



MAINSTREAMING GENDER IN MITIGATION AND TECHNOLOGY DEVELOPMENT AND TRANSFER INTERVENTIONS

CAPACITY-BUILDING PACKAGE



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PART 1: GENDER MAINSTREAMING TOOLKIT

1

Introduction

1.1 BACKGROUND

At the Twentieth Session of the Conference of the Parties (COP 20) of the United Nations Framework Convention on Climate Change (UNFCCC) (Lima, December 2014), the Parties adopted the Lima Work Programme on Gender, which aims to advance the implementation of existing gender mandates across all areas of the climate negotiations.¹

BOX 1. GENDER MAINSTREAMING IN THE LECB

The US\$40 million Low Emission Capacity Building (LECB) Programme (2011-2017) aims to support climate change mitigation efforts and low-emissions development strategies and to enhance monitoring and reporting systems. Active in 25 countries, the Programme supports the capacity-building of public and private sectors on Low-Emission Development Strategies (LEDS) and Nationally Appropriate Mitigation Actions (NAMAs), as well as the underlying Greenhouse Gas (GHG) national inventory systems and Measurement, Reporting and Verification (MRV) systems.

The LECB has produced a step-by-step guide to help practitioners incorporate gender considerations into low-emission development planning and implementation. This practical guide suggests entry points for gender mainstreaming and is accompanied by a comprehensive 'Toolkit', which provides users with hands-on resources to accompany the process of gender inclusion. It also provides first-hand data on how to operationalize and incorporate gender considerations that simultaneously support national low-carbon.

This capacity-building package has been designed for policymakers to guide them on how to promote gender equality across all levels of policy and programming in climate change, and to provide them with the necessary tools to do so.

UNDP has been working with governments to integrate gender equality and women's empowerment into climate change dialogue and climate finance structures. At the global level, UNDP, along with its partners from the Global Gender and Climate Alliance (GGCA), has been supporting the integration of gender equality into the climate negotiation processes and into the policy and governance structures of key climate finance mechanisms, such as the Green Climate Fund. At a local level, UNDP engages with communities to

1 Conference of the Parties (COP 20) of the United Nations Framework Convention on Climate Change (UNFCCC), 'Lima Work Programme on Gender', unfccc.int/files/meetings/lima_dec_2014/decisions/application/pdf/auv_cop20_gender.pdf.

address the specific vulnerabilities of women to climate change and empower them as agents of change. This exposure places UNDP in a unique position to extend support on integrating gender equality into climate change mitigation and technology development and transfer initiatives.

1.2 PURPOSE AND OBJECTIVES OF THIS PACKAGE

As an awareness-raising tool for policymakers on mainstreaming gender in climate change actions, this package aims to:

- Raise awareness on the need to/relevance of mainstreaming gender in climate change actions, including in decision-making at the top level;
- Encourage policymakers to mainstream gender across institutions and at international, national and local levels;
- Inform non-gender specialists about the tools and strategies available to ensure that gender sensitivity is meaningfully employed in policy and programme implementation at all stages, including in policy appraisal, implementation and Monitoring and Evaluation (M&E); and,
- Assist policymakers in identifying concrete entry points for gender sensitivity action and on how to determine which actions are appropriate.

The package provides tangible examples taken from UNDP's work with gender mainstreaming (GM) in Bhutan and Cambodia. Not only will the information provided be useful to policymakers, the content can also be adapted for use by practitioners working on integrating gender into climate change projects and programmes.

BOX 2. WHAT DOES THE PACKAGE CONTAIN?

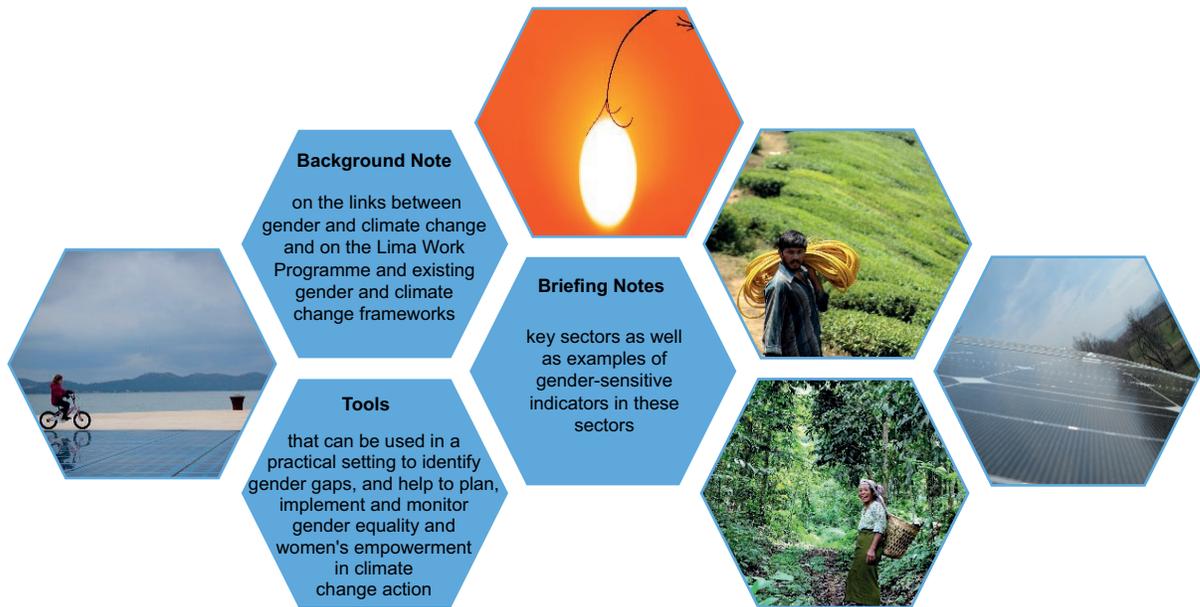
- Provides an overview of the core issues on the ground in the developing world in the key areas of transport, waste management, energy, water and housing.
- Demonstrates the links between gender and climate change in these core sectors by drawing on best practice examples from UNDP projects and programmes as well as by highlighting climate change policies and strategies that are demonstrating results.
- Provides an inventory of tools and strategies that can be utilized by policymakers to mainstream gender in climate change action.
- Presents in detail some of the key tools and concepts related to incorporating gender in reporting.

1.3 USING THIS PACKAGE

The package consists of two elements, which are to be used together:

- This document, designed to be used as a background note;
- Briefing Notes on gender issues pertaining to the energy, water, transport, housing and waste management sectors, which can be used as stand-alone documents to develop a basic understanding and give ideas about possible entry points for gender work in these sectors; and,

The following infographic provides an outline of what you can expect to find in this package. While the various sections are connected to and build on each other, each of the sections can also be treated as separate, stand-alone notes for guidance in the particular area. For example, the Briefing Notes are materials that can be used to provide an issue overview to consultants carrying out specific tasks, such as, for example, formulating a NAMA proposal.



This package has been designed to give policymakers the tools and information needed to systematize gender mainstreaming across all levels of a climate change initiative. After an introduction, the package elaborates on the rationale for integrating gender into climate change actions. This is followed by a set of practical tools that may be applied at various stages of programme/policy formulation and implementation. The last section of this document presents a case study from Cambodia that exemplifies how gender has been incorporated into climate change programming and national policies.

Overview of the Links between Gender and Climate Change

2

“Women and men contribute differently to the causes of climate change, are differently affected by climate change, react differently to its impacts and, given the choice, favour different solutions to mitigate and different options for dealing with the consequences of climate change.” (Women for Climate Justice, 2009)²

BOX 3. CLARIFYING TERMS

The term gender is not the same as the term sex.

Sex refers to the biological differences between men and women, which are universal and do not change.

Gender, on the other hand, refers to social attributes that are acquired during socialization as a member of a given community. Because these attributes are learned behaviours, they can and do change over time, and they vary across cultures. Gender therefore refers to the socially given attributes, roles, activities, responsibilities and needs connected to being men (masculine) and women (feminine) in a given society at a given time, and as a member of a specific community within that society.

Gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women’s issue but should concern and fully engage men as well as women.

Sources: UNDP, 2001, ‘Gender in Development Programme Learning & Information Pack: Gender Analysis’, www.undp.org/content/dam/undp/library/gender/Institutional%20Development/TLGEN1.6%20UNDP%20GenderAnalysis%20toolkit.pdf; and UNWOMEN website, ‘Concepts and Definitions’, www.un.org/womenwatch/osagi/conceptsanddefinitions.htm.

2 GenderCC – Women for Climate Justice, 2009, ‘Gender into Climate Policy: Toolkit for Climate Experts and Decision-Makers’.

Climate change affects everyone, but its impacts are distributed differently among regions, age classes, income groups, occupations and genders.³ The poor, the majority of whom are women living in developing countries, are likely to be disproportionately affected. This is because vulnerability and the capacity to adapt to the process of climate change are affected by various factors, including age, education, social status, wealth, access to resources, sex, gender and many other social dimensions.⁴ Notably, gender disparities in many parts of the world have resulted in women being disproportionately affected by poverty. Women,

- tend to earn less income and have lower earning potential;
- have less access to property, information and resources; and,
- are more affected by pervasive issues relating to discrimination and gender-based violence.

Men and women also use and manage natural resources differently and this may disproportionately benefit or burden either group depending on the circumstances.

In summary, the gender and climate change linkage matters because:⁵

- Women are among the poorest of the world's population, representing about 70 per cent of the people who live on less than US \$1 per day;⁶
- Climate change impacts women and men differently, to the detriment of women, and existing gender inequalities are likely to be exacerbated by climate change in the following ways:
 - As women rely more on natural resources for their livelihoods, the decline in land and biomass productivity affects women more than men, especially in rural areas, and exacerbates their poverty.
 - Manifestations of climate change, such as drought, exacerbate fuelwood and water scarcity and add more to the domestic burdens of women than to those of men.
 - In urban areas, after climate-related disasters it is harder for poor women than for poor men to recover their economic status and welfare.
 - Women, as well as men, can significantly contribute to combating climate change as knowledgeable, small-scale farmers and leaders of climate change adaptation and mitigation initiatives.

In general, climate change is seen to accentuate existing gender-based inequalities.⁷ The following table presents an overview of the linkages between gender issues and specific subsectors.

3 International Union for Conservation of Nature (IUCN) and UNDP, 2009, 'Training Manual on Gender and Climate Change', www.iucn.org/news_homepage/events/unfccc2/events/2011_durban/publications/?uPubsID=3592.

4 UNDP et al., 'Pacific Gender & Climate Change Toolkit: Tools for Practitioners'.

5 Green Climate Fund, 2015, 'Gender Policy and Action Plan' (GCF/B.09/10), www.gcfund.org/fileadmin/00_customer/documents/MOB201503-9th/10_-_Gender_Policy_and_Action_Plan_20150304_fin.pdf.

6 Food and Agricultural Organization (FAO), 2011, as cited in Green Climate Fund, 2015, 'Gender Policy and Action Plan' (GCF/B.09/10).

7 UNDP and Global Gender Climate Alliance (GGCA), 2012, 'Gender and Climate Change Capacity Development Series, Africa, Training Module 1: Overview of Linkages between Gender and Climate Change'.

Gender Issues in Key Sectors

Energy	Transport	Water	Waste	Housing
<ul style="list-style-type: none"> • Unequal distribution of safe and clean energy limits productive options and exacerbates poverty for men and women • Burning of biomass fuel causes indoor air pollution (IAP), linked to health problems affecting mainly women and children • Especially in rural areas, women spend significant amounts of time and effort fetching fuel, fodder and water for homes.⁸ Women and girls often collect fuel, water and fodder by themselves, and, particularly in conflict or post-conflict situations, this can present a threat to their security 	<ul style="list-style-type: none"> • Women are underrepresented as employees in the transport sector • Women have different travel needs, which are often considered “off-peak” • Women are more likely to use public transport (PT) to visit more than one place in a trip, they also take shorter and more frequent journeys • Women may face risks to their personal security while utilizing PT • Sociocultural norms may shape the way women use PT (for example, they may need a chaperone) 	<ul style="list-style-type: none"> • Widespread water shortages are being exacerbated by climate change • Prevalence of unequal distribution of clean water • Women and children are often at the bottom of the power hierarchy and are less likely to have decision-making power or access to water for drinking, cooking or productive purposes 	<ul style="list-style-type: none"> • Many women are employed in the waste sector • Not many women are in decision-making positions in the waste sector • Women’s voices about waste management often go unheard, yet they are very often the people dealing with household waste • Lack of control over income results in women’s inability to invest in waste management solutions 	<ul style="list-style-type: none"> • Women are more discriminated against in the housing sector due to their gender and other factors such as race and poverty (this can affect tenure and living conditions) • Women often make decisions around the home but are often overlooked as stakeholders • Women are vulnerable to homelessness during situations of divorce, widowhood, gender-based violence (GBV), etc.

⁸ UNDP and Global Gender Climate Alliance (GGCA), 2012, ‘Gender and Climate Change Capacity Development Series, Africa, Training Module 1: Overview of Linkages between Gender and Climate Change’.

3 Working towards Gender-Responsive Climate Policies

Addressing gender issues involves dealing with all aspects and concerns of how women and men interrelate; their differences in accessing and in the use of resources; their activities; and how they react to changes, interventions and policies.

Gender mainstreaming is a tool to correct existing gender “imbalances”. It can be defined as “the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, and monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.”⁹

BOX 4. TYPES OF GENDER INITIATIVES

Gender-specific: Policy or programme specifically focused on one group, which could be men or women.

Gender-sensitive: Programmes where gender norms, roles and inequalities have been considered and awareness of these issues has been raised, although appropriate actions may not necessarily have been taken. They reflect an understanding or awareness of the issues.

Gender-responsive: Programmes where gender norms, roles and inequalities are considered and measures have been taken to actively address them. Such programmes go beyond raising sensitivity and awareness and actually undertake actions to address gender inequalities.

Gender-transformative: Policy or programme seeking to change conditions or practices that unfairly treat men or women.

Adapted from: UNDP et al., ‘Pacific Gender & Climate Change Toolkit: Tools for Practitioners’; and Women’s Environment & Development Organization (WEDO), 2015, ‘Gender Equality and Climate Change: Setting the Stage’, unfccc.int/files/gender_and_climate_change/application/pdf/01_burns_wedo.pdf.

Historically, because women are more disadvantaged than men in most societies, the majority of gender-related activities have focused on improving the lives of women. However, gender equality is not only a women’s issue. Both men and women must be involved to advance gender equality. Different types of initiatives can be envisaged for this purpose.

9 UN Economic and Social Council (ECOSOC), 1997, ‘Agreed Conclusions, 1997/2’, excerpted from the ‘Report of ECOSOC for 1997’ (A/52/3).

Gender mainstreaming is not just about adding women: it means looking at men and women and the relationship between them—both as actors in the process and as beneficiaries. Possible actions include investing in human capital to reduce gender gaps by: ensuring equal access to economic resources and opportunities, increasing women’s participation in decision-making processes; and reducing inequalities and eliminating discrimination through the advancement of the rights of women and girls.¹⁰ Unfortunately, too often, addressing gender equality is seen as a distraction from “business as usual” and a drain on limited resources. However, there is good evidence that addressing gender equality has a concurrent positive effect on economic development and other development goals such as the reduction of poverty. This is aside from the fact that gender equality and women’s empowerment are important development goals in their own right.

At the same time, it is not always appropriate or logical to implement gender interventions in all climate change-related activities.¹¹ Recognizing appropriate entry points for gender sensitivity and gender intervention can be challenging for those who have not specialized in gender or who have limited practical experience working on gender issues. This package has been designed to address this issue for policymakers engaging in action on climate change mitigation and technology transfer.

BOX 5. GOOD PRACTICES AND LESSONS LEARNED IN DESIGNING AND IMPLEMENTING GENDER POLICIES AND ACTION PLANS

- Clear policy guidance and sustained management commitment to gender needs to be articulated well and consistently for sustained gender-equality results.
- Both women and men need to be included as key stakeholders and in target groups.
- Clear baselines and measureable gender-related targets should be established from the outset.
- In terms of monitoring and reporting on gender-sensitive policy implementation, results and processes, clear accountability mechanisms must be articulated in order to take corrective measures when needed.
- Gender-sensitive and anonymous complaint mechanisms should be available, so that women and men feel confident when filing their complaints relating to climate change interventions.
- Sex-disaggregated data and relevant gender indicators must be created in the results and portfolio monitoring frameworks and in reporting.
- Periodic auditing of gender-sensitive results allows policies and accountability and implementation mechanisms to be adjusted. This should be considered in the initial design.
- The institutionalizing of gender and the building of interest and competencies among core staff on gender issues strengthens results and impacts and should be included whenever possible.
- Dedicated budgets for gender-related activities will support greater success.

10 Asian Development Bank (ADB) and Australian Aid, 2013, ‘Tool Kit on Gender Equality: Results and Indicators’, www.adb.org/documents/tool-kit-gender-equality-results-and-indicators.

11 Low Emission Capacity Building (LECB) Programme, 2013, ‘Gender Capacity Needs Assessment: Bhutan Low Emission Capacity Building Project’.

There are many tools available to policymakers when it comes to recognizing and addressing gender equality as a key component of climate change action. Some of the most accessible and common tools are outlined in this section for the various stages of the policymaking process, from planning and problem definition to monitoring and evaluation.

3.1 TOOLS FOR PLANNING/DESIGNING GENDER-SENSITIVE CLIMATE CHANGE POLICIES

Tool: Gender Analysis

BOX 6. BASIC QUESTIONS THAT GENDER ANALYSIS CAN HELP ANSWER

- Who has access/power/control over resources: how, why and is it fair?
- Who has decision-making ability: how, why and is it fair?
- Who is benefitting: how, why and is it fair?
- Who is included: how, why and is it fair?
- Who is most vulnerable: How, why and is it fair?

Gender analysis attempts to systematically identify issues that are contributing to gender inequality and which may be contributing to poor development outcomes. Gender analysis examines gender and social roles and relations from an interpersonal, household, community, local and national perspective. It attempts to understand how gendered power relations contribute to discrimination, subordination and exclusion through the study of public and private social roles adopted by men, women, girls and boys. It also considers other social factors that may contribute to discrimination, such as age, ethnicity, class or caste, etc.¹²

An important component of design and programming, gender analysis is a way of assessing how initiatives are likely to contribute to change, building evidence and documentation to contribute to broader advocacy and social movements and a key way of remaining accountable to beneficiaries and limiting any unintended harm.

Gender analysis might reveal that, in one region, women continue with their roles as caregivers and housekeepers, even when employed outside the home, and also that they need to get the consent of male family members when going out. The

programmatic implications of women's caregiving role and limited mobility means that they may have limitations in attending training programmes, especially if they are organized far from their homes. Hence, training centres and other activities have to be provided closer to home when training women.¹³ Broadly, gender analysis can help answer the following questions:

- Do people face climate change in similar conditions?
- Do they have the same abilities to deal with climate change?
- Will the consequences of climate change affect everyone in the same way?

12 CARE International, 2012, 'Good Practices Framework: Gender Analysis', www.care.org.au/wp-content/uploads/2015/02/Good-Practices-Brief.pdf.

13 United Nations Office on Drugs and Crime (UNODC), 2013, 'Guidance Note for UNODC Staff: Gender Mainstreaming in the Work of UNODC'.

- Are men and women affected differently by the issues that the intervention (policy or programme) is trying to address? How?
- Do men and women (and social groups) have differing priorities?
- Who has access to and control over resources? Do men and women have different skills and capacities and face different constraints? What about the different social groups?
- What groups are targets (direct and indirect) of the programme/project? Are the groups homogenous? Are there social and gender differences within these groups?

Some specific areas that need to be examined as part of gender analysis are as follows:

Gendered Division of Labour

In households and in communities, gender norms may influence who does what types of work, and this may confer specific sets of opportunities and constraints for individuals, as well as assign status. This differentiation may reinforce or transform gender inequalities. This division of labour encompasses care or domestic-related work, which is not remunerated and in most societies is almost exclusively performed by women and girls. This kind of work can include household chores and caring for the sick, children and elderly. There is no monetary value placed on this work, despite the fact that it has huge value in terms of human development, health, happiness and social cohesion. This work is so important, in fact, that it often creates a barrier towards other pursuits for girls and women, such as education, leisure, participation in the economy, politics and communal life. Programming needs to take these dynamics into account not only to avoid reinforcing gender inequalities and unintentional harms (e.g., women gaining employment in the formal sector but remaining fully responsible for household duties), but also to seek opportunities to loosen rigid gender norms about what an individual is “allowed to” and “capable of” doing based on their gender (e.g., it is socially acceptable for men to cook for their families and for women to work for wages outside their home). In the planning stage, attention should be paid to how climate policies and projects are affected by and affect the gendered division of labour? Are there certain tasks that only women or men are expected to perform? Are there shifts in the household division of labour? Are these shifts shared equitably?

Household Decision-Making

In many societies, the household comprises the heart of private life. Within households, access to decision-making and resources can be variable, although all members are affected by these decisions and practices. In planning interventions, it is useful to understand in what kinds of decisions do women in the household participate? Or which ones do they decide on their own (household management, schooling for children, family decision-making, family planning, etc.)? In what avenues or strategies do women engage to influence household decisions? What information or competencies does this require?

Control of Productive Assets

Ownership and control over productive assets have important implications on how individuals or groups can pursue their aspirations and protect themselves from shocks. Access to productive assets—in terms of ownership of household assets, inheritance claims, livelihood opportunities and financial capital—can determine development. Gaining control and ownership over productive assets is critical to securing collateral for a loan, and for strengthening resilience following natural disasters, conflict, the death of a household head,

or separation from a spouse. A restriction women face in accessing credit is that they do not have the same rights as men when it comes to assets and land that can be used as collateral to obtain loans.¹⁴

Access to Public Spaces and Services

To ensure that programme initiatives are inclusive and accountable, it is critical to understand barriers and opportunities in relation to mobility, as well as in access to services. Part of this is understanding the risks that women and men, and girls and boys take when entering public spaces and accessing services. What are the barriers they face in accessing quality services that are accountable, transparent and responsive to their needs and interests? And how can individuals ensure services are accountable to their needs and interests?

Measuring success in overcoming these barriers will require the collection of sex-disaggregated baseline data. It is also important to gain a sense of the kind of resistance to be expected when implementing gender-equality initiatives so as to develop strategies for coping with possible backlash.

Further Resources:

CARE International, 2012, 'Good Practices Framework: Gender Analysis', www.care.org.au/wp-content/uploads/2015/02/Good-Practices-Brief.pdf.

UNDP and GGCA, 2012, 'Gender and Climate Change Capacity Development Series, Africa, Training Module 1: Overview of Linkages between Gender and Climate Change'.

UNDP and GGCA, 2013, 'Gender and Climate Change, Asia and the Pacific, Policy Brief 1: Overview of Linkages between Gender and Climate Change', www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/PB1-AP-Overview-Gender-and-climate-change.pdf.

Tool: Gender Impact Assessment

The purpose of the Gender Impact Assessment (GIA) is to identify and pre-assess the expected development impact of proposed measures on gender equality. These might include legislation, programmes, concepts, strategies/plans, projects, etc. The goal is to anticipate any gender impacts before they happen, allowing for positive action and the prevention of unintended negative consequences.¹⁵ Climate-related GIAs would usually be carried out through a series of steps designed to determine the relevance of gender aspects to environmental objectives. GIAs are largely reliant on the collection and analysis of sex-disaggregated data. A GIA can help determine:

- Differences experienced by men and women within the policy context. For example, the participation and representation of men and women at a decision-making level and the allocation of resources such as time, information, money and education etc.; the norms and values which influence gender roles through social attitudes and how they are reflected in policy; and the rights and gender-based discrimination experienced by both men and women in the legal, political and socioeconomic realms.

14 International Finance Corporation (IFC), World Bank Group, 2012, 'From Gap to Opportunity: Business Models for Scaling Up Energy Access', www.ifc.org/wps/wcm/connect/topics_ext_content/ifc_external_corporate_site/ifc+sustainability/learning+and+adapting/knowledge+products/publications/publications_report_gap-opportunity

15 GenderCC – Women for Climate Justice, 2009, 'Gender into Climate Policy: Toolkit for Climate Experts and Decision-Makers'.

- How policy can contribute to eliminating any existing inequalities and promote equality within these differences.¹⁶

An illustrative list of questions that might be used during the operationalization of a GIA is as follows:¹⁷

- Does the policy adequately take into account the requirements of care work, which is mostly done by women (in the context of needs of time, transport, energy, etc.)?
- Do the financial resources and measures of a project benefit women to the same extent as men? Does the project lead to a more balanced distribution of public resources?
- Does the policy enforce the centrality of male lifestyles and ways of thinking while those of women are seen as “different”? Or does it help to revise this?
- To what extent does the policy contribute to increasing women’s influence in policy design, planning and decision-making?
- Does the policy or project contribute to changing gender-biased power relations and the allocation of duties?
- Does the policy contribute to reducing the harassment of women?

The results of this series of questions, whether applied on a policy, programme or project level, could give some indication of the gendered impact likely to be expected. From there, further gender-sensitive planning can be undertaken. Because this tool requires high competency in relation to gender, it is best performed with the support of a gender expert.

Gender Impact Assessment: An Example from Bhutan (LECB)

Between 2012 and 2013, the Bhutan UNDP Country Office undertook a gender mainstreaming process within its energy and environment (E&E) portfolio. The process involved supporting a selection of climate change-related projects, with an emphasis on integrating gender analysis from the earliest stages possible to identify roles and responsibilities as well as gender gaps and entry points.

As part of this gender mainstreaming exercise, the national LECB team worked closely with the Bhutan Government to mainstream gender in the national policymaking process and in building the capacities of the gender focal points from various ministries. As a first step, in 2013, the Government fielded a rapid assessment to

BOX 7. WHEN IS A GENDER IMPACT ASSESSMENT REQUIRED?

Before a Gender Impact Assessment (GIA) is undertaken it must first be established whether the issue being addressed is relative to gender. There are two questions that can establish this:

- Does the proposal affect one or more target groups? Will it affect daily life for one or more groups in the population?
- Are there differences between women and men in this policy area in terms of rights, resources, participation, and gender-related values and norms?

If the answer to these questions is yes, a GIA is appropriate.

16 European Commission, 1998, ‘A Guide to Gender Impact Assessment’, ec.europa.eu/social/BlobServlet?docId=4376&langId=en.

17 Adapted from Women for Climate Justice, 2009, ‘Gender into Climate Policy’.

identify any gender gaps and to recommend entry points of actions to address gender equality. The assessment was designed to encourage capacity development and, ultimately, the scaling up of NAMAs, LEDS and MRV to better integrate gender issues in climate policy development and provide gender-disaggregated data to government policymakers. The process engaged a wide range of stakeholders, including local governments, civil society and industry and focused on the three core sectors: transport, housing and waste management.

Gender has now also been mainstreamed in the TORs for consultants working on LECB initiatives. The Government has integrated the disaggregation of data by sex across all of its national development reporting and the official policy recommends applying a gendered lens to understanding climate change. As a result, a number of concrete actions were incorporated into the plans:

- Attention to gender issues reflected in NAMAs in housing, waste and transport and in LEDS in the transport sector
- Thirty per cent female representation within the identified working groups/trainings and workshops
- Gender integrated into the TORs of consultants engaged in the formulation of NAMAs and LEDS
- Rapid gender assessment used as a tool for awareness-raising among a wide range of stakeholders
- An improved reporting structure, including gender-disaggregated data collection
- National Commission for Women and Child (NCWC) and gender focal points from the relevant sectors invited into the Technical Working Group (TWG)
- Specific gender activities targeted in the 2014 Annual Work Plans for the waste management and transport sectors

Specific actions identified in the transport sector include:

- Allocation of priority seating for elderly, pregnant and disabled people and the creation of public awareness surrounding seating allocations through campaigns
- Installation of Closed Circuit Televisions (CCTVs) to promote security
- Gender-disaggregated data regularized in all progress reports

Other plans include the employment of more female conductors/taxi drivers; the provision of child-care services for female staff; and improved health and education services for transport workers.

Further Resources:

GenderCC – Women for Climate Justice, 'Tools for Gender Analysis, Gender-Sensitive Communication, Participation & Training', www.gendercc.net/resources/gender-tools.html. Climate Justice is the global network of women and gender activists and experts from all world regions working for gender and climate justice.

Oxfam Australia, 2013, 'Balancing the Scales: Using Gender Impact Assessment in Hydropower Development', resources.oxfam.org.au/pages/view.php?ref=1210&k=.

LIAISE KIT, 2013, 'Gender Impact Assessment', www.liaise-kit.eu/ia-method/gender-impact-assessment-0. The LIAISE Community of Practice on Impact Assessment (IA) Research for Sustainable Development (SD) is a multidisciplinary network of research organizations and researchers working on policy-impact assessment and evidence-based policymaking.

Tool: Gender Vulnerability and Capacity Assessment

A Gender Vulnerability and Capacity Assessment (GVA) complements the gender impact assessment to gauge whether men or women are particularly vulnerable within the context of the action being taken, as well as the capacity for change. A GVA is often a compulsory process for local-level implementations and can be useful for mapping vulnerability and identifying groups as vulnerable or socially excluded (Women for Climate Justice).

The UNDP Capacity Assessment Framework outlines four core capacity issues that can be adapted to the context of Gender Vulnerability and Capacity Assessment. These are: 1) institutional arrangements, 2) leadership, 3) knowledge, and 4) accountability.

It helps with understanding the adaptive capacity and starting point for the design of capacity-development strategies. A GVA can also help to prioritize action, build political support, provide insight into boundaries and open dialogue with stakeholders.¹⁸

BOX 8. QUESTIONS TO ASK IN A GVA WITH RESPECT TO GENDER AND CLIMATE CHANGE ACTION

- Is climate change currently integrated into sectoral policies?
- Is the government providing climate change information relative to the livelihoods of men and women and how is this information being disseminated?
- Which society groups and economic sectors are most vulnerable to the effects of climate change?
- Is climate change currently integrated into sectoral policies?
- Are policymakers working on climate change demonstrating gender sensitivity?
- How has this been translated into policymaking and implementation?
- Have women and gender experts been involved?

Capacity and vulnerability assessments can involve discussion with stakeholders, a desk review, qualitative data collection and evaluation. This can ultimately result in the formulation of new policies and strategies to approach gender in climate change action.

Depending on the time and resources available, a full-fledged GIA/Vulnerability Reduction Assessment (VRA) may be substituted by a one-time quick study, or rapid gender assessment. A rapid gender assessment is a “quick and dirty” version that provides inputs into what the on-the-ground situation is for men and women with respect to the issue the programme/policy is trying to address and what their developmental priorities are. It also provides ideas for what climate change interventions would be most appropriate.

18 UNDP, 2008, ‘Capacity Assessment Methodology: User’s Guide’, www.undp.org/content/dam/aplaws/publication/en/publications/capacity-development/undp-capacity-assessment-methodology/UNDP%20Capacity%20Assessment%20Users%20Guide.pdf.

Further Resources:

UNDP, 2008, 'Capacity Assessment Methodology: User's Guide', www.undp.org/content/dam/aplaws/publication/en/publications/capacity-development/undp-capacity-assessment-methodology/UNDP%20Capacity%20Assessment%20Users%20Guide.pdf.

GenderCC – Women for Climate Justice, 'Tools for Gender Analysis, Gender-Sensitive Communication, Participation & Training', www.gendercc.net/resources/gender-tools.html.

Tool: Gender Action Planning

A Gender Action Plan (GAP) is a document that articulates what a policy or programme wants to achieve from a gender standpoint, what activities it will undertake towards doing this, and how it will monitor its progress thereon.¹⁹

The design and implementation of a GAP is important across all levels of climate change action. On a policy level, a GAP can be implemented to outline gender-equality action across the work of an organization at the global, regional or local level.

A GAP should offer insight into the current status of gender equality and, based on this, propose practical actions to address any inequalities. An effective gender action plan will:

- Offer detailed information on systematic actions that need to be undertaken along with the initiative;
- Outline how these will be monitored and the reasoning behind the proposal of these particular actions;
- Include information drawn from collected quantitative data, which might outline the number of male/female participants and staff involved in an initiative; and,
- Describe strategies for accommodating any specific needs these social groups might have; e.g., the provision of child-care facilities, flexible working time, etc. For this reason, a GAP is an important part of planning across all levels.

There is no standard methodology for a GAP. They will vary widely, depending on the context of the initiative. Typically, the following elements will form part of the GAP:

Introduction

This section sets out the rationale for gender mainstreaming. It presents the background to the process (e.g., request from the client for assistance with gender mainstreaming) and the methodology employed to develop the GAP (e.g., desk reviews, screening, validation workshops).

19 ENERGIA International Network on Gender & Sustainable Energy, 2011, 'Mainstreaming Gender in Energy Projects: A Practical Handbook', energia.org/wp-content/uploads/2015/02/01.-Mainstreaming_gender_in_energy_projects_A_practical_Hand_book.pdf.

Gender Assessment

This section presents the results of the gender assessment, which identifies gender gaps and issues that need to be addressed within the programme or project.

Gender Goals

This section gives the gender goals, objectives and outcomes for the programme, which relate to addressing the gender gaps and issues identified in Section 2 (the “Gender Assessment”).

Proposed Actions

This section details the actions necessary for reaching the goals, objectives and outcomes identified in Section 3 (the “Gender Goals”). It also specifies responsibilities for delivering these actions.

Monitoring and Evaluation Framework

This section describes the monitoring and evaluation framework to track progress on achieving the goals, objectives and outcomes specified in Section 3. The responsibilities, the form and the frequency of monitoring and evaluation reporting should be specified, along with indicators and targets.

Timeline and Budget

A timeline sets milestones for the implementation of the GAP. The budget relates to the actions identified and the monitoring and evaluation described above. There should also be a contingency to cover unexpected events.

BOX 9. STEPS FOR GENDER ACTION PLANNING

- 1) Analysis of country’s legislative policy framework and institutional initiatives on gender and climate change. This might involve consultation with stakeholders, identification of champions and assessment of capacities, etc.
- 2) Training for women and women’s groups to establish women’s priorities in gender and climate change action.
- 3) Workshops with multiple stakeholders—government, civil society and international institutions—to develop steps for action.
- 4) Creation of a National Action Plan.
- 5) Endorsement and adoption by relevant authorities.

Adapted from IUCN, 2012, ‘The Art of Implementation: Gender Strategies Transforming National and Regional Climate Change Decision-Making’, portals.iucn.org/library/efiles/documents/2012-086.pdf.

Box 10. Actions involving women and advancing gender equality in climate change: Examples from the Mozambique Climate Change and Gender Action Plan

Water: Introduce sanitation and water technology in communities with high risk.

Agriculture and Food Security: Update the Gender Strategy of the Ministry of Agriculture to integrate best practices, information and risk scenarios, with gender and climate change issues taken into consideration.

Health: Produce and distribute to pharmacies “Climate Change Health Kits”, which include regional plants that can be used as traditional medicines to help communities cope with some of the health impacts of climate change. Contents may include citronella to help control mosquitoes and vectors that cause water-borne diseases, moringa to help purify contaminated water, or plants that can be used as a natural sunscreen.

Mitigation (energy, forests and the REDD+ Programme): Train women on alternative income generation and encourage the use of low-carbon technologies to improve women’s income; empower women in forestry-management leadership roles; and identify existing gender-sensitive, benefit-sharing schemes, developing best practices for women.

Disaster Risk Reduction: Train local women in the collection of meteorological data and provide appropriate tools for accurate data collection.

Coasts and Fisheries: Raise awareness about the more efficient processing of products to improve women’s management of natural resources.

Operationalizing Gender-Responsive Climate Finance on the Ground: Recommendations

Gender-responsive climate finance can help achieve greater, more effective, sustainable, and equitable climate change results, outcomes and impacts. It can help build, on a basis of equality, women’s and men’s resilience to, and ability to address, climate change, and it can ensure that women and men will equally contribute to, and benefit from, climate finance. Although not exclusive to women, some of these recommendations can strengthen the inclusion and role of women and their access to climate finance.

Ensure that both men and women are engaged in climate policymaking and planning processes

- Enable women to be involved in the implementation of the National Climate Change Response Policy, particularly the development of the adaptation or mitigation plan.
- Enable women to participate in local-level planning, such as community planning for adaptation or mitigation projects.
- Employ gender budgeting and monitoring.

Promote gender balance in decision-making forums

- Include, at a minimum, an equal number of men and women on steering committees and the governing boards of funds such as the Board of the National Green Fund, operational in South Africa.

Build women's capacity to improve their access to climate finance

- Provide opportunities for community-level information-sharing and support to access funds.
- Provide training on practical skills, such as how to write proposals.
- Provide local and provincial government capacity-building, given that most climate policy implementation will take place at this level.
- Build capacity across government departments, to understand climate change and its unique impacts on women.
- Enable easy access to information on how to access climate finance, including through the simplification of forms and processes, advertising information and calling for proposals in community-friendly media that targets women, such as local press or community radio.

Work with communities to better understand their needs from and use of climate finance

- Work with community representatives to do a needs analysis rather than sending in consultants who do not understand the particular contexts women live in.
- Provide ongoing monitoring and mentoring to ensure that funds are used successfully and provide sustainability.

Further Resources:

Green Climate Fund, 2015, 'Gender Policy and Action Plan' (GCF/B.09/10), www.gcfund.org/fileadmin/00_customer/documents/MOB201503-9th/10_-_Gender_Policy_and_Action_Plan_20150304_fin.pdf.

GGCA and IUCN, 2013, 'Mozambique: Climate Change and Gender Action Plan', portals.iucn.org/union/sites/union/files/doc/ccgap_mozambique.pdf.

IUCN, 'UNEP's Gender Plan of Action', portals.iucn.org/union/sites/union/files/doc/uneps_gender_plan_of_action.pdf.

GGCA and IUCN, 2012, 'Nepal: Climate Change and Gender Action Plan', portals.iucn.org/union/sites/union/files/doc/ccgap_nepal.pdf.

GGCA and IUCN, 2012, 'Liberia: Climate Change and Gender Action Plan', portals.iucn.org/union/sites/union/files/doc/ccgap_liberia.pdf.

UNDP, 2007, 'Gender Mainstreaming in Practice: A Toolkit'.

Tool: Gender-Responsive Budgeting

Because women are more vulnerable to climate change, it is particularly important that any gender disparities are incorporated into budgeting. There is evidence that incorporating gender awareness into budgeting for climate action (for example, in climate finance mechanisms) constitutes “smart economics”, as women’s empowerment is closely linked with gains in environmental sustainability, productivity and climate change mitigation.²⁰ These reasons are in addition to rights of women to gender equality as rights-holding individuals.

BOX 11. STEPS TO FORMULATE A GENDER-RESPONSIVE BUDGET

- 1) Analyse the situation—what will the actual distribution of resources between women and men look like? If there are unequal distributions, why?
- 2) Assess resource distribution applying a gendered lens: Should resources be distributed differently to address gender inequality issues? Have gender-differentiated needs been taken into consideration? What are the root causes of any identified disparities? Are there any other objectives to be pursued to reduce the unequal distribution of resources?
- 3) Whose interests will be best represented by this budget? How powerful are these groups achieving their interest? Who needs to be included to address any gender disparity?

Gender-Responsive Budgeting (GRB) is a tool to assess to what extent government planning, programming and budgeting contributes to the advancement of gender equality and the fulfilment of women’s rights. It entails identifying interventions to address gender gaps in government policies, plans and budgets. GRB initiatives seek to create enabling policy frameworks, build capacity and strengthen monitoring mechanisms to support accountability to women.²¹ It is a tool that can be used to create enabling policy, to build capacity and to strengthen M&E mechanisms, ensuring gender inclusivity and accountability at all levels. GRB also provides an entry point for analysing the gender-differentiated impact of revenue-raising policy and the allocation of resources.²²

To be effective, GRB should take into account differences between and within households (rich and poor, those of different racial groups or ethnicities, etc.). Capturing intra-household differences can be more difficult and traditionally these differences have been neglected in policy and budgeting activity. However, there can be significant gendered differences within households. Women’s unpaid work represents a significant resource that should be considered during budgeting. Unpaid domestic labour can significantly drain women’s time and resources as well as present barriers to other opportunities such as access to health care, education and the labour market. This is an example of an issue that should therefore be kept central to GRB policy.

20 UNDP and GGCA, 2012, ‘Gender and Climate Change, Africa, Policy Brief 5: Gender and Climate Finance’, www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/PB5_Africa_Gender-and-Climate-Finance.pdf.

21 UNIFEM, ‘Best Practice: UNIFEM Web Portal on Gender-Responsive Budgeting’, www.un.org/en/ecosoc/julyhls/pdf10/2-pager_on_grb_portal.pdf.

22 UNWOMEN website, ‘Gender-Responsive Budgeting,’ www.gender-budgets.org/.

Further Resources:

GenderCC – Women for Climate Justice, 'Tools for Gender Analysis, Gender-Sensitive Communication, Participation & Training', www.gendercc.net/resources/gender-tools.html.

UNDP and GGCA, 2012, 'Gender and Climate Change, Africa, Policy Brief 5: Gender and Climate Finance', www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/PB5_Africa_Gender-and-Climate-Finance.pdf.

United Nations Development Fund for Women (UNIFEM), 2010, 'Evaluation Report: UNIFEM's Work on Gender-Responsive Budgeting', www.unwomen.org/~media/Headquarters/Media/Publications/UNIFEM/UNIFEMWorkgrboverview.pdf.

3.2 TOOLS FOR ASSESSING RESULTS

Tool: Gender Audits

Traditionally, gender audits are viewed as part of M&E processes and conducted by an external expert. They can be a useful tool for the evaluation of progress being made towards gender goals within the context of climate change action. Gender auditing can also:

- Help to establish a gender-equality baseline
- Document good practice
- Depict results
- Motivate commitment on capacity-building for gender equality

More recently, however, gender audits are being used more as a tool to identify and analyse factors that hinder efforts to mainstream gender in energy policy. ENERGIA, the International Network on Gender and Sustainable Energy, has conducted gender audits in multiple countries, including Botswana, Ghana, India, Kenya, Nepal, Nigeria, Senegal and Zambia. The approach used is a participatory one led by a national team of experts. The gender audits provide in-depth analysis of energy planning, budgets, the institutional capacity of ministries to implement gender-mainstreaming strategies, and the links between gender, energy and national objectives for poverty reduction. The audits identify specific ways in which gender issues are, or are not, addressed, as well as critical gender gaps in existing national energy policy formulation and implementation. They also analyse the institutional practices (as well as the results and impacts) of an organization and report on whether gender-mainstreaming practices are being upheld and commitments to gender equality legitimized. Validation workshops help to reach consensus and ownership of the audit findings within the energy ministries. They are also an opportunity to discuss future recommendations and agree on actions that are needed to engender the policies, with specific targets and time frames.²³

23 ENERGIA International Network on Gender & Sustainable Energy, 2011, 'Mainstreaming Gender in Energy Projects: A Practical Handbook', energia.org/wp-content/uploads/2015/02/01.-Mainstreaming_gender_in_energy_projects_A_practical_Hand_book.pdf.

Further Resources:

GenderCC – Women for Climate Justice, ‘Tools for Gender Analysis, Gender-Sensitive Communication, Participation & Training’, www.gendercc.net/resources/gender-tools.html.

ENERGIA, ‘Module 3: Gender and Energy Policy, Trainer’s Manual’, energia.org/wp-content/uploads/2015/02/Module3-TrainersNotes-EngenderingEnergyPolicy.pdf.

Overseas Development Institute, 2005, ‘An Introduction to Gender Audit Methodology: Its Design and Implementation in DFID Malawi’, www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/1818.pdf.

Gender-Sensitive Indicators

Indicators are used to determine how successful an intervention or initiative is. Using indicators involves setting an indicator baseline and comparing it with data collected over the course of the project or programme’s operations to measure progress. In most development contexts, change correlates with success. Therefore, indicators are important when it comes to defining not just the current status of an initiative but also the future direction that it should take.

Gender indicators are designed more specifically to measure change for women and men as individual social groups. Identifying gender-equality results, targets and indicators requires practitioners to articulate the specific changes that are envisaged from a policy, programme or project.²⁴ This is usually also made apparent in the results framework through use of the words “women” or “men” or the identification of a disadvantaged social group within an indicator. Gender indicators provide information relating to the effectiveness of gender-related action, how gender-equality action contributes to broader development goals, and where capacity development is required for more effective gender-related action. Usually, gender indicators require the collection of sex-disaggregated data, but this must also be substantiated with qualitative data contextualizing the results in a more meaningful way—i.e., explaining the “story” behind any existing inequalities and offering an explanation of the specific actions taken to address and correct any imbalances.

Gender-equality indicators should generally measure things like:²⁵

- Differences in participation;
- Benefits and impacts on women as well as men; and,
- Change in gender relations indicating more gender equality, and changes impacting the achievement of development objectives such as economic growth and poverty reduction.

Gender indicators may be applicable to a diverse range of areas such as education, access to loans and economic resources, participation in decision-making processes and the level of human rights enjoyed by women and men. They must be contextually relevant and harmonized with the dimensions of any national or international agreements or development goals, such as the Sustainable Development Goals (SDGs) or the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). Both quantitative and qualitative gender-equality indicators are common. Qualitative indicators tend to provide insight into beliefs and attitudes and how these change over time. For this reason they are appropriate in most contexts. However, they require a more in-depth understanding of a socio-economic context. Quantitative indicators

24 Asian Development Bank (ADB) and Australian Aid, 2013, ‘Tool Kit on Gender Equality: Results and Indicators’, www.adb.org/documents/tool-kit-gender-equality-results-and-indicators.

25 Ibid.

can be useful for measuring things like participation. Gender indicators can be implemented from the earliest stages of the project or programme cycle. They should be imbedded into GAPs and all applicable results frameworks. Some tips for gender-sensitive indicators are as follows:

- Include at least one gender indicator at the outcome level.
- At the same time, keep gender indicators and targets to a limited number so as not to overload the project. Care must be taken, however, to not select only the ones that are easiest to collect but may be limited in terms of reflecting meaningful results on gender equality.
- When identifying gender indicators, pay attention to how they can be verified.
- Disaggregate data by sex, where relevant. The first and simplest approach is to disaggregate participation data by sex (number of men and women attending a training programme/meeting, for example). However, sex-disaggregated data alone (for example, x per cent of attendance at a meeting were women) are insufficient indicators for gender equality. The “story behind” that percentage explains the reason for the difference in women’s and men’s participation, and what the project has done to correct the imbalance needs to be reported as well.
- Go beyond participation. Ensure that at least some indicators capture the developmental results of the project for both men and women. Examples include the income/productivity gains for men and women resulting from the project’s activities; improved access to and reliability of infrastructure services such as energy, drinking water, etc.; improvements in school enrolments; improvements in health; etc. Effective participation should also be reflected in terms of enhanced decision-making regarding the use of community facilities and representation in community bodies, ultimately resulting in a quantifiable increase in incomes for women and representatives of disadvantaged communities, as well as other benefits such as a reduced workload and more time available for self-improvement and leisure.

Tool: Gender-Disaggregated Data Collection

The collection of gender-disaggregated data is a minimum standard for most development initiatives. It pertains to the separation of collected data according to social groups, including sex, age, employment status, ethnicity, indigenous status, etc. By far the most common method used is the collection of data disaggregated by sex (number of men and women attending a training programme/workshop, for example). However, sex-disaggregated data alone are insufficient indicators for gender equality. The meaning that can be drawn from this kind of data only reflects the number of women (or any other social group) present and does not delve further to discover whether the workshop provided useful information, whether the women felt empowered enough to participate or voice any questions, and whether the women had to make sacrifices to be present at the workshop. Without further substantiation it is impossible to understand whether the presence of women or any other vulnerable social group was merely tokenistic or whether their participation was actually meaningful.

Achieving higher participation of an underrepresented or disadvantaged sex in a given activity (training course, discussion of a new policy, etc.) is always desirable. Nonetheless, an intervention is not necessarily gender-responsive or contributing to gender equality just because a high rate of women has taken part in its activities. A 40 per cent rate of women participants in a policy formulation consultation does not necessarily imply that the women have been able to put forth their points of view or concerns related to gender, or that these concerns are adequately reflected in the policies and programmes being planned.

Quantifiable, disaggregated data for climate change action is often collected in relation to aspects like energy consumption and the use of public transport. This can offer a baseline of information relating to gender differences

in a given context. Once established, a baseline can be used to develop and implement targeted gender-sensitive programmes and this kind of data is often used on an international level by policymakers. Sex-disaggregated data helps us to assess who is being targeted by an initiative.

Further Resources:

GenderCC – Women for Climate Justice, 'Tools for Gender Analysis, Gender-Sensitive Communication, Participation & Training', www.gendercc.net/resources/gender-tools.html.

UN Department of Economic and Social Affairs (UN-DESA), 2009, 'Gender-Disaggregated Data on Water and Sanitation', www.unwater.org/downloads/EGM_report.pdf.

3.3 REPORTING RESULTS

The purpose of reporting is to ascertain what and how much change has taken place, whether the change has been meaningful, why the change occurred, how effective the strategies employed were, what factors presented themselves as barriers to change, and whether the gender-equality results are sustainable. This requires ongoing and meaningful reporting on gender-equality initiatives. Good reporting will be built on accurate gender and social analysis, which will enable information to be interpreted correctly. It will report on:

- Who is being affected by this issue? Are there differences being experienced by different social groups? As a consequence, do men and women and different social groups have different developmental priorities and needs?
- Are there any tacit barriers in existence that are preventing disadvantaged groups from participating in a meaningful way? For example, in a society where women have a lower social status than men, they may feel uncomfortable about voicing their opinions around men.
- Who is being targeted and are there differences within the targeted groups?
- In what ways do the interventions benefit (and harm) men and women?
- What level of participation have the groups involved enjoyed?
- Are all activities both inclusive and appropriate? Have groups benefited equally? What has been learned and how was it used?

The following are some points to pay attention to while reporting:

- Reporting should be specific. Generalized statements that may articulate a commitment to gender sensitivity are not meaningful unless substantiated. Groups should be referred to by name. Reporting needs to be clear, specific and detailed enough to give insight into the unique social landscape of the project.
- When reporting results, it should be made clear what the implications of these results are. If the participation of women in committees or training has improved, this is positive but it would be made more meaningful by including substantiating information regarding the benefits women are receiving in their lived realities.
- It is important to avoid making forced conclusions. Women's increased participation in committees or training does not necessarily equate to increased capacity or skills or involvement in decision-making. Further investigation is always required to confirm any impacts.
- Reporting on gender processes and results must be integrated throughout the reports, and not be restricted to the "Gender" section.

Tool: Measuring, Reporting and Verification

Measuring, Reporting and Verification (MRV) is the term used to describe measures taken to collect data on emissions and mitigation action. MRV compiles this information in reports and inventories so that data can be reviewed and analysed. It provides a framework to quantify emissions reductions, allowing for progress on emissions-reduction commitments to be mapped. MRV systems collect information about GHG emissions, mitigation actions that allow those emissions to be reduced or avoided, and about the financial, capacity-building and technological support provided for carrying out mitigation actions and tracking incremental costs and co-benefits for sustainable development.²⁶

An essential component of any LEDS or NAMA is the underlying MRV system, which is often a compulsory measure for any external financial, technical or capacity-building support. There is no standard methodology for MRV, although the Intergovernmental Panel on Climate Change (IPCC) has provided some guidelines on processes for reporting GHG estimations and creating GHG inventories. The process should be adapted accordingly, depending on whether the initiative in question falls into the category of Reducing Emissions from Deforestation and Forest Degradation (REDD+) programming, or as a NAMA, etc.

By integrating gender sensitivity and gender-equality goals into LEDS and NAMAs, the goal is that emissions reductions improve. This will be reflected in emissions quantification in MRV systems and an entry-point for gender will also be proposed. By pointing out that gender-equality goals help rather than hinder emissions-reduction initiatives, a more robust culture surrounding the integration of gender mainstreaming and climate change action can be created.

BOX 12. PRACTICAL GUIDELINES FOR REPORTING

- Reporting should detail actions taken, or “inputs”, as well as the results, or “outcomes”, for men and women.
- Outcomes can be substantiated with linking information that demonstrates change in the lived realities of those involved. Information should be very specific.
- Generalized comments may articulate a commitment to gender equality but do not provide enough insight into actions taken.
- Groups should be referred to by name and description of the social landscape and the context provided.
- Any results reported should also describe the social and economic implications of these results. For example, it is good to report on the number of women participating in training but it is more meaningful to substantiate this number with details about the benefits women are receiving from the training and how this has affected their lived realities.
- Forced conclusions should be avoided. Increased participation of women may not automatically equate to increased capacity, income or involvement in decision-making. In-depth research and gender analysis is always required.
- Reporting on gender must be integrated throughout any report and not be restricted to a specific gender section.

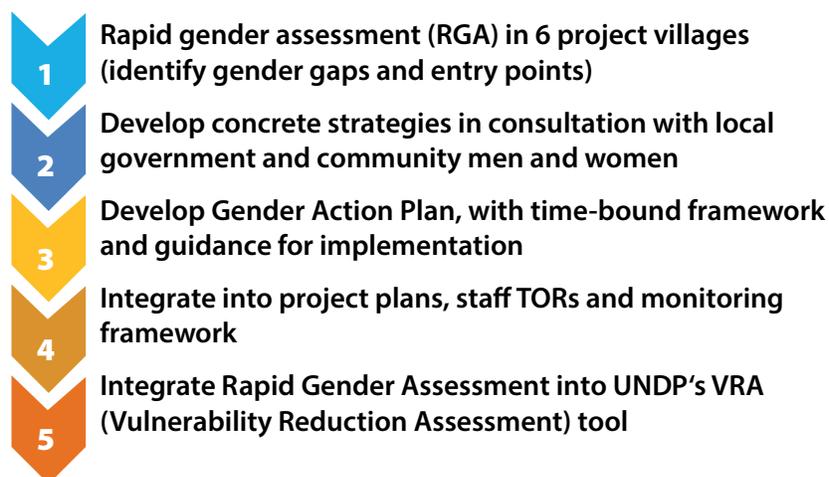
26 Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), 2013, ‘MRV and the International Climate Change Negotiations’, mitigationpartnership.net/giz-2014-mrv-and-international-climate-change-negotiations-coming-terms-mrv.

4

Upscaling Project Lessons into National Climate Policies and Programming: An Example from Cambodia

The Cambodian National Adaptation Programme of Action to Climate Change (NAPA) project,²⁷ implemented in two phases—Phase 1 (2009–2013) and Phase 2 (2013–2015)—had the objective to “reduce the vulnerability of Cambodia’s agricultural sector to climate-induced changes in water resources availability”. This case study presents an example of how gender-responsive actions implemented in a project can be systematically translated into subnational planning processes and policymaking.

In 2011, the NAPA project received assistance from “Engendering UNDP Cambodia’s Environment and Energy (E&E) Portfolio”—a joint initiative by UNDP Cambodia, the UNDP Asia-Pacific Regional Centre (APRC) and ENERGIA. The initiative supported seven projects out of Cambodia’s E&E portfolio over the course of a year to address project-specific gender concerns through: project document reviews and the identification of specific gender concerns and GM entry points; capacity-building workshops for project staff on the concepts of gender, GM, and the linkages of gender and E&E; and the preparation of GAPs, including by identifying gender goals, activities to achieve them, and an M&E plan to track progress. The NAPA project followed the following steps:



In 2011, when the project was well underway, the NAPA team undertook a Rapid Gender Assessment (RGA), as the VRA previously carried out did not investigate several pertinent gender issues within the target groups. The RGA yielded the following information, which was used to shape the future project strategy (ETC Foundation, 2012):

- Because women are responsible for domestic work such as cooking, animal raising, vegetable gardening and the collection of water for household purposes, they are disproportionately affected by the impacts of natural disasters.

27 UNDP website, ‘Promoting Climate-Resilient Water Management and Agricultural Practices in Rural Cambodia’ (NAPA follow-up), www.undp-alm.org/projects/lcdf-cambodia.

- Women reported a lack of or limited access to information on natural hazards, while men were better informed.
- On Farmer Water-User Committees (FWUC), most men, as heads of households, reported participation. On the other hand, none of the women interviewed participated in the FWUC.
- Drinking-water collection is a serious problem and women, as water carriers, find this task especially challenging during the dry season.

GENDER-RESPONSIVE GROUND-LEVEL STRATEGIES

Based on these findings, interventions were introduced that dealt with the issue of drinking water (even though the primary focus of the project was on water for agricultural purposes), including water-harvesting structures and training on effective water use. At the commune level, women were proactively engaged in the following activities:

- As volunteers in early warning systems;
- In training on irrigation maintenance and management (1,192 women trained);
- Women were targeted in training programmes through farming field schools;
- New technologies (solar pumps, pump wells, community ponds and rainwater harvesting) were introduced in water-stressed areas. As of 2015, 48 solar pumps, 86 pump wells, 5 community ponds and 51 water-harvesting tanks have been installed, benefiting 2,501 households in 53 villages; and,
- Home gardening (56 per cent of participants were women), to help earn an average income of 30,000 - 50,000 riel²⁸ per day selling vegetables in local markets.

BEYOND NAPA: STRATEGIES FOR INTEGRATING LESSONS FROM NAPA INTO NATIONAL POLICIES

Once the results were visible, the project systematically integrated the lessons and approaches used in the RGA into local- and national-level policy planning, through the following measures:

- Capacity-building of 1,489 local authorities and villagers on climate risks, including the linkage between gender and climate change; and,
- Involving local government staff in conducting VRAs/RGAs.

The newly built capacities of subnational administrations in target communes have played a significant role in mainstreaming gender at district and provincial levels. The emerging results are as follows:

- Climate risk reduction activities on agriculture and water resources (identified in the VRA and RGA) have been integrated into Commune Investment Programmes in 16 communes, as well as five-year Provincial Development Plans and three-year Provincial and District Investment Programmes in two target provinces. By 2015, the project will work with 32 communes.

28 US \$1 = 4,000 riels.

- With these pilot projects, the procedure for mainstreaming climate change into subnational planning is being developed in collaboration with the National Committee for Democratic Development Secretariat (NCDD) and the Ministry of Planning. It is expected that as new roles for subnational administrations in local development evolve, their newly built capacities in these areas and the lessons learned in the target communes could play a significant role in mainstreaming gender at district and provincial levels.
- The experience with the use of VRA and RGA methodologies was documented and shared with the NCDD Secretariat, which oversees the Decentralization and Deconcentration reform in Cambodia. The NCDD Secretariat is currently reviewing the methodology with the intension to formulate a guideline that prescribes the use of a gender-sensitive vulnerability assessment as an integral element of the subnational development planning process.

At the national level, the following entry points were used to generate nationwide interest in the subject:

- Raising awareness on gender and climate change through documenting and sharing lessons learned and good practices through learning networks, e.g., the Adaptation Learning Mechanism (ALM).
- Joint reflection workshops with participation from governments, development partners, non-government organizations, local authorities and communities.
- Use of RGA as a planning and M&E tool by integrating it within the Vulnerability Assessment tool.
- Introduction of Gender Action Planning and Budgeting approaches at the sector level.
- Introduction of gender-responsive strategies in mitigation and technology-transfer programmes and policies, for example by targeting extension services offered by state agricultural departments specifically for women; paying attention to domestic and productive needs in planning water-supply infrastructure; and using renewable energy for water supplies. Such examples are shared with consultants supporting the Ministry of Agriculture, Forestry and Fisheries (MAFF) Climate Change Working Group (for example, in developing the Cambodia Climate Change Strategy and Action Plan).

From using the above strategies, the following results have been achieved thus far:

- Cambodia Climate Change Strategy and Action Plan: Lessons from NAPA have been integrated into the climate change strategic plan and action plan of MAFF, one of the nine sectoral climate change strategy plans under the Cambodia Climate Change Strategy (2013).
- Climate change has been integrated as a core component of the national agriculture investment programme.
- Assimilation of the NAPA experience into a sector-wide approach by the Royal Government of Cambodia.
- In 2013, a programme called the Agriculture Services Programme for Innovation, Resilience and Extension (ASPIRE) was launched with support from the International Fund for Agricultural Development (IFAD). ASPIRE, a national programme being piloted in five provinces, integrates gender and climate change issues into the farming field school programme.

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Women's Environment & Development Organization: www.wedo.org/.

UN Women: www.unwomen.org/en/what-we-do/economic-empowerment/sustainable-development-and-climate-change.

**PART 2:
BRIEFING NOTES ON GENDER
AND CLIMATE CHANGE**

Briefing Note: Energy, Gender and Climate Change

Traditionally, the gender, energy and poverty narrative has focused on the fact that since women play a significant role in energy systems as part of their subsistence and productive tasks, they are disproportionately affected by energy shortages. However, energy, as a critical enabler to development, plays a transformative role in the lives of both men and women, enhancing their productivity and effectiveness at home and at work. But because men and women differ in the purposes for which they need and use energy, as well as in their levels of access, they may experience different impacts from energy services. Ensuring equitable development outcomes of energy interventions necessitates factoring in these differences.

Energy infrastructure and extractive industries can have deep impacts on the communities involved. Because of important differences in men's and women's roles, work and relationships in their families and communities, these impacts can have very different effects on men and on women. In Africa, large projects are seen to escalate the HIV/AIDS crisis, changing sexual networks and increasing prostitution, with negative impacts for women and girls. At large project sites, safety concerns also arise for women and girls in terms of limited lighting, communication, security and mobility.²⁹

At the household level, women are known to manage the energy systems for cooking, and they largely rely on traditional solid fuels. Over 2.8 billion people still rely on biomass for cooking.³⁰ This dependency has many negative impacts for environmental and human health, and, as described below, women and children suffer the biggest share of the burden:

- The burning of biomass in the household has been identified as a heavy contributor to levels of indoor air pollution (IAP), which has been linked with severe health problems. WHO estimated that in 2012, household air pollution from fumes from biomass-based fuels caused 4.3 million deaths, which represented 7.7 percent of global mortality.³¹
- Women and children are more likely to be tasked with collecting biomass or fuelwood, which often requires between two and 20 hours per week. In performing this task alone or in small groups, they are exposed to risks to their personal security. Repeatedly carrying heavy loads for energy purposes has also been linked to serious health problems in women, such as uterine prolapse.³²
- Fuel collection is a drain on time that could otherwise be spent on leisure, education or livelihood production.
- Greenhouse Gas (GHG) emissions from burning fuelwood and biomass contribute to climate change.

29 United States Agency for International Development (USAID), 2014, 'Women at the Forefront of the Clean Energy Future'.

30 Website of the Sustainable Energy for All initiative, 'Tracking Progress', www.se4all.org/tracking-progress/.

31 Website of the World Health Organization, Global Health Observatory data, 'Household air pollution', www.who.int/gho/phe/indoor_air_pollution/en/.

32 Amnesty International, 2014, 'Unnecessary Burden: Gender Discrimination and Uterine Prolapse in Nepal'.

Examples of Entry Points for Gender in the Energy Sector:

a. Policy Level:

- Ensure that gender is mainstreamed across all levels of energy-related decision-making and policy, recognizing that energy use is gendered and that barriers to sustainable-energy access and use are also gendered.
- Identify women as a specific target group in the overall energy-access policy framework, recognizing their specific energy needs. The ECOWAS Renewable Energy Policy (ERP), for example, identifies “Support to gender equality” as a guiding principle: “In the context of the implementation of the ERP an effort will be made to mainstream gender issues . . . [and] participatory approaches will be applied”.
- Promote women’s participation in energy-related decision-making processes and in energy institutions across all levels.
- Facilitate dialogue on gender equality and women’s needs during intersectoral dialogue with key stakeholders.
- Ensure that policy equally acknowledges and values the time and labour burdens of both men and women.
- Support gender-sensitive budgeting in planning and programming.
- Ensure that gender is mainstreamed in all monitoring and evaluation processes.

b. Programme/Project Level:

- Through mechanisms such as consumer credit/microfinance, rental models, and by developing smaller, low-cost systems, provide affordable options for women and low-income consumers to offset the high, upfront cost of energy technologies.
- Promote energy technologies that reduce women’s vulnerability and enhance safety, such as street lighting to improve women’s mobility and safety; solar lighting to improve education for girls and boys; lighting for adult education centres; and energy services for primary health-care facilities.
- Ensure that energy-service delivery and information services reach women and men equally.
- Promote women as service providers in the energy sector, providing additional support and creating enabling conditions for them (for example, through offering training near home; additional mentoring in business planning, accounting, and marketing skills; and access to affordable financing and credit facilities), as required.
- Provide technical and vocational training for women in order to promote women’s employment, e.g., as technicians, in routine operations and maintenance, as meter readers and as community mobilizers.
- Provide favourable environments (with training, child-minding services, etc.) to promote women as well as men as energy service providers. This might involve building the capacity of women to work in the clean-energy industry as policymakers or suppliers of technology, etc., and supporting their career development.
- Provide support as well as technical training to promote women’s employment within the energy sector. This might include small business loans and support to female entrepreneurs in accessing energy sector markets.

- Provide gender-sensitive information about energy use and climate change. Women and men tend to approach climate change mitigation and environmental issues from different perspectives and acknowledging this might promote efficiency. Men and women might also receive information through different mediums.

As fossil-fuel use is the leading contributor to GHG emissions, tackling the energy sector is perhaps the most crucial for ensuring meaningful mitigation action. It is also expected that with increasing global populations, energy demand will grow by a further 27 to 61 per cent within the next 35 years.³³ For this reason it is crucial that gender is a key consideration in any energy-related climate change action.

An illustrative list of gender-sensitive indicators for the energy sector:

a. Programme/Project Level - General (Requiring sex-disaggregated data):

- Number of households (including women-headed households) connected to the electricity grid
- Number of households (including women-headed households) adopting energy-efficient technologies
- Increased access of women to timesaving, clean and cost-efficient technologies
- Number of training and awareness activities on energy efficiency targeting men and women
- Number of households with access to non-polluting or cleaner cooking facilities
- Number of reported respiratory diseases with probable links to IAP
- Number of schools and public services using clean energy options for heating and other uses
- Number of participants in community-awareness initiatives focusing on the negative health impacts of polluting energy

b. Indicators that reflect contributions to gender-equality goals:

- Increased employment and enterprise opportunities for women and men related to construction, operations and maintenance in the energy sector
- Number of men and women receiving technical training to assemble, operate, maintain and manage energy enterprises
- Number of jobs generated by the project or programme for women and for men
- Number of women and men employed and the proportion of women employed in unskilled, technical, management and supervisory roles
- Presence of incentives designed to recruit women and increase their capacity and career development, as well as economic incentives such as microfinance loans
- Number and percentage of men and women earning income from renewable energy services

33 USAID, 'Women at the Forefront of the Clean Energy Future'.

- Evidence of activities designed to stimulate enterprise development for women and men, such as partnerships with non-governmental organizations (NGOs) or financial institutions
- Number of men and women in energy-user groups, etc., in decision-making positions
- Number of male and female field staff
- Evidence that equal employment opportunities are being employed by staff
- Number of training sessions with energy agencies, etc., on participatory techniques to address gender inequalities

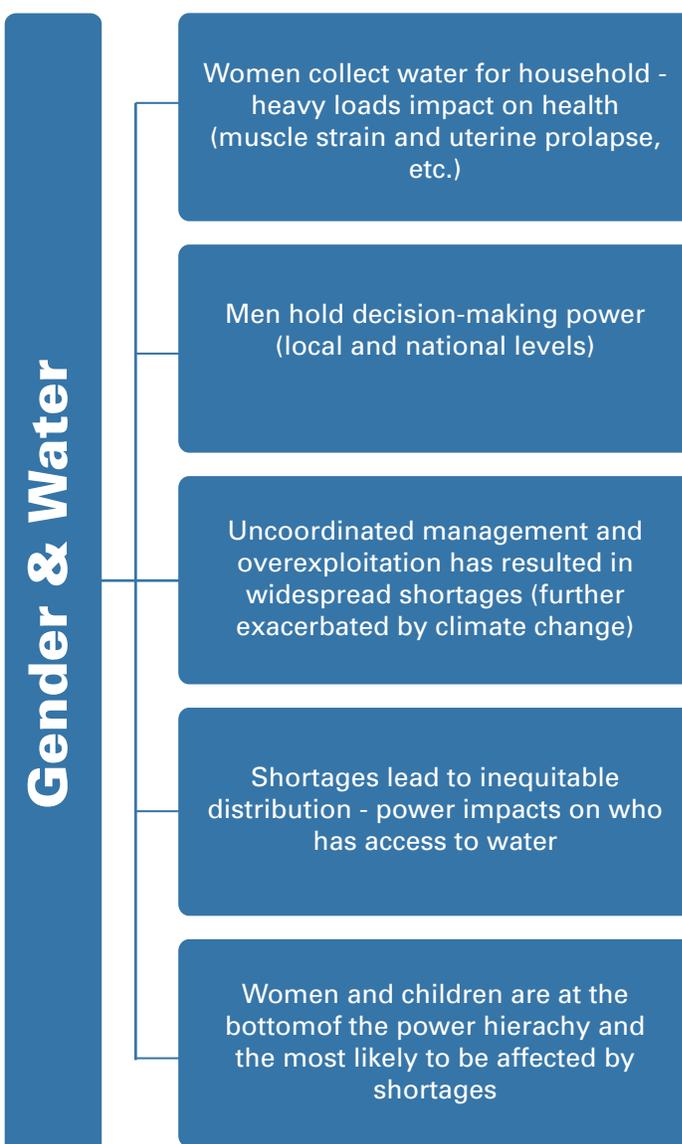
Briefing Note: Water, Gender and Climate Change

The process of climate change is already having an impact on weather patterns, exacerbating extreme climatic events such as drought and flooding and increasing the number of natural disasters being experienced, particularly in the global South.

Next to fuel collection and cooking, water collection is a heavy and time-consuming task. In resource-scarce areas of Eastern Zimbabwe, for example, women can spend over 10 hours per week on water collection.³⁴ At the household level, access to energy allows for drinking water supplies to be pumped, which can reduce the workload for women. In Zanzibar, for example, electrified water-pumping to central places in villages helped women save three hours a day.³⁵ Reduction in the time needed to collect water was found to lead to a statistically significant increase in the school enrolment of boys and girls in countries where substantial gender gaps in schooling exist. Mitigation actions that focus on the substitution of heavy labour, whether through water infrastructure, the pumping of water or reducing the demand for cooking fuels, would likely have similar outcomes.

The majority of people living in the developing world rely on agriculture for their livelihoods and this in turn relies on a steady supply of fresh water. Water is a core ingredient in many of the most effective mitigation efforts due to its carbon storage ability. It is also a key requirement for mitigation mechanisms involving plants and soil.

The relationship between gender and water in the developing world tends to follow a pattern which does not benefit women (as depicted in the



34 A. Mehretu and C. Mutambira, 1992, as cited in Joy Clancy et al., 2011, 'Social Influences on Gender Equity in Access to and Benefits from Energy', World Development Report 2012 Background Paper.

35 Tanja Winther, 2008, *The Impact of Electricity: Development, Desires and Dilemmas* (Oxford: Berghahn Books).

infographic on this page). To ensure that inequalities are not exacerbated, it is crucial to mainstream gender in water-related climate action to ensure that both men and women are part of analysis, planning, programming, implementation, and monitoring and evaluation (M&E) processes. Doing so increases the likelihood that water resource management and gender-equality action will be enhanced.

Examples of Entry Points for Gender in the Water Management Sector:

a. Policy Level:

- Ensure that the concept of gender sensitivity is mainstreamed across all levels of water management decision-making and policy, recognizing that water management is not gender neutral and that both the use of water and access to clean water is gendered.
- Promote women's participation in water management-related decision-making across all levels.
- Facilitate dialogue on gender equality and women's needs during intersectoral dialogue with key stakeholders.
- Where water services are being provided by the private sector, ensure that the water supply needs of the whole population are met, including those of women and socially disadvantaged groups.
- Ensure that policy equally acknowledges and values the time and labour burdens of both men and women in relation to water.
- Support gender-sensitive budgeting in planning and programming.
- Ensure that ownership and use data is sex-disaggregated.
- Include women in consultations on issues regarding water access, use, etc. This will give a fuller picture of how family structures and men's and women's gender roles impact on water use and water-management practices and better equip initiatives to counter inequalities.
- Water use for domestic and sanitation purposes should be included in assessments of the economic values of water use.

b. Programme/Project Level:

- While water supply should be paid for in most contexts, the ability to pay must be taken into account. As water is crucial to human survival, the determination of water rates should reflect a gender- and social-equity analysis of water demand that considers factors such as gendered control over money and resources.
- All stakeholders should be given the opportunity to participate in water management strategy meetings and consultations. Women in particular should be consulted in regard to water management due to their traditional role as water resource manager in many societies, and also because of their role as significant water-users in the domestic sphere.

An illustrative list of gender-sensitive indicators for the water sector:

a. Programme/Project Level - General (Requiring sex-disaggregated data):

- Hours spent per day by men and women collecting water for domestic use

- Reduction in incidences of waterborne disease among men, women, girls and boys
- Number of women and men with increased income due to improved water

b. Indicators that reflect contributions to gender-equality goals:

- Evidence of improved school attendance of girls due to alleviated need for water collection
- Targets for water and sanitation facilities for vulnerable and marginalized households, female-headed households (FHHs), etc., being met
- Safe water and sanitation for women and girls in schools and other community facilities
- Reasons for not subscribing to improved water services provided by both men and women
- Women's and men's satisfaction with water and sanitation investments
- Women's and men's reports on how they have utilized new water facilities
- Evidence of improved community understanding surrounding the health-water-sanitation-waste management nexus
- Increased involvement of men in sanitation issues
- Number of men and women participating in hygiene education activities and utilizing improved hygiene practices
- Number of hygiene-related activities specifically targeted at women, men, girls and boys
- Evidence of reduced safety risks for women and girls in relation to water collection and bathing
- Evidence that communal taps, etc., have been designed with gender sensitivity in mind—e.g., situated in safe, well-lit locations and accessible by people with disabilities
- Evidence that men and women are benefiting equally from any project- or programme-related training
- Number of women employed by private water suppliers
- Number of women and men attending participatory planning consultations and other decision-making groups such as water-use committees
- Number of materials distributed to women's groups

Briefing Note: Housing, Gender and Climate Change

Wherever human beings live together in close confines, Greenhouse Gas (GHG) emissions tend to be concentrated. Although they cover less than 2 per cent of the Earth's surface, cities are responsible for consuming 78 per cent of the world's energy and produce more than 60 per cent of all GHGs, mostly through energy generation, transport, industry and the use of biomass.³⁶ Urban areas also tend to be vulnerable to climate change, with coastal cities being particularly vulnerable to rising sea levels, flooding and natural disasters. Climate change is also likely to have a negative impact on infrastructure and the provision of urban services.

At a city level there are strategies that can be used in relation to planning, infrastructure and transport that can drastically reduce a city's carbon footprint. While on a household level, there are many decisions to consider which could have a significant, collective impact on climate change. Some examples include: whether to use alternative energy sources to power the home, the size and insulation of the building (with impacts on emissions related to heating and cooling) and even the kinds of materials buildings and dwellings are constructed from.

Although it is crucial to human well-being, millions of men and women continue to live without adequate housing and related services. And, like many other areas, the housing sector is not gender neutral. The right to housing services is often determined by socio-economic and cultural factors, such as gender, power, privilege and discrimination.³⁷ Because women often have less access to money and resources, less decision-making

Gender & Housing

Women spend more time in the home and may be responsible for its upkeep

Women are more likely to face discrimination in the housing sector based on their gender and other intersection forms of discrimination (this can impact on tenure)

In many contexts, policy and law tend to favour men in relation to housing rights and land ownership

Because women are less likely to own land, they are more vulnerable if they face widowhood, divorce, male migration, or desertion of a domestic violence situation

Female-headed households (FHHs) continue to be the poorest and most vulnerable and often contend with inadequate housing, inappropriate locations, limited access to services, etc.

Lack of earning potential and economic power hierarchies place added pressure as housing prices continue to rise in many places - this will be exacerbated as climate change has an effect on land desirability

36 UN-HABITAT website, 2015, 'Climate Change', unhabitat.org/climate-change/.

37 UN-HABITAT, 2012, 'Gender Issue Guide: Housing and Slum Upgrading'.

power and less access to land and housing, many women living in poverty end up in slums or informal settlements. The most vulnerable households are often headed by women and they can frequently face further limitations on adequate housing. According to UN-HABITAT (2012), understanding the different requirements of men and women in relation to housing is crucial to making the sector cleaner and more sustainable.

For the reasons identified above, it is important to address gender-equality issues in the housing sector before they become exacerbated by climate change.

Examples of Entry Points for Gender in the Housing Sector:

a. Policy Level:

- Ensure that the concept of gender sensitivity is mainstreamed across all levels of housing-sector decision-making and policy, recognizing that the housing sector is not gender neutral and that both the use of housing and access to adequate housing is gendered.
- Promote women's participation in housing-related decision-making and urban-planning processes across all levels.
- Facilitate dialogue on gender equality and women's needs during intersectoral dialogue with key stakeholders.
- Ensure that policy equally acknowledges and values the time and labour burdens of both men and women in relation to housing.
- Support gender-sensitive budgeting in planning and programming.
- Ensure that gender is mainstreamed in all monitoring and evaluation processes.
- Include women in consultations regarding issues such as environmental impact and the development of culturally relevant and greener housing; access to finance; the provision of housing-related services; the selection of sustainable building materials; etc. This will give a fuller picture of how family structures and men's and women's gender roles impact housing-related decisions and will better equip initiatives to counter inequalities.
- Establish a policy framework that incorporates gender equality and social inclusion.

b. Programme/Project Level:

- Capacity-building for stakeholders on women's rights and empowerment and gender equality.
- Gender and intersectional analysis of the project context can help to integrate gender and social inclusion in urban planning and other housing-related actions.
- Consultations with local community-based organizations (CBOs) and NGOs to gain insight into gender- and context-specific good practices related to land access, tenure, safety concerns, etc.
- Promote men's and women's participation at a grass-roots organizational level (e.g., among community groups). This not only helps to empower beneficiaries (including women) but also contributes to another level of accountability for the project or initiative.

- Provide information on energy-efficient housing options in a gender-sensitive manner. Men and women may get their information through different mediums and it is important that both groups are informed about alternative and cleaner energy options for the home in relation to lighting, heating, etc.

An illustrative list of gender-sensitive indicators for the housing sector:

a. Programme/Project level - General (Requiring sex-disaggregated data):

- Number of men/women working in the housing sector
- Number of female-/male-headed households
- Scale and nature of public-sector expenditure on urban planning
- Levels of satisfaction with urban planning and access to services
- Presence of affordable alternative energy options for housing
- Prevalence of affordable, safe and secure housing
- Access to financial support in relation to safe and secure housing
- Presence of climate- and gender-sensitive building codes and standards

b. Indicators that reflect contributions to gender-equality goals:

- Number of women's organizations being subsidized in relation to work in the housing sector and in urban planning
- Percentage of stakeholders from marginalized communities participating in urban planning consultations
- Percentage of women engaged in the implementation of urban-planning projects or programmes
- Evidence of gender sensitivity in planning policies and budgets
- Number of changes made to urban policies, plans and budgets to incorporate recognized gender issues after consultation with stakeholders
- Presence of gender-inclusive safety guidelines
- Evidence of action to directly address women's urban environmental concerns
- Evidence of qualitative changes in women's daily living environments³⁸

38 UN-HABITAT, 2012, 'Gender Issue Guide: Housing and Slum Upgrading'.

Briefing Note: Transport, Gender and Climate Change

Under a business-as-usual scenario, Greenhouse Gas (GHG) emissions are expected to increase by up to 50 per cent by the year 2030 and up to 80 per cent by 2050.³⁹ A surge in the number of vehicles in use on a global scale is projected to be a major contributor to these figures. By 2009, transport contributed 25 per cent of energy-related GHG emissions and was responsible for 20 per cent of total energy use. In that regard, targeted and effective interventions are now a priority for CO₂ emissions reduction strategies, with the goal of reducing CO₂ emissions from transport by a minimum of 50 per cent by 2050.⁴⁰

Some strategies for reducing GHG emissions within the transport sector include:

- Switching to cleaner technologies
- The use of sustainable biofuels
- The implementation of tax incentives for low-carbon products and processes
- Improved transport infrastructure to avoid congestion and foster intermodal (road, rail and waterway) and public transport
- Improvements to public transport systems, such as expansion and shifts towards more energy-efficient transportation, which could save up to \$70 trillion by 2050

Transport infrastructure and services are intended to help people by facilitating access to all the benefits society provides. Because both

Gender & Transport

Women often combine domestic roles with income production and therefore have complex daily mobility needs

Women are more likely to use public transport to visit more than one place in a trip, they also take shorter and more frequent journeys

Women are more likely to travel with dependents and will combine productive trips with domestic tasks such as taking children to the doctor

Mobility patterns are also shaped by sociocultural norms - some women cannot travel without a chaperone

Sexual harassment on public transport can be a real problem for women

While men are more likely to own a vehicle, women are more reliant on transport services

39 UN Climate Summit 2014 website, 'Action Areas', www.un.org/climatechange/summit/action-areas/.

40 Website of the United Nations Economic Commission for Europe (UNECE), 2015, 'Climate Change and Sustainable Transport', www.unece.org/?id=9890.

men and women already use and benefit from transport services, it is a sector that is often considered to be “gender neutral.”⁴¹ This view fails to recognize that men and women use and benefit from transport differently. Men and women may use different modes of transport for different purposes, have different levels of access to transport and travel significantly different distances. Like most other sectors, the way transport is used is influenced by gender and social roles and norms. Economic, employment and social status all have an impact on an individual’s transport needs and must be understood in order to provide inclusive and efficient climate change mitigation and transport initiatives.

As depicted above, there are many gendered factors that shape transport usage in ways that present both benefits and limitations for men and women. It is important to consider these gender gaps when designing climate change action in the transport sector so that gender-equality goals can also be approached. Transport systems designed with gender sensitivity can provide various gender-equality benefits, such as:

- Increased access to employment markets
- Access to education
- Access to health services
- Reductions in time poverty
- Increased leisure time

Despite this, women remain largely underrepresented in the transport sector. They are rarely consulted as key stakeholders and gender analysis is infrequently performed during the design and planning stages of transport initiatives. To ensure efficiency and that gender mainstreaming is being implemented in all climate change–related initiatives, this must change.

Examples of Entry Points for Gender in the Transport Sector:

a. Policy Level:

- Ensure that gender is mainstreamed across all levels of transport-related decision-making and policy, recognizing that transport use is gendered and that benefits and limitations are felt differently by men and women.
- Promote women’s participation in transport-related decision-making processes and in transport services across all levels.
- Facilitate dialogue on gender equality and women’s needs during intersectoral dialogue with key stakeholders.
- Ensure that policy equally acknowledges and values the specific transport-use requirements of both men and women, taking into consideration time, frequency of use, and restrictions on mobility such as the need for a chaperone, security concerns, etc.
- Support gender-sensitive budgeting in planning and programming.

41 Asian Development Bank (ADB), 2013, ‘Gender Tool Kit: Transport. Maximizing the Benefits of Improved Mobility for All’.

- Ensure that gender is mainstreamed in all monitoring and evaluation processes.

b. Programme/Project Level:

Consideration of both male and female transport needs in planning and implementation of transport initiatives. For example, men might use bus services to access the central business district in an urban setting, but women might be more likely to use buses to get to “off-peak” destinations. Consultations with both men and women could be required to gauge the expected gendered impacts of a project or initiative.

- Ensure that both women and men are able to fully utilize transport benefits for economic- or income-related activities.
- Personal security issues are considered and addressed from the earliest planning stages.
- Women are encouraged to participate in work generated by the project or initiative. Transport infrastructure construction and the provision of related services tend to be male-dominated areas, so existing barriers may need to be addressed.

An illustrative list of gender-sensitive indicators for the transport sector:

- Average time spent travelling to school, markets, work or health services for women, men, boys and girls disaggregated by modes of transport
- Changes in the number of men and women using rural roads and public transport services as a result of improved services
- Number of men and women who have access to employment/improved employment due to improved transport infrastructure/services

Indicators that reflect contributions to gender-equality goals:

- Increased access to social services for men and women due to improved transport services
- Evidence of gender sensitivity in design (e.g., transport routes) to encourage access to essential services for men and women
- Recorded changes in travel patterns and modes of transport utilized by men and women as a result of improved transport services
- Number of additional school enrolments due to improved transport services
- Number of trips disaggregated by gender and mode of transport
- Proportion of income spent on transport disaggregated by gender
- Evidence of increased security and reduced risks for women and girls on public transport
- Evidence of gender-sensitive design in relation to female transport users, people with disabilities, the elderly, etc.
- Number of injuries and deaths due to road accidents disaggregated by sex and age
- Recorded perceptions of safety disaggregated by gender

- Gender parity among staff employed in the transport sector
- Number of men and women engaging in training related to the transport sector—e.g., in the construction, operation and maintenance of transport services, etc.
- Number of training specifically targeted at men and at women
- Targets for women’s employment in the transport sector met in various positions, including management
- Evidence of incentives designed to recruit women to the transport sector, increase their capacity and support their career development
- Number of women and men receiving credit for transport-related commercial enterprises
- Number of women and men attending planning and consultation meetings
- Evidence of changes to services as a result of consultations with women
- Number of women’s organizations involved in policy dialogue and M&E processes

Briefing Note: Waste Management, Gender and Climate Change

Although the waste management sector appears to make just a minor contribution of about 3 to 5 per cent of anthropogenic Greenhouse Gas (GHG) emissions on a global scale, it has the potential to not only reduce emissions, but to save them.⁴² While minor levels of GHGs are emitted through waste treatment and disposal, the potential to save on emissions is present in waste recovery. The current climate in waste management, however, reflects a preference for the benefits of recycling and limiting waste production rather than treatment-technology options, even now that energy recovery is possible.

In some developing countries, the mass and uncontrolled combustion of waste is still practiced, which releases large CO₂ contributions into the atmosphere. Even controlled incineration generates some CO₂ emissions, although emerging technology allows for these emissions to be captured and converted into energy. Another method for reducing GHG emissions is aerobic composting of waste to reduce methane and nitrous oxide levels, although this is a less efficient model because it still requires the input of small amounts of energy, and CO₂ will gradually be released as composting degrades in time.

With this in mind, climate change action within the waste management sector tends to prefer the following three methods:

1. Avoidance of using primary materials for manufacturing through waste avoidance and recycling; this avoids the energy intensity of using primary materials.
2. Production of energy from waste to substitute energy derived from fossil fuels; this energy is generally cleaner than that from most traditional fossil fuels.
3. Storing carbon in landfills and applying composting to landfill soils to reduce methane and nitrous oxide emissions.

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Women tend to take responsibility for food preparation, family health, laundry, etc. This may lead them to view how waste should be disposed of differently to men

Women often lack decision-making power in the home and this can mean their unique knowledge about family waste production can go unheard

If women do not have control over income, they may be unable to invest in waste management solutions

⁴² United Nations Environment Programme (UNEP), 2010, 'Waste and Climate Change: Global Trends and Strategy Frameworks'.

UNEP believes that using these methods, the waste sector may even be capable of generating a GHG benefit.

As with other sectors, waste management is not gender neutral. The effectiveness of waste disposal measures rests on understanding and incorporating gender differences and inequalities into planning and implementation.⁴³ Women and men may view waste and waste disposal through different lenses.

Unless women are consulted as stakeholders, their knowledge and insight cannot be utilized to provide more efficient and cleaner waste management practices.

The waste management industry can provide opportunities for both men and women. For example, there may be opportunities in waste recycling for female entrepreneurs. Many forms of waste can be recycled and turned into fertilizer, etc. Thus, not only can waste management projects provide specific support to women and ease their work burden, they can also lead to work opportunities for both men and women and improve family health.

EXAMPLE SCENARIO

The men in a male-dominated community believe that one landfill is sufficient for waste disposal, but the women can see that for their own purposes it would be useful to have several smaller disposal sites closer to home. Walking alone to dispose of waste may not present personal-security problems for the men, but local women may have to face risks to their safety in order to dispose of waste. Likewise, men and women may have different standards in relation to public and family health and environmental standards, including GHG emissions generated by local waste management systems.

Examples of Entry Points for Gender in Waste Management:

a. Policy Level:

- Ensure that gender is mainstreamed across all levels of waste management decision-making and policy, recognizing that waste management is gendered and that men and women will view waste disposal and its impacts differently.
- Promote women's participation in waste management decision-making processes across all levels.
- Facilitate dialogue on gender equality and women's needs during intersectoral dialogue with key stakeholders.
- Ensure that policy equally acknowledges and values the time and labour burdens of both men and women.
- Support gender-sensitive budgeting in planning and programming.
- Ensure that gender is mainstreamed in all monitoring and evaluation processes.

b. Programme/Project Level:

- Men and women may have different work opportunities within the waste management sector just as they have different access to credit, training and time. Specific gender-sensitive initiatives to address barriers faced by both men and women can be implemented with an emphasis on supporting women.

⁴³ Swedish International Development Corporation Agency (SIDA), 1998, 'Equality Prompt #7: Waste Disposal and Equality Between Men and Women'.

- Information about the environmental impacts of waste disposal might be shared more efficiently if tailored for gender-specific audiences. For example, in some communities where women are primarily responsible for the disposal of organic waste, they might be specifically targeted for the provision of training and information dissemination on sustainable waste disposal practices.
- The capacity-building of local decision-makers in the waste management industry in relation to gender analysis and gender mainstreaming can lead to improved programming and ensure that women enjoy equitable participation and benefits.

Ensuring the inclusion of women in consultations on waste management initiatives may require planning meetings according to women's specific requirements, as they often face obstacles related to time and childcare. Women or other minority groups may also face cultural barriers when it comes to their involvement in decision-making processes or training, and these barriers must be understood if they are to be sensitively approached and overcome.

An illustrative list of gender-sensitive indicators on waste management:

a. Programme/Project level - General (Requiring sex-disaggregated data):

- Number of men/women involved in the disposal of waste
- Female- and male-headed household expenditure on waste management and sanitation
- Scale and nature of public sector expenditure on waste management and information on expenditure allocations—i.e., urban/rural areas, sanitation promotion, etc.
- Levels of satisfaction with waste services being provided
- Prevalence of open defecation on water and land by men and women
- Presence of waste facilities accessible to the public and to schools, and conditions of these facilities
- Availability and accessibility of waste management services

b. Indicators that reflect contributions to Gender Equality:

- Roles played by men and women in the waste management sector
- Proportional women's/men's participation in decision-making positions and how this has impacted the waste sector
- Participation of women throughout the complete project/programme cycles
- The gendered dimensions of the costs and benefits from the privatization of waste management services
- The gendered impacts of public expenditure on waste sector
- Public funding directed to women's groups dealing with waste issues

