and approach	3–5	3
C. Structure of the technical paper	6	3
II. Overview of selected tools and guidelines for integrating gender considerations into climate change related activities	7–13	4
III. Actions, steps and approaches recommended by selected tools and guidelines for integrating gender considerations within policies, projects and programmes ...	14–47	6
A. Gender analysis.....	17–24	6
B. Project/programme/policy preparation and design	25–32	9
C. Gender-responsive budgeting	33–36	11
D. Implementation	37–42	12
E. Monitoring and evaluation.....	43–47	13
IV. Identifying entry points for integrating gender considerations into climate change related activities under the Convention	48–106	14
A. National communications	49–60	15
B. Nationally appropriate mitigation actions.....	61–71	19
C. National adaptation plans.....	72–78	21
D. Technology needs assessments	79–83	23
E. REDD-plus	84–89	24
F. The Financial Mechanism.....	90–91	26
G. The Global Environment Facility	92–99	26
H. The Green Climate Fund.....	100–102	27
I. The Paris Agreement	103–106	28
V. Tools and methods to assess the environmental, social and economic benefits of involving men and women equally in climate change related activities	107–109	29
VI. Gaps and challenges	110–113	30
References		32

I. Background

A. Mandate

1. At its twentieth session, the Conference of the Parties (COP) requested the secretariat to prepare a technical paper on guidelines or other tools for integrating gender considerations into climate change related activities under the Convention for consideration by the Subsidiary Body for Implementation (SBI) at its forty-fourth session.¹
2. Subsequently, SBI 43 requested that the secretariat include information on relevant tools and methods to assess the environmental, social and economic benefits of involving men and women equally in climate change related activities when preparing the technical paper referred to in paragraph 1 above.²

B. Objective and approach

3. The aim of this technical paper is to facilitate greater awareness and a deeper understanding of existing approaches for incorporating gender considerations into climate change related activities under the Convention in support of more effective and equitable responses to climate change.
4. Numerous tools and guidelines have been formulated in recent years to systematize methods for identifying the differentiated impacts of climate change on women and men, and for designing effective policies, projects and programmes to enable women and men to more effectively adapt to and mitigate such impacts.
5. The tools and guidelines reviewed for this technical paper were identified through a web-based scoping study, followed by a desk review to evaluate the actions and steps recommended by those tools and guidelines,³ and supported by additional literature and case studies.⁴ The gender mainstreaming framework presented in this paper is based on the common actions and steps identified in the selected tools and guidelines and analysed in the context of climate change related activities under the Convention.

C. Structure of the technical paper

6. The paper is structured as follows:
 - (a) Chapter II provides an overview of selected tools and guidelines for the integration of gender considerations into climate change related activities in support of the objective of the Convention;
 - (b) Chapter III identifies a framework that consists of common actions, steps and approaches recommended by the selected tools and guidelines for integrating gender considerations within policies, projects and programmes;

¹ Decision 18/CP.20, paragraph 14.

² FCCC/SBI/2015/22, paragraph 95(a).

³ The selected tools and guidelines are set out in the list of references at the end of this technical paper.

⁴ All literature and case studies can be found on the resource web page, which can be accessed at <<http://unfccc.int/9510>>. Wherever possible, the items on the list are weblinked. The resource web page may be updated to include additional relevant resources that may be identified by, or provided to, the secretariat after the publication of this technical paper.

(c) Chapter IV investigates the applicability of approaches recommended by the selected tools and guidelines in identifying entry points for integrating gender considerations into climate change related activities under the Convention, with a focus on national communications (NCs), nationally appropriate mitigation actions (NAMAs), national adaptation plans (NAPs), technology needs assessments (TNAs), REDD-plus,⁵ the Financial Mechanism, the Global Environment Facility (GEF), the Green Climate Fund (GCF) and new processes arising from the Paris Agreement;

(d) Chapter V outlines information on relevant tools and methods to assess the environmental, social and economic benefits of involving men and women equally in climate change related activities;

(e) Chapter VI summarizes the gaps and challenges for consideration in determining the way forward.

II. Overview of selected tools and guidelines for integrating gender considerations into climate change related activities

7. The selected tools and guidelines reviewed for this technical paper have been developed by a variety of actors, including international organizations, women's rights organizations, multilateral development banks and financial institutions, within the past decade and are a reflection of efforts to advance gender equality in the light of increasing evidence that equitable involvement of women and men is a central component of addressing climate change and achieving the United Nations Sustainable Development Goals. It is important to note that the tools and guidelines, many of which deal specifically with climate change related actions, build on a foundation of existing literature on gender mainstreaming that provides a framework of actions and steps to advance the consideration of gender in, among other things, the development of legislation, policies and programmes across different sectors and at different levels (local, national and regional/public and private).

8. The disproportionate impacts of climate change on women as opposed to men have similarly gained great attention in recent years, with the Fifth Assessment Report of the Intergovernmental Panel on Climate Change citing robust evidence for "increased or heightened [gender inequality] as a result of weather events and climate-related disasters intertwined with socioeconomic, institutional, cultural and political drivers that perpetuate differential vulnerabilities".⁶

9. The following two arguments are frequently cited in the case in favour of integrating gender considerations, as put forward by the selected tools and guidelines:

(a) In the past two decades, human rights and development conventions and conferences have increasingly asserted the need to fully realize women's rights, as encapsulated by international instruments, including: the Convention on the Elimination of All Forms of Discrimination Against Women (1979); Agenda 21 (United Nations Conference on Environment and Development, 1992); the World Conference on Human Rights (1993); the Beijing Platform for Action (Fourth World Conference on Women,

⁵ In decision 1/CP.16, paragraph 70, the COP encouraged developing country Parties to contribute to mitigation actions in the forest sector by undertaking the following activities: reducing emissions from deforestation; reducing emissions from forest degradation; conservation of forest carbon stocks; sustainable management of forests; and enhancement of forest carbon stocks.

⁶ Olsson et al., 2014.

1995); the Millennium Declaration (2000); and the 2030 Agenda for Sustainable Development;⁷

(b) The integration of gender considerations throughout climate change related actions is crucial for the long-term sustainability and effectiveness of such actions for both developing and developed countries. Ensuring the full and effective participation of women in decision-making processes enables women to act as agents of change in all circumstances, with climate change related actions subsequently benefiting from the insights, knowledge and other resources that women bring to bear in crafting effective and sustainable solutions for adapting to and mitigating climate change impacts. The tools and guidelines highlight the economic benefits of integrating gender considerations, citing evidence that women's leadership is key to implementing more effective and sustainable strategies related to, for example, the use of natural resources, economic growth, and technology development and transfer.⁸ In some cases, women have proven to be more willing to take action to mitigate climate change impacts than men,⁹ and women have been found to be more risk-averse than men to adopting technologies that may negatively impact the environment and local communities.¹⁰

10. In order to accomplish the above, the tools and guidelines overwhelmingly advocate the process of gender mainstreaming. The definition of gender mainstreaming differs between the tools and guidelines, but invariably relates to the following definition set out in the report of the United Nations Economic and Social Council for 1997:

“...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”.¹¹

11. Strong political commitment, matched by adequate institutional support, resource allocation and gender expertise, is pivotal in ensuring the integration of gender-equality components within policies, projects and programmes at the national and local/community levels. The longer-term goal of gender mainstreaming is the transformation of discriminatory social institutions such as laws, cultural norms and practices that limit women's access to rights and opportunities that are otherwise available to men. As such, the tools and guidelines and the framework of actions they advocate posit gender mainstreaming as a means to achieving the overarching goal of gender equality.

12. The framework of actions could advance gender mainstreaming by enabling policymakers, decision makers and other stakeholders to identify and overcome the gaps and challenges inhibiting the inclusion of gender considerations into climate change related interventions. The gaps and challenges include the lack of participation of women throughout some or all stages of formulating and implementing climate change related interventions due to a wide variety of barriers resulting from existing gender inequalities. Other challenges include: the need for increased cross-sectoral collaboration, often to overcome the limited capacity for gender machinery within national or regional

⁷ International Union for Conservation of Nature (IUCN), 2011.

⁸ GEF, 2014.

⁹ Committee for Preparing the Fourth National Communication, 2006.

¹⁰ United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), 2015.

¹¹ United Nations General Assembly document A/52/3.

governments for interministerial coordination in the formulation of gender-responsive climate change related actions; a lack of gender expertise and capacity-building efforts to increase gender expertise in institutions, organizations and other stakeholders; a lack of sex-disaggregated data required to inform gender-responsive climate change related actions; and, frequently, underpinning all of the above, the inadequate financial resources available to enable such actions.

13. While many of the selected tools and guidelines have been developed to address specific sectors such as agriculture, aquaculture and renewable energy, they contain similarities regarding the way in which gender mainstreaming is described, including the actions and steps necessary to effectively engender policies, programmes and projects. In other words, these common elements can be applied in a variety of situations, including for the purpose of integrating gender considerations into climate change related activities under the Convention and its Kyoto Protocol.

III. Actions, steps and approaches recommended by selected tools and guidelines for integrating gender considerations within policies, projects and programmes

14. Gender mainstreaming aims to answer one of the main challenges identified by the tools and guidelines, which is the importance of taking a holistic and comprehensive approach so as to overcome the silos and gaps in knowledge and capacity that hinder the formulation and implementation of gender-responsive climate change related actions and interventions. When conducted effectively, each step in the gender mainstreaming process lays the foundation for the accomplishment of the next step. For example, the undertaking of gender analysis in the initial planning stage should generate the information necessary to formulate and set priorities for an intervention while identifying areas where there is a need for further study, improved collection of sex-disaggregated data, improved institutional coordination, etc. This information then creates the basis for activities such as inclusive stakeholder engagement, which in turn facilitates the inclusion of women in decision-making processes, gender-responsive monitoring and evaluation, and other activities.

15. The five steps and/or actions where gender considerations need to be included to ensure effective gender mainstreaming that are common across the tools and guidelines, and thereby provide a common mainstreaming framework, are as follows:

- (a) Gender analysis;
- (b) Project/programme/policy preparation and design;
- (c) Gender-responsive budgeting;
- (d) Implementation;
- (e) Monitoring and evaluation.

16. Each of the five steps and/or actions is discussed in more detail in the remainder of this chapter.

A. Gender analysis

17. The first key step identified by the selected tools and guidelines in integrating gender considerations is to undertake a comprehensive gender analysis in order to establish a baseline. Gender analysis is acknowledged by the tools and guidelines as the cornerstone of gender mainstreaming and utilizes a combination of qualitative and quantitative data in

order to understand if, how and why women and men are affected differently within a particular context or sector.

18. When conducted effectively, gender analysis should reveal nuances in climate change impacts by determining the socioeconomic, cultural and institutional gaps that prevent men and women from reacting and adapting to these impacts on an equitable basis. It also provides an insight into the differential perspectives and circumstances of women and men within the targeted policy/project/programme sector, including, but not limited to: their roles, needs, rights, priorities, access to and control over resources and decision-making processes, as well as socioeconomic relationships as impacted by, for example, age, ethnicity, income, class and health. Gender analysis should also clarify the potential of the policy/project/programme to either reinforce or reduce the barriers caused by gender inequalities, while also identifying the various types of knowledge that both women and men can contribute in crafting effective and sustainable solutions.

19. Gender analysis should extend to institutional structures, scanning the policy environment, political climate and organizational structure in which the policy/programme/project is situated in order to identify the entry points and constraints for introducing gender considerations, the presence and position of key actors, and the technical capacity and political commitment of institutions to effectively plan, budget for and implement gender considerations.

20. The data for gender analysis can be collected through interviews, focus group discussions, surveys, consultations, literature reviews, and community and social mapping, as well as by building on existing data such as national gender statistics, field research, and data generated through policy and academic research and participation assessments. The information generated by the initial gender analysis is the foundation on which subsequent gender mainstreaming actions rely. It should: determine the types of activities needed in the implementation stage; designate the budget and resources necessary for building gender expertise, hiring gender experts, fieldwork, workshops and other necessary gender-responsive activities; and inform the monitoring and evaluation process. In doing so, the gaps, barriers and challenges preventing the equitable participation of women as decision makers and beneficiaries can be overcome rather than reinforced.

21. The tools and guidelines present several methods that can guide the initial gender analysis, which would ideally be undertaken by a gender expert or project manager (with the support of appropriate tools and guidance) who is knowledgeable about the local, national or regional contexts and background of the intervention. The gender expert should have specialist expertise in gender issues as well as access to sector-specific technical expertise, the time necessary for analysing the data and, crucially, access to adequate and flexible financial resources for new research. To facilitate this, the tools and guidelines recommend including gender expertise in the terms of reference used to recruit project/programme personnel, as well as ensuring that all project/programme personnel are familiar with gender concepts in relation to the sectoral area in which the intervention is taking place.¹² Sample terms of reference are provided by the United Nations Industrial Development Organization (UNIDO) framework.¹³

22. Some of the general tools identified to conduct the gender analysis described above include the Harvard Analytical Framework and the Moser Gender Planning Framework.¹⁴ The Asian Development Bank has formulated several “sector gender checklists” containing gender analysis frameworks that can guide users towards the key questions and data to be

¹² Food and Agriculture Organization of the United Nations (FAO), 2013.

¹³ UNIDO, 2014.

¹⁴ UN Women, 2014.

collected within the context of specific sectors, including agriculture, energy, transport, water supply and sanitation, and urban development and housing.¹⁵ The UNIDO publication on gender mainstreaming in the energy sector includes a list of suggested questions that can be employed to examine key dimensions such as decision-making power, access to resources, knowledge and the labour market, which are applicable to all projects and sectors.¹⁶

23. An additional tool containing guiding questions for gender analysis is the Socio-economic and Gender Analysis framework¹⁷ elaborated by the Food and Agriculture Organization of the United Nations (FAO) in partnership with the International Labour Organization, the World Bank and the United Nations Development Programme (UNDP) to incorporate gender considerations into development initiatives and rehabilitation interventions. This particular toolkit aims to integrate gender issues into climate change related actions in the agriculture and food security sectors by examining the social dynamics shaping the experiences and responses of communities and households to climate change related impacts in order to design more effective policy responses, projects and programmes. The toolkit also provides a series of “classic gender analysis questions” designed to highlight the nuances to be addressed by gender analysis, as shown in box 1.

Box 1
Classic gender analysis questions

Who does what? How? Where? When? Why? (labour)

Who uses what? How? Where? When? Why? (access)

Who controls what? How? Where? When? Why? (decision-making and control = power)

Who knows what? How? Where? When? Why? (information = power)

Who benefits from what? How? Where? When? Why? (benefit-sharing)

Who is included in what? How? Where? When? Why? (participation)

Source: Food and Agriculture Organization of the United Nations. 2011. *Training Guide: Gender and Climate Change Research in Agriculture and Food Security for Development*. Available at <<http://www.fao.org/docrep/015/md280e/md280e00.htm>>.

24. The above tools are all underpinned by participatory methods that aim to tackle the key challenge of low participation of women compared with men throughout all stages of the project/programme/policy cycles. The reasons preventing the equitable participation of women vary according to region and sector, but can be traced to the manifestation of gender inequalities as shaped by various socioeconomic and cultural forces that determine gender roles. Facilitating the participation of women and, therefore, the inclusion of previously overlooked needs, concerns and abilities at the initial stages of the process will enable the design of gender-responsive and more effective policies, projects and programmes.

¹⁵ Available at <<http://www.adb.org/themes/gender/checklists-toolkits>>.

¹⁶ UNIDO, 2014.

¹⁷ FAO, 2011.

B. Project/programme/policy preparation and design

25. When conducted effectively, the gender analysis undertaken in the previous step should enable the design of a gender-responsive intervention by identifying key gender goals and specific entry points for gender considerations in the purpose and goal of the intervention, activities, target groups and outputs.

26. Ensuring the inclusion of personnel with gender expertise in the project design team is key to effective gender mainstreaming and can be addressed through the above-mentioned approach of including gender expertise in the terms of reference used for recruiting staff (see para. 21 above). Several tools and guidelines note that accounting for gender expertise goes beyond simply achieving a gender balance, as both women and men can display a lack of awareness and knowledge regarding gender concepts. Therefore, while the inclusion of women at all levels of leadership is important, skill development and capacity-building for all personnel in relation to gender concepts and knowledge is even more crucial.

27. The gender mainstreaming guide produced by ENERGIA¹⁸ notes that the starting point for designing gender-responsive activities should be the development of a “gender goal” for the intervention in alignment with its overall purpose and goal. The identification of key expected gender results is a pivotal entry point for positioning and framing gender-equality goals, in order to ensure their integration within the overarching results framework of the intervention, as well as for aligning them with national development plans, poverty reduction strategies and other sectoral projects, programmes and policies. The inclusion of clear commitments to achieving gender goals in the purpose and goal of the intervention in turn enables the formulation of gender-responsive deliverables, such as indicators, which will help to ensure that gender issues receive continued focus throughout the policy/programme/project cycle.

28. Once the goal and purpose contain a reference to the differentiated needs, concerns and abilities of women and men, it is then recommended to delineate the specific groups targeted by the project/programme/policy in order to ensure that women and their differentiated roles are clearly visible within them (e.g. replacing the term “poor farmers” with “poor men and women farmers”).¹⁹ This approach increases the breadth of potential solutions by including the consideration of barriers inhibiting women from accessing the services and benefits of the intervention that may have otherwise been overlooked, such as differential access to credit, technology, extension services and financial mechanisms.

29. The intervention activities are subsequently designed to meet the specific needs of women and men, including: capacity-building measures, such as awareness-raising and outreach activities to promote the participation of women; capacity-building activities, such as ensuring that training workshops and tools are developed to overcome the differing education/skill levels that may exist between men and women; and minimum quotas for women participants in order to ensure a gender balance.

30. The outputs of the intervention are an additional entry point for gender considerations. Ensuring a focus on gender components in the outputs will, in turn, ensure that the same focus flows into the design of gender-responsive or targeted activities and, critically, will enable the allocation of the resources necessary to successfully carry out those activities. In relation to the gender components, activities that mainstream gender throughout the intervention can be designed to complement targeted activities for the

¹⁸ ENERGIA, 2010.

¹⁹ ENERGIA, 2010.

empowerment of women. A final component of incorporating gender considerations in outputs is to track the gender results and impacts of those outputs. Tracking requires the formulation of gender-specific indicators to examine how gender-differentiated divisions of participation, labour, wage gaps, etc., are mitigated or reinforced by tracking, for example, the participation of women in the activities or services provided; whether women and men have equal access to the opportunities and services provided; and how the activities and services of the intervention benefit both women and men.

31. The Biogas Support Programme in Nepal provides an example of targeted gender activities that were developed during programme design in order to overcome gender-specific barriers and constraints. Key targeted activities included setting minimum standards for the participation of women in user training, targeted training for women motivators, mobilizing loans for women’s cooperatives and giving priority to women entrepreneurs. The formulation of gender indicators at this stage of the programme generated the data necessary to track the level of success of the targeted activities.²⁰

32. A key action in gender-responsive project/programme design is to map potential partners and stakeholders in order to identify which individuals and/or groups will either be affected by, are opposed to, or could facilitate the implementation of, the policy/programme/project under consideration. Key stakeholders may include the gender focal points of relevant national ministries, civil society organizations, non-governmental organizations (NGOs), academia and other associations. Project/programme designers can also work with local institutions that may be able to provide contextual knowledge of the realities on the ground. These institutions can often aid in the identification of ways in which women may be prevented from accessing the services and benefits arising from the intervention, and can also highlight the ways in which the knowledge and abilities of women in a particular sectoral/programmatic context can be used to more effectively implement the activities related to the intervention. An example of guiding questions for mapping potential partnerships and stakeholders is provided in the UNIDO (2014) guide, as illustrated in box 2 below.

<p>Box 2</p> <p>Key questions to consider when mapping potential partnerships and stakeholders</p> <p>Do key stakeholders include individuals or groups with a gender perspective (e.g. ministries of women and/or social affairs, a committee or membership organization related to promoting gender equality, women’s rights or the empowerment of women)?</p> <p>Is there a balanced gender representation among key stakeholders?</p> <p>Is there at least one stakeholder who has the necessary skills and expertise to provide gender mainstreaming inputs?</p> <p>Are stakeholders willing to ensure equal participation of both women and men during the implementation?</p> <p><i>Source:</i> United Nations Industrial Development Organization. 2014. <i>Guide on Gender Mainstreaming Energy and Climate Change Projects</i>. Available at <https://www.thegef.org/gef/sites/thegef.org/files/documents/document/UNIDO-Draft%20Guide%20on%20Gender%20Mainstreaming%20for%20Energy%20and%20Climate%20Change%20Projects.pdf>.</p>

²⁰ ENERGIA, 2010.

C. Gender-responsive budgeting

33. Adequate financial resource allocation is repeatedly stressed throughout all the tools and guidelines as key to the achievement of all steps in the gender mainstreaming process, and is one of the biggest challenges in efforts to implement gender mainstreaming across climate change related and other activities. The tools and guidelines note that to guarantee any measure of success, the cost of gender mainstreaming activities should be clearly delineated in the initial gender analysis and included in the overall budget of the intervention. The method advocated by the tools and guidelines is gender-responsive budgeting.

34. Gender-responsive budgeting aims to address the lack of resources for gender mainstreaming activities by translating gender commitments into fiscal commitments through the application of a gender lens to the entire budgeting process. Analysis of the budget process should identify variations in expenditure impacts on women and men, which will then enable the reallocation of resources as necessary to ensure the distribution of dedicated resources to the project/programme activities that aim to create a more equitable delivery of services and benefits. In addition to making the work undertaken by women economically visible, gender-responsive budgeting is advocated as a means of increasing transparency and accountability by delineating the amount of the budget allocated to women that is actually spent.

35. To support the implementation of gender-responsive budgeting, it is necessary to generate data on the differentiated impacts of expenditures and on financing gaps and requirements through gender-budgeting analysis tools, including, but not limited to: policy appraisals that assess which portions of the budget are gender-neutral or gender-responsive; sex- and age-disaggregated public expenditure incidence analysis; sex-disaggregated beneficiary assessments; and sex-disaggregated analysis of the impacts of the budget on time use in households. This exercise will also require development of the capacity of the public sector and civil society to engage with and participate in budget decisions, implementation and monitoring, which can be facilitated through dialogues between policymakers and gender-equality advocates and, in the longer term, by advocating for gender-responsive macroeconomic policies.²¹

36. An examination of gender-responsive budgeting initiatives for climate change highlights the point that this exercise should not be assigned solely to the ministry of the environment, as the effectiveness of initiatives increases when the work is mainstreamed across ministries and guided by the ministry with the greatest political influence and technical expertise, which is often the ministry of finance.²² An example is the case of Indonesia, where the Government sought to acknowledge the role of women in natural resource management by introducing gender-responsive budgeting across seven different departments, including the Ministries of National Development Planning, Agriculture, National Education, Women's Empowerment and Child Protection, and Finance. The Ministry of Forestry also revitalized its dormant Gender Working Group and initiated gender-responsive planning, budgeting and implementation alongside its gender awareness and gender analysis training workshops.²³

²¹ UN Women, 2014

²² Budlender D, 2014.

²³ United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD Programme), 2012.

D. Implementation

37. Similar to the previous steps, the tools and guidelines recommend approaching the implementation process with a view to building gender capacities in both the implementing team and in the partners and stakeholders that will facilitate the implementation activities. This step continues the general theme of strengthening the level of gender expertise, with the knowledge that building the gender expertise of staff in the context of the specific sectoral/programmatic area will ensure the longevity of gender responsiveness following completion of the project.

38. The gender competencies of the implementing team should therefore be examined in order to ensure gender-responsive implementation and the continued integration of gender perspectives within the sectoral/programmatic area after the intervention ends. The gender perceptions of the staff could be assessed during preliminary analysis in order to pinpoint gaps in knowledge and formulate workshops/training sessions that build the gender capacity and knowledge of the implementing team in the context of the project. The implementation team should therefore include a gender expert, and gender should be included as a competency in the selection of team members. This could be done by, for example, listing gender-responsive activities (e.g. gender analysis, monitoring and reporting of disaggregated data) in the terms of reference used to select the implementation team, and by including gender focal points or gender-/women-focused groups throughout the implementation process.

39. The mapping and selection of implementing partners/stakeholders is identified by the tools and guidelines as an integral component of the implementation process, as they will be in a key position to provide a perspective of the realities on the ground that could either prevent or enable full and effective implementation of the activities and services related to the intervention. The involvement of multisectoral and multidisciplinary teams will help to target specific groups of men and women as focus groups and formulate the reasons for and means of consulting with them. They could also help to identify contexts in which women are likely to have an in-depth understanding of issues related to household livelihoods and the use of natural resources, etc. It may also be necessary to build gender capacity where it is lacking among stakeholder/partner organizations. Box 3 below provides a checklist of questions formulated by UNIDO to assess gender capacity among partners.

Box 3
Checklist of questions for assessing gender policy, attitudes and awareness among partners

Does the partner organization have a policy or strategy for gender equality?
 What are the roles among women and men within the partner organization?

Do women and men equally participate at decision-making levels at the partner organization?

Are partners aware of gender inequalities among beneficiaries?
 What are their views on such gender inequalities?

Which population groups are generally served by the partner organization?

Source: United Nations Industrial Development Organization. 2014. *Guide on Gender Mainstreaming Energy and Climate Change Projects*. Available at <<https://www.thegef.org/gef/sites/thegef.org/files/documents/document/UNIDO-Draft%20Guide%20on%20Gender%20Mainstreaming%20for%20Energy%20and%20Climate%20Change%20Projects.pdf>>.

40. Training and capacity-building is a major focus of the gender mainstreaming framework for elaborating a gender-responsive implementation process because of the barriers and constraints that frequently converge to prevent women from having equitable access to the activities and services provided by an intervention. Therefore, an additional challenge during the implementation process is the identification and mitigation of such barriers and constraints, which can manifest themselves as: a disparity in the access of women to education, knowledge and other services; a lack of available time in which to participate due to duties such as running a household and childcare; or an inability to travel because of safety or cultural norms. Some of the tools and guidelines also note that this can deprive the intervention of the value of the insights and unique skills of women that could otherwise be employed for the more effective and sustainable implementation of the intervention.

41. To remedy these challenges, the tools and guidelines provide for the targeted inclusion of women in all decision-making processes and capacity-building activities, for example, through the establishment of a minimum quota for the participation of women and by designing and conducting user training and workshops, taking into consideration the needs and concerns of women. A practical example would be tailored training so that the schedules and language requirements of women are addressed, bearing in mind that some women may also need childcare services or transportation in order to attend the training. Training may also need to be conducted by women trainers or involve only women in order to increase the levels of comfort and confidence so that women participate fully. Collaboration with local institutions or women's organizations may assist in building awareness and conducting outreach to target women who might not otherwise participate in the activities. The "participation and decision-making tool" developed by ENERGIA could be used to guide this process.²⁴

42. The implementing team should aim to construct enabling systems which ensure that gender-responsive activities can be sustained after the project/programme has been implemented. For example, if a particular intervention involves conducting training and workshops to educate women on the use of a certain technology, the technology should also be deployed in a way that integrates it into their daily lives, and they should be able to maintain and operate it over the course of its lifetime. Several examples exist of technologies that were introduced without considering the contextual realities of user time, skills or livelihoods, leading to limited uptake and eventual dismissal of new technologies in favour of old, often natural resource-intensive, methods. The Solar Sisters programme provides an example of good practice in this regard: women were involved throughout the life cycle of the solar panel technology programme, playing a pivotal role in the assembly and maintenance of the solar panels, thereby ensuring a sustained uptake and diffusion of the solar panels that enabled several households to gain access to a reliable source of renewable energy.²⁵

E. Monitoring and evaluation

43. The tools and guidelines distinguish between monitoring and evaluation according to the time periods in which they occur. Monitoring is described as a process that is ongoing over the course of the life cycle of the intervention, whereas evaluation occurs periodically, usually at the end of the life cycle. Gender-sensitive targets and indicators, both qualitative and quantitative, are identified as key to the efficacy of these processes. As

²⁴ ENERGIA, 2011.

²⁵ ENERGIA, 2010.

the monitoring process is reliant on baseline data, gender-responsive indicators should be established at an early stage of the gender mainstreaming of a policy/project/programme (i.e. during the initial design of an intervention). The indicators should be formulated to monitor impacts and progress in relation to the gender goals and targets, and be integrated throughout the overall monitoring plan in order to identify good practices and lessons learned that promote gender equality and/or the empowerment of women, and incorporate remedial action that will redress any gender inequalities that arise during project implementation.

44. The tools and guidelines provide several methods for formulating indicators. The United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) proposes the “SMART” approach: indicators need to be specific, measurable, accurate, relevant and time-bound.²⁶ Data gathered should, at a minimum, be disaggregated by sex and age, and could include further disaggregation according to, for example, ethnic groups, disabilities, health status, income, sexual orientation, gender identity, HIV (human immunodeficiency virus) status and political affiliation. UN Women also suggests the guidance developed by the United Nations Evaluation Group on integrating human rights and gender equality into evaluation as a useful starting point. Existing indicators, such as those found in national statistics systems, could also be used. In addition, it is recommended that women from stakeholder groups should be consulted in the formulation of indicators, as they may have additional information or contextual knowledge to identify the most relevant information to support data collection.

45. It is recommended that responsibility for data collection and analysis should be assigned to mixed teams of men and women from different social, ethnic, religious and minority groups. Both women and men must be able to participate throughout the monitoring and/or evaluation processes, and the consideration of gender briefings or training for the monitoring team will also be necessary, including specific tools and techniques for gathering information from women and girls.

46. The communication of periodic appraisals and reviews to the managers of the intervention process should regularly include reporting on gender-sensitive indicators and ensure that midterm reviews, assessments, audits, etc., include gender as a specific criterion or component. Gender-specific evaluation questions and components to measure gender-equality results and impacts can be included by ensuring that gender is integrated in the terms of reference for the evaluation process.

47. It is also recommended that the duties of the monitoring function be expanded to include partners, as well as the men and women of the beneficiary groups, as this will serve to build the capacity and ownership of the intervention for both the partners and beneficiaries, while strengthening the long-term sustainability of the project. The UNIDO Evaluation Group Guide, has produced a guide for integrating gender into evaluations of UNIDO projects and programmes, which is included in annex IV to the UNIDO (2014) guide.

IV. Identifying entry points for integrating gender considerations into climate change related activities under the Convention

48. A number of tools and guidelines have been specifically formulated for some UNFCCC processes, recommending a similar set of actions and steps to those pertaining to the gender mainstreaming framework discussed in chapter III above. This chapter therefore

²⁶ UN Women, 2014.

focuses on the applicability of the specific tools and the gender mainstreaming framework presented in chapter III in identifying entry points for integrating gender considerations into the following climate change related activities under the Convention: NCs, NAMAs, NAPs, TNAs, REDD-plus, the Financial Mechanism and new processes arising from the Paris Agreement.

A. National communications

49. Under Article 4, paragraph 1, and Article 12 of the Convention, all Parties should communicate the steps they are taking to implement the Convention. This information is communicated through reports known as NCs. The information provided in NCs by Parties included in Annex I to the Convention (Annex I Parties) and Parties not included in Annex I to the Convention (non-Annex I Parties) differs in accordance with the principle of “common but differentiated responsibilities”.

50. However, all NCs provide information on greenhouse gas (GHG) inventories, measures to mitigate and facilitate adaptation to climate change, and any other information that a reporting Party considers relevant to the achievement of the objective of the Convention. As such, NCs may function as both a reporting and a planning document that can be used to inform effective implementation processes for adaptation and mitigation efforts.

51. A toolkit²⁷ prepared by UNDP to guide gender-responsive NCs (the “Gender Responsive National Communications Toolkit”, hereinafter referred as the NC toolkit) outlines the process of gender mainstreaming through a series of actions and steps in line with the framework presented in chapter III above, as adapted to the NC process. The NC toolkit notes the efficacy of gender-responsive planning frameworks in improving the implementation of policies and programmes and enabling higher levels of sustainability. Gender mainstreaming also helps to increase the effectiveness of planning efforts over time, as the increased participation of both men and women in climate change related actions, capacity-building on gender, and generation of sex-disaggregated data will converge to provide long-term benefits that offset the short-term costs of implementing the gender mainstreaming framework. The NC toolkit provides an overview of entry points for gender considerations throughout each step of the NC process (see figure 1 below).

52. The NC toolkit features several recommendations that are in line with the framework presented in chapter III above. The major objectives of the steps, as outlined in figure 1 below, include linking gender goals to the overall goals, objectives and budget of the NC project proposal, while ensuring the participation of personnel with gender analysis expertise from the initial preparation stage onwards. When performed correctly, this procedure will lay the foundation for the inclusion of gender considerations in every successive step of the NC process, including: the initial stocktaking process, the inception workshop to initiate the NCs, the preparation of NC components, and the reporting on constraints, gaps and needs.

²⁷ UNDP, 2015.

Figure 1
Map of steps to enhance gender responsiveness at various entry points in the national communication process

FIGURE 1: MAP OF GENDER CONSIDERATIONS IN NC PROCESSES

A Initial Preparation Stage for National Communications	Steps to Enhance Gender Responsiveness
NC Project proposal and implementation agreement prepared	<ul style="list-style-type: none"> • 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
National Coordinator and/or project team appointed	<ul style="list-style-type: none"> • Include personnel with gender analysis expertise on project team
Budget prepared	<ul style="list-style-type: none"> • 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	Steps to Enhance Gender Responsiveness
<p>Review and Reporting on National Situation vis-à-vis Climate, including:</p> <ul style="list-style-type: none"> • 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: <ul style="list-style-type: none"> - Agriculture - Tourism - Trade in natural resources • Sector-by-sector situational summary for natural resources, e.g.: <ul style="list-style-type: none"> - Land - Water - Energy 	<ul style="list-style-type: none"> • 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	Steps to Enhance Gender Responsiveness
Engage key stakeholders from government, civil society, academia and the private sector	<p>Inclusion of Gender Considerations from Inception</p> <ul style="list-style-type: none"> • 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
Collect and share information from all stakeholders	<ul style="list-style-type: none"> • 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
Establish thematic working groups	<ul style="list-style-type: none"> • 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
Enhance buy-in to National Communication process	<ul style="list-style-type: none"> • 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	Steps to Enhance Gender Responsiveness
<p>Vulnerability and Adaptation Assessment Reporting Areas</p> <ul style="list-style-type: none"> • 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 	<p>Making Vulnerability and Adaptation Assessment More Gender Responsive</p> <ul style="list-style-type: none"> • 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
<p>Greenhouse Gas Inventory</p> <ul style="list-style-type: none"> • 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 	<p>Making Greenhouse Gas Inventory Process More Gender Responsive</p> <ul style="list-style-type: none"> • 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
<p>Mitigation Assessment</p> <ul style="list-style-type: none"> • 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 	<p>Making Mitigation Assessment More Gender Responsive</p> <ul style="list-style-type: none"> • 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	Steps to Enhance Gender Responsiveness
<p>Mitigation Assessment</p> <ul style="list-style-type: none"> • 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 <p>Financial Needs for Efficient and Effective Implementation of the Convention</p>	<p>Clear Articulation of Needs and Constraints Relative to Integrating Gender in Climate Change</p> <ul style="list-style-type: none"> • 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

Source: United Nations Development Programme. 2015. *Gender Responsive National Communications Toolkit*. Available at <<http://www.undp.org/content/undp/en/home/librarypage/womens-empowerment/gender-responsive-national-communications.html>>.

Abbreviations: GHG = greenhouse gas, NC = national communication.

53. The NC toolkit views gender analysis as an integral part of the initial stocktaking process and provides a checklist designed to facilitate a greater representation of interests across social groups through the sharing of data and information on the knowledge of women and men in relation to natural resource management, energy production and use, and climate change related impacts. The NC toolkit reiterates the importance of using the information gathered in the initial gender analysis to:

- (a) Build the capacity of staff members on gender expertise;
- (b) Identify the socioeconomic and cultural factors inhibiting the participation of women;
- (c) Enable the full participation of women in decision-making processes;
- (d) Collect sex-disaggregated data and conduct sex-disaggregated research in accordance with gender-responsive targets and indicators.

54. The NC toolkit identifies the lack of technical capacity for considering the many interlinkages between gender and climate change as a major challenge to conducting full and effective gender-responsive stocktaking. Various actors, including ministries, gender focal points, women's groups and other stakeholders, may each possess specialist knowledge linked to a particular thematic/sectoral area, but not have in place a coherent networking system to consolidate that information and knowledge and to approach the design and implementation of an intervention in a truly holistic manner. As highlighted by the selected tools and guidelines, a holistic approach is crucial not only for the effectiveness of the gender mainstreaming process, but also for the efficacy and long-term sustainability of the intervention itself. In this regard, the NC toolkit provides specific advice on how to strengthen the technical capacity of those involved in preparing NCs to enable them to effectively evaluate the interlinkages between gender and climate change, focusing on entry points in existing climate change related programmes, and at the government and community levels.

55. On the theme of building capacity for cross-sectoral collaboration, the NC toolkit also notes the need for an assessment of existing and available gender expertise at the initial stages of the NC preparation process. In the light of the often limited resources with which national gender-equality national ministries and departments have to operate, the NC toolkit recommends that this step should be conducted by the NC national coordination committee or an equivalent body, and any funding required to decrease any gaps in gender expertise could be sourced externally from donors, multilateral agencies or international NGOs.

56. Facilitating stakeholder engagement and the full and effective inclusion of women in all decision-making processes is another challenge identified by the tools and guidelines. The NC toolkit specifically recommends that the intervention include budgeting for the stakeholder engagement process, to be guided by a dedicated manager with knowledge of social- and gender-inclusive criteria, in order to engage with a cross section of stakeholders, composed of both men and women, from different sectors, interest groups and socioeconomic levels. This will, in turn, facilitate the participation of women and allow for the inclusion of their interests, needs and concerns.

57. Gaps in the data necessary for incorporating gender considerations throughout the design and implementation of the intervention can often undermine its efficacy, as well as the monitoring and evaluation process. The NC toolkit suggests that any gaps identified in sex-disaggregated data could potentially be remedied by the use of, for example, existing surveys, such as demographic and health surveys, and population, housing and agricultural censuses. The formulation of gender-responsive indicators for monitoring and evaluation and for the integration of gender analysis into the reporting framework are also identified as key strategies for overcoming such gaps. Based on the information gathered in each of the

previous steps, the NC toolkit provides a list of suggested entry points for integrating gender considerations into the reporting frameworks.

58. To assist in the formulation of gender-responsive indicators that are relevant to the NC process, the NC toolkit also provides a list of sample gender indicators to help inform gender-responsive monitoring and evaluation.

59. However, none of the above-mentioned activities will succeed in successfully mainstreaming gender throughout the NC process without dedicated resources for conducting gender analysis, facilitating the equitable participation of both men and women in working groups and stakeholder forums, and for ensuring the necessary technical assistance where gaps in gender expertise are identified. The NC toolkit provides a table of guiding questions that will help to assess whether and in which areas specific budgeting is required, and identify potential cost-sharing options through capacity-building, analysis or data-collection exercises.

60. Lastly, although the NC toolkit has been prepared in the context of providing support to non-Annex I Parties, many of the entry points, steps and actions are equally applicable to the preparation of NCs by Annex I Parties.

B. Nationally appropriate mitigation actions

61. The Bali Action Plan included an agreed outcome that developing country Parties will implement NAMAs in the context of sustainable development.²⁸ NAMAs are therefore voluntary actions taken by a developing country that reduce emissions in line with their national development goals. Actions may be focused within a sector or across sectors.

62. There are no requirements regarding the way in which NAMAs are established and implemented and, therefore, they may take different forms such as national programmes, policies or legislation. Furthermore, there are no specific tools or guidelines for the inclusion of gender considerations in NAMAs at the national level. However, there are various points in the development of NAMAs that can be viewed as potential entry points for the inclusion of gender considerations. The efficacy of these potential entry points is further examined through two case studies recently conducted in Bhutan²⁹ and Georgia³⁰ that aimed to include gender considerations in the development of NAMA projects.

63. In the development of Bhutan's NAMAs and low-emission development strategies, a rapid gender capacity needs assessment was conducted that functioned in a similar way to gender analysis in that it identified entry points and recommendations for gender mainstreaming, as well as barriers and constraints, by working with the gender focal points of various line ministries to encourage cross-sectoral collaboration and knowledge-sharing. The assessment also sought to prioritize sectors by those that would most effectively engage the participation of women. The gender capacity assessment recommended the following activities in response to the identified gaps and challenges:

(a) Identifying/developing gender capacities in order to remedy a previous lack of attention to gender issues while enhancing scaled-up mitigation actions: the programme aimed to build the capacities of women, rather than focusing solely on achieving a gender balance, and included a gender focus in its terms of reference when recruiting consultants.

²⁸ Decision 1/CP.13, paragraph 1(b)(ii).

²⁹ Agarwal and Shrivastava, 2014.

³⁰ Women in Europe for a Common Future, 2015.

In building national capacities on gender, the National Commission for Women and Children was recruited to organize gender training exercises for all gender focal points;

(b) Integrating gender issues into climate change related policy in response to the lack of cross-sectoral collaboration: gender focal officials in each sector ministry were tasked with integrating a climate change related perspective on gender into their respective sectors;

(c) Generating and providing sex-disaggregated data to the Government in order to improve policymaking, which was previously hindered by a lack of data.

64. Finance was another important focus area highlighted by the needs assessment, particularly for ensuring adequate attention to gender components when framing the country's annual plans and budgets. The incorporation of gender provisions in the national plans and sectoral budgets was complemented by specific budget allocations for targeting the integration of gender considerations into the climate change related policy frameworks.

65. The needs assessment also found that stakeholders had difficulties in comprehending the many interlinkages between gender and climate change, finding attempts to institutionalize gender from a climate change related perspective too technical. To remedy this, the initiative followed the UNDP Capacity Assessment Methodology³¹ to incorporate gender considerations into low-emission development planning. Lessons learned from previous experiences in gender mainstreaming from the UNDP Cambodia Country Office, following a multi-stakeholder approach by conducting group consultations as well as bilateral interactions with gender focal officials and women participants in order to build country-specific gender understanding, were also incorporated.

66. To increase gender balance and the capacity of women participants, UNDP required at least three women from each sector to be present for all low-emission capacity-building training sessions, in addition to the representation of gender focal points from each sector. The participation of women was also mobilized for capacity-building workshops on key sectoral and gender issues. Mainstreaming reference groups were created, comprising relevant stakeholders, to participate in the rapid needs assessments, and to assess and analyse policies with a view to identifying entry points for gender mainstreaming approaches in addition to other cross-cutting issues prior to approval in national policies. Gender focal points were established in relevant ministerial divisions and sectors to further enable the mainstreaming of gender issues into policy and practice.

67. In the Georgian case study, the initial stocktaking, undertaken by Women in Europe for a Common Future (WECF) and project partners, sought to examine the relationship between gender and energy in the context of poverty, and found that women had the greatest need for warm water compared to men, usually in relation to their household roles of cooking, cleaning, childcare, etc. The traditional methods of warming water involved resource-intensive energy sources such as biomass or conventional energy, which in turn contributed to issues of deforestation, land degradation and indoor air pollution. The solution crafted in response to the needs, concerns and priorities identified by the stocktaking exercise aimed to build local capacity for solar heating through the construction and maintenance of solar-powered water heaters.

68. Training for these activities specifically targeted both men and women in order to ensure the long-term and widespread use and adoption of the technology. The initial analysis also identified differential access to finance as a potential barrier, necessitating the development of financial instruments that could be accessible to women and men in rural

³¹ UNDP, 2008.

areas, with special mechanisms to enhance access for women who did not own land as collateral. The resulting recommendations from this step for gender-sensitive NAMA development were to ensure strong gender analysis in the pre-programme situation assessment and participatory assessment methods, with equal involvement of local women and men in the pre-programme assessment, which included: a needs assessment, time use surveys and the examination of women's participation in local decision-making bodies.

69. A gender-sensitive approach was specifically employed throughout the project design phase, aimed at the equal participation of women and men from the target regions in the assessment of all options under consideration, including planning and concept development. The design and planning of the capacity-building, building, operation and maintenance phases also aimed at gender parity in an attempt to ensure that any jobs created would also be accessible to women. Training sessions were designed with accessibility to women in mind, with a defined target for the participation of women. Lastly, a financing mechanism was designed and planned with a special focus on access to finance for women in rural areas. The recommendations arising from this phase of the case study targeted the equal participation of women and men throughout all stages of the planning process, including cost–risk–benefit assessments of various options, design, adoption, selection and assessment of technologies, with a specific reference to the need to apply gender-responsive budgeting throughout the design and planning of financial mechanisms.

70. In order to counter the low interest and engagement in implementation activities on the part of women, WECF developed a training format that sought to adapt to the traditional division of gender roles in Georgia by dividing the training course into sessions dedicated to either construction or maintenance/monitoring, or joint sessions that focused on both, allowing participants to choose the training sessions with which they felt more comfortable. Trainers were selected according to special criteria, including awareness and knowledge of gender issues. Gender was also a topic of the training sessions, aiming to create awareness of gender stereotypes, barriers and women's rights in order to enable the participation of both women and men in the decision-making processes to determine the construction and use of the technology. By involving both men and women in making the decisions regarding the use of the solar-powered heaters, as well as the capacity development, testing and demonstration phases, the long-term use and adoption of the technology was reinforced.

71. The project leaders chose to conduct the monitoring process in a participatory manner by including the trained beneficiaries in a gender-responsive manner through the creation of a special track on monitoring ways to increase the participation of women, which resulted in a participation rate of 35–40 per cent. In spite of this success, there was a severe lack of data generated, which prevented the monitoring process from being conducted in an effective manner. The recommendations resulting from this phase of the project called for the provision of incentives for better coverage of household baseline data, particularly with respect to expenditures, and the further disaggregation of data according to sex. Additionally, it was identified that the monitoring process could be improved through the use of participatory methods involving local partners in collaboration with assigned staff with gender expertise.

C. National adaptation plans

72. The NAP process was established under the Cancun Adaptation Framework, to enable Parties to formulate and implement NAPs as a means of identifying medium- and long-term adaptation needs and developing and implementing strategies and programmes

for addressing those needs.³² The Cancun Adaptation Framework calls for Parties to follow a country-driven, gender-sensitive, participatory and fully transparent approach.

73. The International Union for Conservation of Nature (IUCN) has produced guidelines on mainstreaming gender considerations into NAPs³³ that could be used to identify specific entry points for gender considerations and include several checklists to ensure that gender considerations are incorporated fully and effectively throughout the NAP process. The IUCN guidelines provide two initial checklists that can be used at the gender analysis stage of the policy/project/programme intervention. The first checklist examines the gender capacity of the institutional structure, emphasizing the need to enable a 'top-down' effect resulting from strong institutional commitments to incorporate gender considerations from the high-level guidance of NAP development. Specifically, this refers to the involvement of gender experts in senior management, the identification of gaps in gender knowledge and targeted solutions to build capacity where expertise is lacking. The second checklist is a guide to gender-responsive stocktaking/assessment. When conducting gender analysis, the IUCN guidelines recommend a systematic approach to gathering data, noting that a process solely involving the disaggregation of data could be insufficient, as the conceptual framework/instruments could themselves be gender-biased.

74. In the IUCN guidelines, barriers to cross-sectoral collaboration are identified as an additional major challenge inhibiting the holistic approach necessary for effective gender mainstreaming and preventing the gender dimensions of the national socioeconomic context from being taken fully into account. This can include dimensions of economic participation, educational attainment, health status, political empowerment and representation in decision-making processes. The guidelines also include a list of other relevant national policies that should be further examined through a gender lens to highlight interlinkages between gender and climate change that may otherwise be overlooked.

75. The IUCN guidelines present the formulation of a gender-responsive budget as an integral indicator of the level of commitment of decision makers to gender mainstreaming activities, as adequate resources are a crucial factor in their successful and effective implementation. The guidelines provide a checklist of questions to guide an analysis of the budget for all activities in order to discern differing impacts on men and women.

76. Increasing the participation of women through stakeholder engagement and capacity-building is another main focus of the IUCN guidelines. The guidelines stress the importance of using the information gathered from the checklists as a tool rather than an end in itself, in order to craft strategies that will enable the equitable participation of women as stakeholders and within all decision-making processes. Strategies include mapping gender expertise among stakeholders and determining ways to more effectively include women and women's representatives in workshops, dialogues and other forums conducted throughout the intervention. The guidelines also include a checklist to assess the need for the capacity-building of women's groups in order for them to engage meaningfully, both in issues related to women and in the sectoral areas covered by the NAP process, to enable them to make informed decisions and efforts in decreasing the cross-sectoral collaboration gap.

77. The promotion of gender equality is the main prerequisite of the IUCN checklists to determine the choice and formulation of activities taking place throughout the implementation process in order to meet the objectives of the NAP. This is also the guiding principle to ensure that gender expertise is included in the capacity of the implementing

³² Decision 1/CP.16, paragraph 15.

³³ IUCN, 2011.

team, enabling the inclusion of relevant stakeholders with gender capacity and the use of sex-disaggregated data in tracking gender-responsive indicators.

78. Lastly, the IUCN guidelines recommend that monitoring and evaluation processes be participatory, with the ability to assess both qualitative and quantitative data in successfully tracking and analysing the gender responsiveness of the implementation process.

D. Technology needs assessments

79. TNA is the first step conducted in order to understand a developing country's specific needs for technology transfer and development and to determine its technology priorities for the mitigation of GHG emissions and adaptation to climate change. The process is implemented by the United Nations Environment Programme (UNEP) and the UNEP DTU Partnership³⁴ on behalf of the GEF.

80. Technology transfer and development are central to the mitigation of and adaptation to climate change related impacts, extending beyond tools and machinery to include knowledge, processes, activities, and socioeconomic and cultural contexts. Relevant selected tools and guidelines have noted that women are also key users of the technologies needed to adapt to and mitigate the impacts of climate change, despite the widespread perception of technology as either gender-neutral or a male-dominated arena with little or no need for the integration of gender considerations. However, neglecting to include women in the assessment of climate change related technology needs in developing countries can result in the slow adoption of relevant technology. Further, the use of gender analysis in studies has also demonstrated that women tend to reject riskier technologies that may negatively impact the environment and local communities.³⁵

81. Incorporating gender considerations into every step of the technology cycle, from design to implementation and evaluation, will provide social and economic co-benefits that will make technologies more attuned to the needs of the community as a whole and encourage adoption by end users while advancing gender equality. Similarly, training sessions should be conducted with the needs and abilities of women in mind in order to facilitate the operation, maintenance and repair of the technologies by all members of the community and avoid causing additional burden to the daily lives of users.

82. An expert group meeting organized by UN Women, the UNFCCC and the United Nations Department of Economic and Social Affairs, with a focus on implementing gender-responsive actions in the context of sustainable development, produced the following recommendations for national teams on integrating gender considerations throughout the TNA process:³⁶

(a) **National TNA teams:** ensure that gender considerations are addressed by the national TNA team; ensure that the national TNA team works with and involves national gender-equality mechanisms, such as the ministry in charge of gender issues; ensure that criteria for the selection of consultants for the TNA process include gender expertise in technology for adaptation and mitigation, and that consultants contribute to developing domestic capacities on gender and climate change related technologies within government

³⁴ The partnership, formerly known as the UNEP Risoe Centre, operates under a tripartite agreement between Denmark's Ministry of Foreign Affairs, the Technical University of Denmark (DTU) and UNEP.

³⁵ UN Women, 2015.

³⁶ UN Women, 2015.

agencies responsible for the TNA; and foster ‘gender equality champions’ that influence and support the entire process;

(b) **Participation of women:** ensure the participation of women and the availability of gender-equality expertise in stakeholder consultations; ensure that women’s and civil society organizations that promote and work in various technology sectors at different levels are identified and engaged as stakeholders in the consultations at various stages in the TNA process; allocate adequate funds to ensure the meaningful involvement of local women’s groups that use and promote gender-sensitive climate change related technologies, giving special attention to addressing language barriers in effective participation; and tap into government structures and processes in local consultations with respect to planning, implementation, monitoring and evaluation, to make use of and strengthen institutional resources;

(c) **Reports and guidance:** incorporate gender perspectives into TNA reports and technology action plans; ensure that technical and operational guidance provided to national TNA teams includes gender-specific guidance for analysing, synthesizing and reporting TNA results; and link reported TNA results with existing national gender equality action plans or strategies for enhancing action.

83. The recommendations also included guidance for United Nations agencies in supporting the TNA process and implementation; a number of the recommendations are currently being implemented. For example, the UNEP DTU Partnership and UNEP have recently updated a key technical, policy and operational guidebook on TNAs to integrate gender perspectives.³⁷

E. REDD-plus

84. The REDD-plus mechanism creates a financial value for the carbon stored in forests by offering incentives for developing countries to reduce emissions from forested lands and invest in low-carbon paths to sustainable development. REDD-plus also includes the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in its activities.

85. The guidance note developed by the United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD Programme)³⁸ addresses the challenges identified through the following five-step process: step 1: establish a baseline through gender analysis; step 2: mobilize gender expertise and create partnerships; step 3: ensure the effective participation of women; step 4: ensure a gender-sensitive REDD-plus strategy; and step 5: monitor and report on gender mainstreaming.

86. The steps provided in the guidance note are accompanied by the rationale for the measures recommended, followed by an outline of the data required and a list of actionable items that can be used to guide the formulation and implementation of gender-responsive activities in the forestry sector. The steps are also accompanied by concrete examples of case studies and good practices.

87. Increasing the participation of women in forest management strategies is a major focus of the guidance note, as well as other studies on gender mainstreaming in the forestry sector. Despite the fact that women are primary users of forests, with women in poor rural

³⁷ UNEP DTU Partnership, 2015.

³⁸ UN-REDD Programme, 2013.

areas relying on forest resources for their subsistence, they remain the most marginalized of community members with respect to decision-making at every level.

88. This lack of representation of women at the decision-making level has had negative consequences on the efficiency, efficacy and sustainability of climate change related actions in the forestry sector, as men's and women's knowledge of trees and non-timber forest products are not only traditional and complex, but can vary greatly according to gender. Women's differentiated access to and control over resources, knowledge, decision-making structures and distribution of benefits, coupled with their lack of representation in community forest groups and other decision-making processes, further undermines their ability to craft and implement sustainable strategies.³⁹

89. Several measures are therefore suggested for building the effective participation of women. The needs assessments described in the guidance note can be used to collect and analyse sex-disaggregated data on time use and income, including household/care work and formal and informal labour, that highlight obstacles and opportunities for the participation of women. These data can then inform participatory processes to include, where appropriate, the use of women-only interviews and gender-specific focus groups and group consultations. In addition to building capacity for sensitization to and implementation of gender-equality principles, women's awareness of their rights and the barriers to exercising those rights should be strengthened to increase the accountability of governments, corporations and other actors. Norway's use of quotas, mandates and requirements for gender balance in decision-making bodies also serves as a guide for incorporating similar measures in REDD-plus activities. Figure 2 below demonstrates the benefits of increasing the participation of women in community forestry programmes.

Figure 2

Examples of the participation of women in community forestry in India and Nepal

A 2011 study in India conducted by Nimai Das succeeded in proving their hypothesis: that gender planning in participatory forestry programmes increases women's income through empowering them in the management of the system, reduces their time to engage in collection of forest produce, and augments involvement in other forestry tasks such as processing of forest produce. The study also revealed that women in the female managed FPC villages became major contributors to their family income [therefore improving household income level/economic conditions]. Source: Rural Das, 2011

In 2006, a study on the gendered effects of participation in decentralized environmental conservation examined data collected from over 675 village level forest protection committees in Madhya Pradesh, India. The study had dual objectives- to better understand the extent to which women are equal participants in or beneficiaries of JFM, and how their participation affects resource related outcomes or institutional effectiveness. The research is especially relevant for contexts where women depend on and are extensively involved in the harvesting of non-timber forest. The study shined a particular light on how women in these villages participate and become instrumental in positive development outcomes. Their statistically significant findings were positive in all three outcomes: women's participation was associated with a 24 percent increase in the probability of controlling illicit grazing; a 28 percent increase in controlling illicit felling, and increased regeneration of allotted forest by approximately 28 percent. Moreover, in the case of illicit grazing, results indicate that when women belong to a forest protection committee, participate in meetings of that committee and patrol the forest then, the probability of controlling illicit grazing is 25percent higher than in communities where women do not participate in these activities. Source: Agrawal et al 2006

Source: United Nations Development Programme. 2011. *The Business Case for Mainstreaming Gender in REDD+*. Available at <http://www.undp.org/content/undp/en/home/librarypage/womens-empowerment/the_business_caseformainstreaminggendereinredd.html>.

³⁹ UNDP, 2011.

F. The Financial Mechanism

90. The GEF and the GCF are the two operating entities of the Financial Mechanism established under Article 11 of the Convention. The Financial Mechanism is accountable to the COP, and the GEF and the GCF receive guidance from the COP on policies, programme priorities and eligibility criteria for funding under the Convention. The GEF and the GCF have both established gender policies and gender-equality action plans that affirm their commitment to gender mainstreaming: (1) within their respective institutions; (2) within related requirements for projects proposed by GEF agencies and national designated authorities (NDAs), and accredited entities, in the case of the GCF; and (3) within GEF agencies, NDAs and accredited entities themselves.

91. The action plans developed by both the GEF and the GCF include activities such as the development of the tools and guidelines necessary to guide GEF agencies, NDAs and accredited entities in gender mainstreaming activities. While no specific tools and guidelines have yet been finalized, the gender policies and requirements contained in the gender action plans are aligned with the recommendations outlined by the gender mainstreaming framework discussed in chapter III above, as they target: the invisibility of the roles and needs of women in the formulation of climate change related actions; the lack of institutional knowledge and capacity on gender components; the lack of cross-sectoral collaboration; the lack of participation of women in and benefits accruing to women from activities, services and decision-making processes; and gaps in data to support all of the above-mentioned issues and to monitor/evaluate progress in achieving gender-related goals.

G. The Global Environment Facility

92. The GEF policy on gender mainstreaming⁴⁰ established the requirement for GEF agencies to have “policies or strategies that satisfy seven minimum requirements to ensure gender mainstreaming” in all projects funded by the GEF, and through its Gender Equality Action Plan (GEAP),⁴¹ has outlined the necessary tools and guidelines to build capacity and support its effective implementation.

93. GEAP recommends conducting gender analysis at the early stage of project preparation to determine the different roles, needs and knowledge of women and men, thereby setting a baseline and enabling the development of gender-responsive project design, including the allocation of an appropriate budget. Further, GEAP notes that a portion of the GEF project preparation grant and co-financing could be utilized to conduct appropriate gender analysis.

94. To facilitate gender-responsive project design, the GEF intends to review and incorporate a specific section on gender mainstreaming into the templates and/or guidelines for the project identification form, the chief executive officer endorsement request form, the project implementation report, the midterm evaluation report, the terminal evaluation report and other relevant documents.

95. The policies and guidelines of the GEF Independent Evaluation Office will be updated to include gender-responsive elements throughout the performance evaluation, country portfolios, impact evaluations and thematic evaluations, to ensure that gender outcomes are adequately captured throughout the project evaluation process.

⁴⁰ GEF, 2012.

⁴¹ GEF, 2014.

96. The project results framework will be updated to include gender-responsive indicators and sex-disaggregated data, where relevant. A guidance paper to be prepared under GEAP will further clarify how these indicators will be monitored and reported, including standards and methods (e.g. who, how and when) for collecting relevant data and indicators.

97. To consolidate and present the tools and guidelines in a cohesive manner, the GEF intends to create an interactive web page on gender mainstreaming, facilitating the exchange of existing and new knowledge and lessons learned on gender mainstreaming activities derived from specific GEF programmes and projects, as well as to provide weblinks to best practices and practical tools for gender mainstreaming, including online training modules, webinars and interactive online platforms for knowledge exchange.

98. Through its Small Grants Programme (SGP), the GEF has developed a track record of gender-responsive projects that implement the actions and steps outlined by the gender mainstreaming framework, resulting in the prominent integration of gender considerations into projects with multifocal areas (e.g. water management or land degradation) and in climate change related adaptation. The focus of SGP is primarily on the provision of smaller financing sums accessible to national-level organizations, in particular, women's organizations,⁴² providing an indication of the potential success of developing other innovative methods for integrating gender considerations into larger-scale projects.

99. In addition to GEAP, and in recognition of the challenges involved in implementing gender equality in its projects, even with its GEAP, the GEF launched an inter-agency working group on gender in 2015 called the GEF Gender Partnership. The GEF states that the partnership "serves as a platform for consultations, coordination and knowledge sharing to accelerate efforts to mainstream gender equality and empower women within the broader context of sustainable development".⁴³

H. The Green Climate Fund

100. In its Gender Policy and Action Plan (GPAP),⁴⁴ the GCF notes that in support of generating greater and more sustainable gender-equitable climate change related results, the project approval process will consider giving additional weight to projects with well-designed gender elements. In order to support NDAs and accredited entities in conducting the above-mentioned activities and accessing funding, the GCF will provide readiness and preparatory support, including gender training and capacity-building through partnerships with organizations, on request.

101. In formulating project proposals, NDAs are encouraged to use, as appropriate, their national gender competencies in order to review their climate change related plans, programmes and projects and ensure that project proposals are aligned with the national gender policies, as well as with their climate change related policies and priorities. The core elements of the guidelines for NDAs and accredited entities that apply to all activities, including private-sector activities, are included in GPAP, as follows:

“(a) A mandatory initial socioeconomic and gender assessment, complementary to the environmental and social safeguards (ESS) process, which accredited entities will be required to undertake in order to collect baseline data, and to:

⁴² UN Women, 2015.

⁴³ See <<https://www.thegef.org/gef/node/11557>>.

⁴⁴ GCF, 2015.

- “(i) Determine how the project/programme can respond to the needs of women and men in view of the specific climate change issue to be addressed;
- “(ii) Identify the drivers of change and the gender dynamics in order to achieve the project/programme adaptation or mitigation goals;
- “(iii) Identify and design the specific gender elements to be included in the project/programme activities;
- “(iv) Estimate the implementation budgets;
- “(v) Select output, outcome and impact indicators;
- “(vi) Design project/programme implementation and monitoring institutional arrangements;
- “(b) Gender equitable stakeholders’ consultations with the gender parameters provided in the policy;
- “(c) Inclusion of gender perspective in the application of the mandatory project/programme social and environmental safeguards in line with project/programme-specific requirements of the Fund’s ESS in accordance with decision B.07/02; and
- “(d) Project screening for gender sensitivity at the various stages of the project preparation, appraisal, approval, and monitoring process, by the relevant bodies (NDAs, accredited entities, the Secretariat).”⁴⁵

102. To support the implementation of the above-mentioned actions, GPAP outlines the following items to be achieved within the period 2015–2017:

- (a) Appoint a senior social development and gender specialist within the Country Programming Division;
- (b) Provide guidance for NDAs and accredited entities: on the mandatory socioeconomic and gender assessment at the start of each project/programme; on gender-sensitive project design elements, budgets, results and monitoring; and on impact indications, preparation, implementation and monitoring of institutional arrangements;
- (c) Review and recommend to NDAs and accredited entities toolkits and sourcebooks on gender and climate change mitigation and adaptation, including for specific sectors.

I. The Paris Agreement

103. On 12 December 2015, the COP adopted the Paris Agreement. In the preamble to both the Paris Agreement and decision 1/CP.21, the COP acknowledges that, when taking action to address climate change, Parties should respect, promote and consider their respective obligations in relation to, among other things, gender equality and the empowerment of women. In addition, the Paris Agreement refers to the need for gender-responsive action in relation to adaptation (Article 7) and capacity-building (Article 11).

104. In addition to specific thematic areas that will continue to offer entry points for implementing gender-responsive climate change related policies under the Paris

⁴⁵ GCF, 2015.

Agreement, as well as the Convention and its Kyoto Protocol, each Party to the Paris Agreement is required to prepare, communicate and maintain successive nationally determined contributions (NDCs) that it intends to achieve. Parties are required to communicate their NDCs every five years.⁴⁶

105. The intended nationally determined contributions (INDCs) submitted by Parties prior to the adoption of the Paris Agreement may provide insight into the possible entry points for gender-responsive climate change related actions in subsequent NDCs. In research conducted by IUCN on the gender responsiveness of INDCs, it was found that of the 160 INDCs reviewed, 37.5 per cent explicitly mentioned “women” or “gender” in the context of national ambitions, 31 referenced a gender dimension both for the mitigation and adaptation components of their commitments and 4 specifically addressed gender in mitigation actions.⁴⁷

106. Currently, there are no specific tools or guidelines for the preparation of either INDCs or NDCs. Nevertheless, the gender mainstreaming framework set out in chapter III above could be applied across sectors, programmes, policies and/or regulations that Parties implement to meet their obligations in relation to NDCs.

V. Tools and methods to assess the environmental, social and economic benefits of involving men and women equally in climate change related activities

107. It has proven difficult to formulate methods for capturing the dimensions of climate change related impacts on women and men, and the ways in which these impacts differ. To effectively formulate such methods, a mechanism that measures, unitizes and validates both qualitative and quantitative data (the lack of which is another well-documented challenge) would be required, in order to turn the data into a unit with market value. These challenges have gained great attention in the light of the growing global interest in increasing environmental, social and economic benefits for women to a level that is on par with men. Numerous studies and reports describe the advantages of increasing benefits for women, citing results at all levels, from increased agricultural productivity owing to the access of women to decision-making and assets, to higher company revenues from increased gender diversity on company boards.⁴⁸

108. The W+ standard, developed by the Women Organizing for Change in Agriculture & Natural Resource Management NGO, is an example of results-based financing applicable to a wide range of economic development and environment projects. It seeks to incentivize investments in equitable benefits and gender goals through the vigorous measuring, monitoring and verification of progress in the empowerment of women in six areas: time, income and assets, health, leadership, education and knowledge, and food security. The result is a quantified W+ unit that project developers can sell to corporations, investors or individual buyers, providing them with quantified results of benefits. A portion of the money raised also goes directly to the women beneficiaries, which helps to circumvent challenges such as corruption or elite capture that may otherwise prevent women beneficiaries from accessing financial benefits.⁴⁹

⁴⁶ Paris Agreement, Article 4.

⁴⁷ IUCN, 2016.

⁴⁸ Gurung and Pearl-Martinez, 2015.

⁴⁹ Gurung and Pearl-Martinez, 2015.

109. Thus far, the W+ standard remains one of the few examples of quantitative tools to assess the environmental, social and economic benefits of involving men and women equally in climate change related activities, which highlights the need to further develop such tools and methods. These mechanisms could directly support the goals of gender mainstreaming within climate change related activities by providing an institutional foundation for the generation of the necessary data and its subsequent quantification for capturing the many dimensions of climate change related impacts on women and men.

VI. Gaps and challenges

110. The tools and guidelines considered in this technical paper provide a wealth of information from which to draw in order to identify entry points for gender considerations in various climate change related processes under the Convention, supported by examples of good practices and case studies that make strong arguments for the efficacy of the recommended actions. It is important to note, however, the heavily contextualized nature of many of the good practice examples or interventions cited, which may affect their ability to inform the successful replication of the practices and approaches in other contexts. The nature of gender roles and the ways in which they are formed, experienced and adapted in various socioeconomic and cultural contexts require strategies and solutions to be similarly informed by wide-ranging contextual analysis in order to determine which factors enable the success of a particular approach and facilitate its effective scaling up and replication. This also requires investment in generating the data necessary for the indicators that are pivotal to the monitoring and evaluation processes.

111. The need to systematize information and knowledge extends to another challenge identified by the tools and guidelines. The interlinkages between gender and climate change reflect the myriad ways in which the impacts of climate change differentially affect women. This requires actors and stakeholders to obtain and utilize information from various knowledge areas that are seemingly disparate, yet linked in ways that need to be identified and addressed through concerted actions. The tools and guidelines aim to tackle this challenge through the creation of an enabling environment that can support a holistic approach towards gender mainstreaming, which in turn requires effective coordination and political commitment, as well as a corresponding commitment in resources.

112. A compounding challenge noted by the tools and guidelines is the limited gender expertise, funding and capacity-building efforts with which to carry out such actions. An inadequate understanding of the relevance of gender beyond women's issues results in insufficient knowledge and experience when using the tools of gender analysis and planning in the project cycle. Lack of adequate financial and human resources dedicated to ensuring the gender responsiveness of projects and building the gender awareness and expertise of staff and stakeholders threatens to continue undermining the efficacy of climate change related actions until the required commitment and resources are brought to bear in filling the gaps. This challenge is magnified by a continued deficiency of sex-disaggregated data and information, and mechanisms for sharing gender-related information with which to inform and support gender-responsive actions.

113. The overarching challenge encountered by all the tools and guidelines remains the lack of participation of women in climate change related activities. The participatory approach advocated by the gender mainstreaming framework requires that significant efforts be made to engage with women in a substantive manner at every stage of the process of formulating, implementing and monitoring climate change related actions, both in an institutional capacity and as stakeholders, end users, beneficiaries, etc., in order to change the potentially harmful perception of climate change related impacts and responses as "gender-neutral". As the tools and guidelines repeatedly assert, the process of formulating

and implementing more effective and sustainable climate change related interventions are well served by the inclusion of women's voices and allows them to defy the stultifying categories of victimhood that they are often placed in by catalysing their roles as agents of change.

References

- Agarwal S and Shrivastava M. 2014. *Integrating Gender Targets into LEDS and NAMAs. Case Study*. Available at <http://mitigationpartnership.net/sites/default/files/bhutan_gpa_long_0.pdf>.
- Budlender D. 2014. *Tracking Climate Change Funding: Learning from Gender-Responsive Budgeting*. Available at <<http://www.internationalbudget.org/wp-content/uploads/Tracking-Climate-Change-Funding-Learning-from-Gender-Responsive-Budgeting.pdf>>.
- Committee for Preparing the Fourth National Communication. 2006. *Finland's Fourth National Communication under the United Nations Framework Convention on Climate Change*. Available at <<http://unfccc.int/resource/docs/natc/finnc4.pdf>>
- ENERGIA. 2010. *A Guide on Gender Mainstreaming in the Africa Biogas Partnership Programme (ABPP)*. Available at <<http://energia.org/wp-content/uploads/2015/02/16-a.-Guide-on-gender-mainstreaming-in-the-ABPP.pdf>>.
- ENERGIA. 2011. *Mainstreaming Gender in Energy Projects: A Practical Handbook*. Available at <http://energia.org/wp-content/uploads/2015/02/01.-Mainstreaming_gender_in_energy_projects_A_practical_Hand_book.pdf>.
- Food and Agriculture Organization of the United Nations (FAO). 2011. *Training Guide: Gender and Climate Change Research in Agriculture and Food Security for Development*. Available at <<http://www.fao.org/docrep/015/md280e/md280e00.htm>>.
- FAO. 2013. *Mainstreaming Gender in Fisheries and Aquaculture: A Stock-taking Exercise. Final report*. Available at <<http://www.fao.org/3/a-i3184e.pdf>>.
- Global Environment Facility (GEF). 2012. *Policy on Gender Mainstreaming*. GEF document SD/PL/02. Available at <https://www.thegef.org/gef/sites/thegef.org/files/documents/document/Gender_Mainstreaming_Policy-2012.pdf>
- GEF. 2014. *Gender Equality Action Plan*. Available at <https://www.thegef.org/gef/sites/thegef.org/files/documents/25_EN_GEF.C.47.09_Gender_Equality_Action_Plan.pdf>.
- Green Climate Fund (GCF). 2015. *Gender Policy and Action Plan*. GCF document GCF/B.09/10. Available at <http://www.greenclimate.fund/documents/20182/24949/GCF_B.09_10_-_Gender_Policy_and_Action_Plan.pdf/fb4d0d6c-3e78-4111-a01a-e5488f9ed167?version=1.1>.
- Gurung J and Pearl-Martinez R. 2015. *Accelerating Investments in Women through Certification*. W+ White Paper 2015/1. Available at <<http://www.wplus.org/White-paper-wplus-2015/1>>.
- International Union for Conservation of Nature (IUCN). 2011. *Draft Guidelines to Mainstreaming Gender in the Development of National Adaptation Plans (NAPs)*. Available at <<http://unfccc.int/resource/docs/2011/smsn/ngo/306.pdf>>.
- IUCN. 2016. *Gender in Mitigation Actions*. Available at <https://portals.iucn.org/union/sites/union/files/doc/gender_in_mitigation_actions_feb_2016.pdf>.
- Olsson L, Opondo M, Tschakert P, Agrawal A, Eriksen SH, Ma S, Perch LN and Zakiideen SA. 2014. *Livelihoods and poverty*. In: *Climate Change 2014: Impacts, Adaptation, and Vulnerability. Part A: Global and Sectoral Aspects. Contribution of Working Group II to the Fifth Assessment Report of the Intergovernmental Panel on*

Climate Change. Available at <https://ipcc-wg2.gov/AR5/images/uploads/WGIAR5-Chap13_FINAL.pdf>.

United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (UN-REDD Programme). 2012. *Integrating Gender into REDD+ Safeguards Implementation in Indonesia*. Available at <http://www.unredd.net/index.php?option=com_docman&Itemid=134&view=document&alias=10375-integrating-gender-into-redd-safeguards-implementation-in-indonesia-un-redd-nov-2012-10375&category_slug=gender-and-womens-empowerment-in-redd-1044>.

UN-REDD Programme. 2013. *Guidance Note on Gender Sensitive REDD+*. Available at <http://www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/Guidance%20Note%20Gender%20Sensitive%20REDD%20English_FINAL.pdf>.

United Nations Development Programme (UNDP). 2008. *Capacity Assessment Methodology User's Guide*. Available at <<http://www.undp.org/content/dam/aplaws/publication/en/publications/capacity-development/undp-capacity-assessment-methodology/UNDP%20Capacity%20Assessment%20Users%20Guide.pdf>>.

UNDP. 2011. *The Business Case for Mainstreaming Gender in REDD+*. Available at <http://www.undp.org/content/undp/en/home/librarypage/womens-empowerment/the_business_caseformainstreaminggenderinredd.html>.

UNDP. 2015. *Gender Responsive National Communications Toolkit*. Available at <<http://www.undp.org/content/undp/en/home/librarypage/womens-empowerment/gender-responsive-national-communications.html>>.

United Nations Entity for Gender Equality and the Empowerment of Women (UN Women). 2014. *Gender Mainstreaming in Development Programming*. Available at <<http://www.unwomen.org/~media/headquarters/attachments/sections/how%20we%20work/unsystemcoordination/gendermainstreaming-issuesbrief-en%20pdf.pdf>>.

UN Women. 2015. *Implementation of Gender-Responsive Climate Action in the Context of Sustainable Development: Report of the Expert Group Meeting*. Available at <https://unfccc.int/files/gender_and_climate_change/application/pdf/egmreport_bonn_final_25_november_2015.pdf>.

UNEP DTU Partnership.¹ September 2015. *Identification and Engagement of Stakeholders in the TNA Process. A Guide for National TNA Teams*. Available at <<http://www.tech-action.org/Publications/TNA-Guidebooks>>.

United Nations Industrial Development Organization (UNIDO). 2014. *Guide on Gender Mainstreaming Energy and Climate Change Projects*. Available at <https://www.unido.org/fileadmin/user_media_upgrade/What_we_do/Topics/Women_and_Youth/Guide_on_Gender_Mainstreaming_ECC.pdf>.

Women in Europe for a Common Future. 2015. *Access to Affordable Low-Cost Solar Water Heating Solutions as a Basis for the First Gender-Sensitive Nationally Appropriate Mitigation Action (NAMA) in Georgia*. Case study. Available at <http://www.wecf.eu/download/2015/November/Gender_Sensitive_NAMA-WECF.pdf>.

¹ The partnership, formerly known as the UNEP Risoe Centre, operates under a tripartite agreement between Denmark's Ministry of Foreign Affairs, The Technical University of Denmark (DTU), and the United Nations Environment Programme (UNEP).