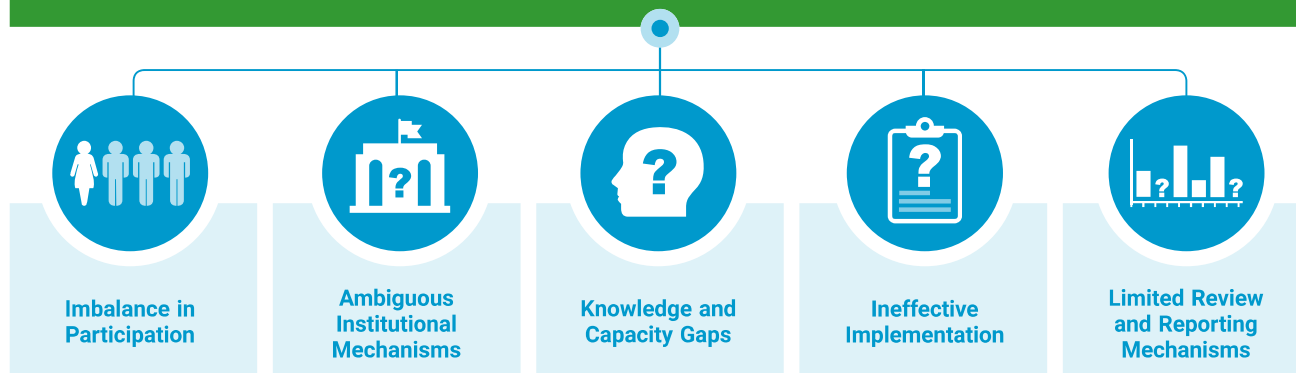


## Gaps and Challenges to Gender Mainstreaming in National Policies and Plans

**FIGURE 2-3: GAPS AND CHALLENGES TO GENDER MAINSTREAMING IN NATIONAL CCDRR POLICIES**



Gender mainstreaming requires integration of a gender perspective into the planning, designing, implementation, monitoring and evaluation of policies, regulatory measures and spending programmes. CCDRR policies have come a long way from the initial years when the UNFCCC did not have women’s participation and a gender mandate and most NAPAs did not adequately include gender concerns. Today, doubts surrounding gender and CCDRR have been clarified; there is documented evidence that gender equality and climate solutions have co-benefits. However, full realization of gender mainstreaming efforts at the national level still remains a challenge. Figure 2-3 highlights the key challenges which have been elaborated in the coming section

### GENDER IMBALANCE IN PARTICIPATION AND DECISION-MAKING

Prioritization and selection between alternatives have a critical role in all CCDRR policies and decisions. Who gets a seat at these decision-making tables and who they represent is therefore all the more important in the case of CCDRR policies. Unfortunately, women are under-represented in all levels of institutional decision-making (Dekens and Dazé 2019).

A review of 193 countries (IUCN and UN Women 2015; Prebble, Gilligan and Clabots 2015) showed that:

- > In six out of nine environment decision-making processes analyzed, women represent less than one-third of decision-makers.
- > Of 890 environmental sector ministries in 193 UN Member States, only 12 per cent are women.
- > Of the total world energy council chairs, there is only one woman-representative for every 24 men-representatives.

- > For the most recent COPs, the Convention on Biodiversity (CBD) has the highest women’s participation rate, with an average of 43 per cent of government delegates, bureau members, and NGO representatives. The UNFCCC has an average of 36 per cent and the United Nations Convention to Combat Desertification (UNCCD) has an average of 30 per cent.
- > Women represent less than one-third of the 304 Global Environment Facility (GEF) national focal points.

The trend continues in local governance structures, including those for land management, forestry and fisheries (NAP Global Network and UNFCCC 2019). For example, although studies in India and Nepal have shown that women’s participation in local forest governance is not only beneficial for them but also improves forest health, (Agarwal 2009) in a REDD+ program in Nepal, women made up only 15 per cent of related leadership (Khadka, et al. 2014). Scoping studies done in Cambodia, Philippines and Sri Lanka show that women faced numerous barriers to participation in REDD+, including lack of access to non-forest livelihood activities, limited and overly technical information provided to women about REDD+, and a failure to integrate gender into REDD+ policymaking activities (WOCAN, UNREDD and USAID-LEAF 2013).

Furthermore, even when countries like Bangladesh, Cambodia, India and Nepal have mandated women’s participation at local levels through reforms especially in disaster management committees, ground reports from the community level suggest that women’s meaningful participation in decision-making remains minimal and often absent altogether (UN Women 2016).

These highlight the fact that aside from socio-cultural barriers blocking women's participation, there is a need for stronger policy frameworks to effectively incorporate women's voices in adaptation and disaster management institutions and decision-making committees at local levels. Under-valuation of women's contribution in the sector often leads to them not being considered as relevant stakeholders, leading to their exclusion from such decision-making forums and process (IPCC 2020).

**AMBIGUOUS INSTITUTIONAL MECHANISMS**

Another challenge in gender mainstreaming in Asia is the complexities of the CCDRR institutional mechanisms within the government structures. Even when addressing climate change falls within the mandate of Ministries of Environment, there are many sectoral ministries and departments that have a key role to play in the process. DRR is even more complex, being housed under different ministries depending on the country, such as Ministries of Home Affairs (India), Ministry of Disaster Management and Relief (Bangladesh), or Ministry of Agriculture and Rural Development (Vietnam). An excess of institutional entities dealing with similar issues on CCDRR without proper coordination impedes progress in gender mainstreaming across the region (UN Women 2016).

Furthermore, gender equality and women's empowerment are often considered as the mandate and responsibility of the Ministries of Women's Affairs. However, they are often weaker ministries, lacking political power and technical knowledge to adequately mainstream and address issues of gender equality across other ministries (UNDESA 2007). Technically, the women's ministry needs to support gender mainstreaming in other ministries. However, the absence of effective coordination and collaboration platforms is the reality on the ground, especially in the Asian context. Even when there is scope and case for gender mainstreaming, the ministries are often unable to speak the relevant gender technical language that would be easily understood and applied by other ministries (UN Women 2016).

Even when some limited evidence exists on where gender mainstreaming has been applied, there is no sharing of this information for learning and improvement. Also, silos of responsibilities for mainstreaming gender further hinder proper integration (OCED 2015). The mandate of gender and CCDRR must be located within both the gender and CCDRR ministries; and institutional mechanisms for coordination between the two on the issue must be created with adequate technical support.

**TRAINER'S TIP**



For advanced course, instead of a presentation, the participants can be divided into five random groups and assigned one topic/challenge, along with the text as a handout and then be asked to deliberate on the status and gaps in gender mainstreaming in Asia, with focus on their own countries.

For basic course, combine the two topics "Gap and Challenges" and "Strategies and Entry Points" into one PowerPoint presentation. Make one slide on each of the points using the following template:

<b>GAPS AND CHALLENGES</b>	
<b>RELEVANT STRATEGIES</b>	
<b>CSO ENTRY POINTS</b>	

Add the NAP process and CCGAP as critical examples in detail.

**KNOWLEDGE GAPS AND LACK OF CAPACITIES**

The lack of a mandate to work on gender equality in environment and CCDRR ministries also requires adequate capacities within the women's ministries and other ministries. For the women's ministries, this means technical expertise to successfully advocate for the inclusion of gender equality dimensions in CCDRR, which they often lack. On the other hand, the other ministries have only a basic understanding that 'gender means women'; resulting in policies and strategies that largely depict women as victims (WEDO 2016). The capacity to understand and comprehensively address the complex relationship between gender equality and climate change and disasters, however, is a major challenge facing these institutions.

The problem is further compounded within decentralized governance structures, where the level of gender understanding is even further limited. There are major concerns across the region regarding the actual

implementation of existing policies and planned actions at local level. The challenge is further exacerbated due to low involvement of non-state actors at the local level. In most Asian countries, CSOs often have specific programmes/projects to address climate change or DRR and gender equality, which means that they also have a wealth of information on the impact of climate change and disasters on different social groups. However, there are very few functional forums for strategically coordinating activities, communicating outcomes, or sharing data or best practices that integrate both gender equality and CCDRR. A lack of coordination among government and civil society actors working on CCDRR results in missed opportunities to consolidate community level data and evidence into a consolidated picture of human impacts of, and adaptation to, climate change and disasters (UN Women 2016).

**INEFFECTIVE IMPLEMENTATION OF POLICIES AND PLANS**

It must be acknowledged that across the region, efforts are being made to bring the gender dimensions of CCDRR into policy. However, ambiguity in responsibility allocation coupled with the knowledge and capacity gaps often result in policy reforms failing to translate into actions and implementation at the ground level that can actually make a meaningful change in the lives of women.

In Bangladesh, for example, the Bangladesh Climate Change Strategy and Action Plan (BCCSAP) is in place since 2009. However, even with the strong focus on ‘women as vulnerable’ in the BCCSAP policy document, very few projects funded by the Bangladesh Climate Change Trust (BCCT) have focused on reducing the vulnerability of women, let alone a more radical gender equality agenda. In fact, the CCGAP of Bangladesh, although developed very comprehensively, has also not yet taken off at the implementation level (UN Women 2016). Similarly, although the policy landscape in Cambodia is extensive and engendered, issues persist in implementation. There is a lack of common understanding and coordination between various stakeholders and implementing agencies in the context of gender and CCDRR (Reggers and Lim 2019).

The situation is even worse in case of DRR. An analysis of funds allocated to protection and gender issues in ‘Flash Appeals’ shows that addressing gender equality in disaster response is not a priority, as humanitarian actors often do not perceive the need to promote protection and gender equality in emergency setting as ‘life-threatening,’ which is the main criterion for qualifying for ‘Flash Appeals’ and United Nations Central Emergency Response Fund (CERF) (UN Women 2016).

In fact, a significant number of major donors dedicate less than one per cent of humanitarian funding to advancing gender equality in emergencies (Development Initiatives 2014). The trend is the same in Asia. For example, in response to Nepal’s two earthquakes, only four per cent of the humanitarian funding received under the ‘Flash Appeal’ was allocated to gender and protection cluster activities (UN Women 2016).

**LIMITED REVIEW AND REPORTING MECHANISMS**

Another major challenge is that reporting progress on gender in the context of climate change is not mandatory at the global level. Left to the discretion of national governments, there is very little reporting on gender and climate change happening as part of the INDCs/NDCs (WEDO 2016). Even when reporting happens, the reports are often a yes/no answer leaving little scope to assess the actual integration and results. For example, the reports between 2014 and 2015 for the Hyogo Framework for Action (HFA) showed eight of the 13 countries (62 per cent) mentioning gender action; however, only half of these included gender guidance in their post-disaster needs assessments methodologies. This illustrates limited attention to reaching out to women but not actually addresses ‘gender’ needs and priorities. For example, even though Thailand reported that women are key players in DRR, the needs of men and women were assumed to be the same, and the government provided universal packages for disaster response and relief (UN Women 2016).

**DISCUSSION POINT**



*Ask the participants what they think the national governments can do to address these gaps.*

**Facilitator Clues**

- > Create formal forums and institutional mechanisms for women’s engagement at all levels. Examples include 33 per cent quotas in local government or preference to women in public offices.
- > Constitute coordination agencies and formal spaces for CSO engagement
- > Partner with local gender actors and experts especially for community engagement, women’s skill development, gender and CCDRR capacity building, local project planning and implementation
- > Provide funding for community engagement, capacity building and support for implementation.

## Strategies for Gender Mainstreaming and Entry Points for CSOs

### GENDER BALANCE IN GOVERNANCE AND INSTITUTIONS

The need for gender balance in participation and leadership in CCDRR decision-making is well acknowledged in terms of providing spaces for women to voice their concerns and ensuring their priorities are incorporated in the decisions. Women's leadership delivers environment and crisis management results better. The key learnings and strategies for gender mainstreaming at national level include:

#### 1. **Creation of a national women's participation**

**fund:** At the national level, CSOs with support from UN agencies and national governments can create a fund for providing transport and logistical facilities for women from the grassroots to participate in the national planning processes. The fund can also be extended to support leadership development, technical knowledge communication and negotiation trainings for the grassroot women-leaders. For example, the day before a national or regional workshop, a separate women's meeting can be held to provide them with updated information, help them to analyze and prioritize their concerns and issues and enable them to speak as a collective to negotiate for their rights in the final decision.

#### 2. **National network of "Women and CCDRR":**

A federation-based representative model of networking which represents women from all background to come together, exchange knowledge and information and engage collectively for pursuing the gender agenda in local, sub-national and national CCDRR policies and programmes.

In Cambodia for instance, the United Nations Development Programme (UNDP) manages the Cambodia Climate Change Alliance (CCCA), which was set up with support of the European Union's (EU) Global Climate Change Alliance (GCCA). It constitutes a multi-donor financial facility to provide resources for climate change capacity building at national and local government levels. It also offers a mechanism for knowledge sharing and learning about climate change. A similar forum for women can be created. Examples of such women's forums also exist in India under the National Livelihood Mission programme and in Bangladesh under the PKSF programme. CCDRR

mandate can be integrated in the agenda of such existing forums.

Such forums can also become a base for all advocacy efforts with national governments. There should be sustained efforts for government to provide a formal recognition to such groups in all processes.

**3. Announcement of a Gender in CCDRR Award:** It is also important to recognize women's exemplary work in CCDRR at national and sub-national levels. Reviewing the existing national and sub-national awards related to CCDRR and gender/women empowerment and instituting a gender and CCCDRR category in both of these will provide the much needed impetus.

#### 4. **Creation of space and opportunities for women's participation in all local decision-making bodies:**

Countries in Asia are already taking action for women's participation in local committees especially those related to disaster management (Bangladesh, Cambodia, India, Nepal); forest management (India, Nepal); water management (India); education, health and nutrition (India, Thailand); among others. It is important to extend this participation beyond the existing sectors to agriculture, irrigation, energy, housing, infrastructure and urban development, since no sector is gender-neutral and women need to be represented in all sectors.

However, it is not enough to just include women as participants; women need to be brought into leadership and decision-making positions within these bodies. Also, these need to be strongly backed by capacity building and hand-holding support from CSOs for the effective results. Development agencies like the UN can play a major role in this. In South Asia (India, Bhutan, Maldives and Sri Lanka) for example, UN Women, with support from the Government of Norway, implemented a focused gender and local governance programme which prioritizes building women's political leadership and empowering women as citizens to participate in village level development planning.

#### 5. **Representation of women/women's groups in all mainstream institutional mechanisms:**

All countries have a national planning and policy making body, such as the Ministry of Planning in Vietnam and Cambodia or the Planning Commission in Bangladesh. It is very important to have a focused women/gender unit within this highest planning body in the country. India, for example, has a dedicated unit for women and child development division in its supreme planning body, the Niti Aayog (erstwhile Planning Commission).

**DISCUSSION POINT**



**Ask the participants what they think can be the role of CSOs in enabling points 1, 2, 3, and 4. Ask them to provide examples of instances where they have undertaken similar action in context of CCDRR or any other relevant sector.**

**Facilitator Clues**

- > Coming together for forming a national network on gender and CCDRR
- > Advocacy with government for providing formal spaces in planning and decision-making forums
- > Regular sharing of information and experiences.
- > Undertaking joint assessments and studies, wherein a study framework and methodology is decided at the national level and used by the CSOs to collect information at local level. The information is shared back at the national level for analysis and collation into a national report as well as support briefs for CSOs to use for advocacy at local level. This enables pooling of funds from various CSOs to undertake one big research which has a more in-depth analysis, higher advocacy value and influence rather than multiple small reports with limited analysis.
- > Hand-holding support and building capacities of community women for participation in local committees development planning and decision-making.

**6. Formation of a steering committee with select ministries on board for developing their CCDRR policies especially the NAP:**

The Ministry of Women’s Affairs or equivalent institution dealing with gender equality should be included in this Steering Committee in order to ensure that gender equality becomes an integral dimension of the strategy and action plan development. The key role of this organization would be to provide information related to gender in CCDRR, ensuring harmonization of the NAP with all gender-related laws and policies in the country including the CEDAW and SDG commitments. It should act as a bridge between women’s groups and local organizations working on gender, leading to a women’s perspective into the national CCDRR planning process.

**7. Having a gender expert directly or as a support for all institutions:**

In countries wherein a planning or coordination team is put in place for developing and implementing the CCDRR plans, it is very important that this body is supported by gender expertise. A possible strategy is to have one gender expert for the whole planning process who can further identify the governmental and non-governmental organizations to consult with on each theme. Furthermore, as gender is a cross-cutting issue, a gender expert should also have the mandate to engage in discussions with other relevant ministries, when necessary. In Bangladesh for example, there is a growing understanding within the Bangladesh Climate Change Trust (BCCT) that women should be included in project management teams and implementation committees.

**8. Establishment of gender focal points for gender mainstreaming:**

This is a common institutional arrangement across Asian countries. For example, in Bangladesh, each ministry has a climate change focal point and a Women in Development focal point who are responsible for mainstreaming climate change and gender respectively into government processes and programmes. In Thailand, a Cabinet’s Resolution dated 31 July 2001 orders every ministry and department to have one of their executives designated as the Chief Gender Equality Officer, and its own resource as gender focal point. This mechanism is aimed at promoting gender awareness into the technical ministries. However, it is important to have higher ranking officials and those who are trained in gender analysis skills to be appointed as the gender focal point.

**9. Having an explicitly stated institution with mandate for gender mainstreaming and representation from all sectors related to CCDRR:**

Cambodia, despite some challenges, made progress by creating specific institutions to work on issues of gender equality and gender mainstreaming in CCDRR. The Ministry of Women Affairs (MoWA) carries responsibility for gender mainstreaming throughout the line ministries, and a Gender and Climate Change Committee (GCCC) was formed in 2011. The GCCC has staff members who meet every month, and has sub-committees for climate change, DRR, Green Growth, and the Mekong area. The committee also has its own policy master plan 2014 - 2022.

Cambodia also has an Inter-Ministerial Gender Working Group, in which different governmental agencies participate, that acts as advising body and

is potentially important in the process of integrating gender issues in climate change and DRR. In Pakistan, the needs and concerns of vulnerable groups, including women, children, people with age and disabilities, are addressed by a dedicated Gender and Child Cell, that is established at the National Disaster Management Agency (NDMA) with provincial counterparts at the Provincial/Regional DMAs.

**10. Spaces for stakeholder engagement and civil society involvement:**

There is also the need to provide national and local women’s groups with a platform for dialogue, exchange of experiences, and the development of best practices that strategically link with elements of the national CCDRR policies and plan. More importantly, there is the need to facilitate open spaces for constructive dialogue between the community women and decision-makers so that women’s needs, perspectives and strengths as agents and leaders of change in climate change action are taken into account. At the local governance level, activity planning and project implementation committees should

be created to provide formal spaces for women in the implementation processes.

**11. Involvement of youth:** An important step in this direction would be the involvement of children, adolescent girls and young women in this process. The UNFCCC Secretary General, for example, has set up YOUNGO (Youth Constituency UNFCCC), an advisory group comprising young leaders who can provide perspectives and solutions to tackle worsening climate crisis. In India, Child Parliaments at the village level, popularly known as Bal Sabhas, are being promoted, which focus on climate change and disaster management, among other concerns. In urban areas too, CSOs like Mahila Housing SEWA Trust and Centre for Environment Education have been focusing on engaging adolescents and young girls into the participatory planning and city governance forums. In many other Asian countries, school children and adolescents have been involved in climate action especially related to tree plantation, disease surveillance, waste management and energy efficiency.

**DISCUSSION POINT**



*Ask the participants what type of institutional mechanisms they think will be more suited for their country and what role can the CSOs play in strengthening those institutional structures.*

**Facilitator Clues**

- > Be in touch with the Ministry of Women Affairs/Gender Expert in planning team, and work closely with them (it would be better as part of a national network), providing them background information and supportive data or even case studies on gender and CCDRR linkages.
- > CSOs can divide the sectors among themselves based on their focus areas and ability to analyze and produce a policy brief and share with the gender expert for negotiating with the sectoral ministries.
- > Based on sector preferences, CSOs can work with sectoral ministries for research, analysis and capacity building on gender and CCDRR. Sectoral ministries are often more resourceful and also have budgets for small research studies. Undertaking such studies in multiple sectors will not only help improve gender integration within the sectors but also contribute to strengthen the gender understanding in the overall planning process.
- > Negotiate for a formal space for the network within the gender and climate committees. However, there has to be a balance between continuity and diversity maintained at the national network level for this. If only one CSO is represented every time, then the other CSOs will lose

interest in the network. On the other hand, changing the representative every time will lose the network’s credibility in the forum. It is important for the CSO network to have a system to address this. A suggested system could be to allow one person to attend two consecutive meetings, develop a detailed note on the same and handover to the next person. This way, all meetings with participant perceptions get documented for the network to review later on. Furthermore, before every important decision-making meeting of the forum, the network members should have a small meeting of their own and brief the representative on the concerns and agenda that the network wants to push for in the meeting. It is even more desirable to put this in writing and share a copy of the network’s common inputs with the forum through the representative.

- > Local government officials will not directly involve CSOs into planning systems unless there is a long-term rapport. To enable this initially, local government members should be invited to community women’s meetings (those beyond the basic unit of village), and positive interactions between the women-leaders and the officials should be encouraged. The women should also be encouraged to prepare their own activity plan and submit to the local officials for incorporation in the implementation plans. Once the rapport is established, the interactions can be formally institutionalized.

## 12. Capacity building on gender mainstreaming in

**CCDRR:** The importance of capacity building for gender mainstreaming in CCDRR is well recognized. However, instead of a generic capacity building programme, it is also important to have focused capacity building efforts to enable gender concerns to be incorporated in all national policies and plans. In one such innovative project, UN Women Bangladesh and the Bangladesh Climate Change Trust Fund (BCCTF) in 2015 focused on building awareness, knowledge and skills for the gender focal points on the gender equality dimensions of climate change. It is currently unknown how successful such training programmes have been in creating change. However, the initiative was welcomed by government officials, demonstrating one possible path for building technical expertise on gender mainstreaming in different government ministries (UN Women 2016). Similar efforts would need to be targeted at multiple levels with customized trainings.

Exchanges between different levels and diverse stakeholders can inform both gendered policy development and implementation. For example, annual DRR platforms supported by the UNDRR can facilitate the integration of gender equality in DRR policy and practice by inviting women's organizations and CSOs to share their experiences and policy implications. Similar forums can be created for climate change adaptation, like the GCCA in Cambodia. These can be used for gender mainstreaming in the national climate change policies and adaptation plans.

### GENDER INTEGRATION IN NATIONAL ADAPTATION PLANS<sup>2</sup>

The UNFCCC NAP process is a key mechanism for defining climate change adaptation priorities and actions, redefining overall development planning and channelling resources for resilience, and sustainable development. Engendering the NAP process provides an opportunity to incorporate gender concerns in adaptation priorities, and also within overall development and sectoral planning. It can be an important strategy to address gender inequalities in a country (Dekens and Dazé 2019; NAP Global Network and UNFCCC 2019). This section highlights the key gender entry points for engaging within the NAP process. It needs to be noted that while NAP is one plan document, the entry points can be suitably applied to all national and sub-national planning processes.

**Step 1: Preparatory phase and Launch of the NAP.** Gender considerations should be at the centre of the NAP process from the very beginning. The focus should be sustained throughout.

- Use international commitments and domestic laws and policies on gender equality, strengthening the mandate for a gender-responsive NAP and establishing high-level political commitment for the same.
- Identify gender equality advocates and engage them as allies, involving them in the NAP processes and providing opportunities for them to share their perspectives.
- Incorporate gender issues in strategic documents that are developed to guide the process, such as the NAP roadmap and/or the NAP framework.
- Establish a gender-equitable team to coordinate the NAP processes.

**Recommendations:** CSOs should maintain regular contact with the national gender and climate change focal points. Whenever, the NAP or NDC is being reviewed or updated, they should lobby for being part of the consultation process.

**Review all national gender and climate change policies and strategies, including already-developed CCGAPs, and update in light of new UNFCCC communications, mechanisms, and financing.**

### Step 2: Situational Analysis (Stocktaking and Assessments).

Stocktaking and assessments are functional parts of the strategy development and include identification of problems, needs and potentials from which the adaptation plan can be based on as well as facilitate the adoption of decisions. This is also an opportunity to ensure that NAP processes build on existing information, knowledge and capacities related to gender.

- Undertake an initial literature review on gender and climate change in the country, looking at relevant gender analyses, sex-disaggregated data and reporting in other areas, such as the SDGs.
- Analyze available information on gender dynamics and differences in climate-related impacts, vulnerabilities, risks and capacities, and identify the information gap areas.
- Undertake gender-aware vulnerability assessments to fill in the information gaps, especially analyzing the underlying issues that make some people more vulnerable than others.

2. This section is derived mainly from Dekens and Dazé (2019) and NAP Global Network and UNFCCC (2019).

**Recommendations:** A critical input from CSOs in the NAP and NDC process would be undertaking gender-aware vulnerability assessments and sector-specific gender studies, especially mapping the gender power dynamics related to climate change and resource use in unexplored sectors. Information on gender and resource use for many sectors like agriculture, forestry, water, health, bio-fuels, and others are already available. However, there are certain sectors wherein the gender power dynamics has still not been fully explored. These include mainstream sectors like transport, urban planning, waste management, renewable energy, and others, which have a strong climate change linkage but the gender dynamics is not well-researched. Bringing these to the forefront creates a new discourse on gender and CCDRR. Even core women-related sectors like sexual and reproductive health, gender-based violence and their linkage with climate change has not been well researched.

- d. Assess how effectively gender considerations are integrated into ongoing and past adaptation activities and identification of gender-responsive technologies and adaptation solutions.
- e. Facilitate inclusive and gender-equitable stakeholder engagement processes to involve women and men, including representatives of marginalized groups, in assessing climate vulnerabilities and identifying adaptation options.
- f. Identify targeted adaptation options for women, men and marginalized groups in line with their vulnerabilities and capacities, taking into account socially-acceptable roles and responsibilities.

**Recommendations:** Facilitate consultative workshops with community women-leaders especially from vulnerable groups. CSOs should also take lead in preparing the women-leaders and groups to articulate their concerns and demands before such workshops.

### Sector Specific Adaptation Planning

If your country is taking a sector-based approach to adaptation planning, analyze sector-specific gender issues and the implications for adaptation in the sector and identify gender-specific adaptation options within sectors where appropriate. It is particularly important to look at scope for transformative gender strategies within each sector.

One such example worth noting is the Multi-Donor Trust Fund (MDF) for Aceh and Nias in Indonesia. The MDF was a partnership between the international community, the Government of Indonesia and civil society to support recovery efforts in Aceh and Nias following the 2004 earthquake and tsunami. Women's empowerment was incorporated into each of the MDF's community recovery projects. The projects piloted efforts not only to increase women's participation in community planning activities and to find ways to ensure that women's voices were heard, but also to provide the opportunity to address gender and other social inequalities. The piloted activities included enhancement of women's empowerment by setting aside specific funds for activities selected by women. The projects also supported women's empowerment through providing microfinance opportunities specifically for women. They played an important role in raising awareness of women's land rights and by supporting joint land titling. Almost 30 per cent of the land titles that were issued under the project were joint titles or in women's names. The project promoted women's access to employment in the reconstruction, and opened up new opportunities for

women's participation in the labour market in non-traditional areas such as construction. Women also benefitted from MDF livelihood support in their roles as farmers, traders and small entrepreneurs, and from capacity building and training across a range of sectors. These projects offer an interesting model of how greater equality in labour force participation can be encouraged through reconstruction programmes such as the MDF. Lessons from integrating gender into community-driven projects and disaster preparedness programmes in Aceh and Nias have fed into the ongoing national Program Nasional Pemberdayaan Mandiri (PNPM) (National Program for Community Empowerment) and other programming in Aceh and Nias and across Indonesia (Multi Donor Fund 2012).

Another example is from Eurasia. Following the floods in Bosnia and Herzegovina and Serbia in May 2014, UNDP embedded gender concerns into its flood-recovery programmes. In Bosnia and Herzegovina, UNDP prioritized the rehabilitation of households headed by women and ensured that women benefitted from cash-for-work and employment programmes. A total of 132 public institutions were reconstructed, recovering a significant number of public jobs that are predominantly occupied by women. In Serbia, UNDP incorporated a strong gender component in the selection criteria for employment-creation programmes, increasing women's access to safe and productive livelihoods. A third of all jobs created were filled by women (UNDP 2017a).

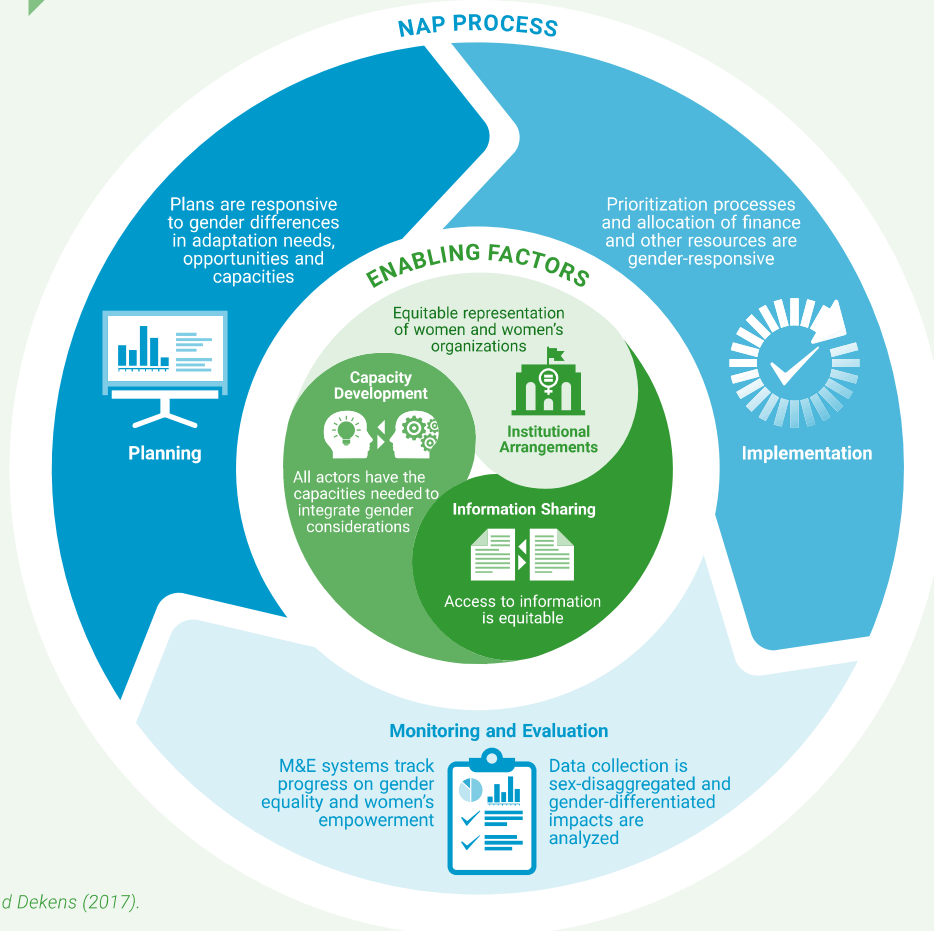


DISCUSSION POINT

Ask the participants to summarize the specific gender entry points in the process of NAP, wherein the CSOs can contribute. Use Figure 2-4 to discuss the same.

Facilitator Clues

FIGURE 2-4: A GENDER-RESPONSIVE NAP PROCESS



Source: Dazé and Dekens (2017).

**Step 3: Appraisal of Adaptation Plans.** Once adaptation options have been identified, there is usually a process of prioritization required to determine which actions most urgently require resources for implementation. Considering gender responsiveness as a criterion during the prioritization process and the actions will help create a plan that addresses the differing needs of women, men and people of other gender identities and that the implementation of priority actions will yield equitable benefits.

- a. Apply participatory and inclusive approaches to prioritize adaptation actions for implementation (for example, by holding stakeholder workshops for different groups and/or in different parts of the country).
- b. Facilitate separate prioritization processes for people of different genders and social groups (for example, through parallel discussions during stakeholder workshops).

- c. Ensure transparency in the prioritization process by documenting how priorities were identified and who participated in the process.
- d. Engage women and men, including representatives of marginalized groups, in the development of criteria for prioritization at different levels.
- e. Use “contribution to gender equality” as a criterion for prioritization, linking to the results of the gender analysis and assessing the extent to which adaptation options address identified inequalities.

**Recommendations:** Identify and create a database of gender-sensitive adaptation option – technologies, projects, which will garner the attention of sectoral ministries looking for different and innovative solutions. CSOs can also create opportunities for women to share their knowledge with climate change specialists and co-design solutions which are more effective and gender-responsive in nature.

**Step 4: Compilation and Communication.** The planning materials developed through the NAP process frame adaptation issues and document the options, priorities and approaches that will be pursued to advance adaptation goals in the country. It is then important that gender issues are integrated throughout adaptation planning documents.

Therefore, when writing the text of the national adaptation plan:

- a. Ensure each section has a gender perspective.
- b. Assess if all the proposed strategies and actions promote gender equality or worsen existing gender gaps.
- c. Use sex-disaggregated data for all analysis.
- d. Use gender-sensitive language and terms like “women,” “men,” “girls,” and “boys,” brings them to the fore, and prevents the very significant differences in terms of opportunities, rights and obligations based on gender and age from being ignored.
- e. Refer to the national constitution if gender equality is included, to national “Equal treatment/Non-discrimination Acts,” and the national policy on gender equality, including past and ongoing actions. It is also important to mention international commitments taken by the country under CEDAW, the Beijing Declaration and Platform for Action, and SDGs, for example.
- f. Emphasize the fact that gender is a cross-cutting issue and leads to increased efficiency, effectiveness and sustainability of climate change and other sustainable development efforts. Clarify that the goal of gender mainstreaming is to empower women and reduce existing inequalities.

**Recommendations:** CSOs can also contribute in the finalization/writing of the document. Where such spaces are not available, use the NAP/NDC Checklist (Handout 9) to undertake a gender analysis of the document and share widely for incorporation of gender concerns.

### CLIMATE CHANGE AND GENDER ACTION PLANS (CCGAPS)<sup>3</sup>

The CCGAP methodology, developed by IUCN as part of GGCA programme, presents a path to gender mainstreaming that moves away from a business as usual approach by building capacity across stakeholder groups to construct nationally appropriate non-conventional solutions that are concrete, practical and innovative.

A CCGAP also provides an opportunity to move beyond framing women as vulnerable victims and rather recognizes gender equality as a driver for transformational change.

The key steps in the CCGAP methodology include:

**A. Understanding of the political, governance, socioeconomic, and environmental circumstances:**

A CCGAP is the result of a series of inputs: desk research, interviews with policy makers, stakeholder consultations and peer reviews, among others. The focus is on identified key sectors, including, but not limited to, water, agriculture, livestock, health, mitigation (including energy and forests), disaster risk reduction, infrastructure, tourism and coastal management.

**Recommendations:** A CCGAP can be initiated with a request from the Ministry of Environment. CSOs, with help from the Ministry of Women’s Affairs, should pressurize the Ministry to have a CCGAP. Use the gender and environment index developed by IUCN (2013) to map the national status on gender mainstreaming and create a case for CCGAP.

**B. Capacity building on targeted themes is key to ensure strong engagement and ownership:** A key focus area is building the capacity of women and women’s organizations, as well as environmental and climate change institutions and ministries, on the links between gender and climate change. This is done through a series of workshops with local women identified as leaders in their communities, and also with women’s advocacy organizations that support their rights and development.

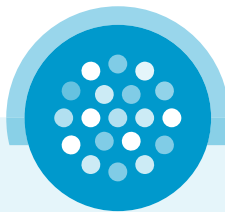
**C. Facilitating a meaningful participatory and multi-stakeholder process:** The process is uniquely multi-stakeholder and multi-sectoral, often representing the first time when technical staff of different ministries, such as from Water, Energy or Women’s Affairs departments, have a chance to build mutual capacity on key issues related to gender and climate change. The engagement of donors and a wide range of stakeholders is also key, especially women’s organizations and networks both versed in and new to ‘climate change,’ as they contribute experience and expertise of on-the-ground realities and context to policymaking, as well as innovative ideas for action, which often build on current projects participants.

3. This section is derived mainly from IUCN (2013) and Aguilar, Granat and Owren (2015).

FIGURE 2-5: FEATURES OF CCGAP

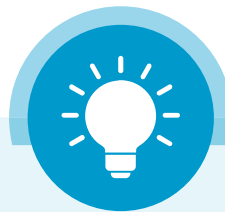
The underlying principle of CCGAPs is the transformative nature of gender interventions. To achieve this the process is based on **seven principles** which IUCN recognizes as the “I’s” necessary for, and enhancing successful CCGAP implementation.

**The Seven Principles Necessary for Successful CCGAP Implementation:**



**Inclusive**

by ensuring the participation and voices of all groups, irrespective of caste, ethnicity, religion, gender, region, age, or class.



**Innovative**

in their purpose and process for reaching beyond ordinary/traditional solutions and finding new and inspiring tools and techniques while expanding capabilities for a stronger more comprehensive approach to climate change.



**Set to Improve**

the quality of life for women and men in regards to both their basic (e.g. water) and strategic (e.g. land tenure or political participation) needs, but also by recognizing gender-differentiated priorities, roles, and knowledge useful in responding to climate change.



**Creating an Impact**

on the overall goal of climate change response by reducing anthropogenic emissions and providing adaptive resilience opportunities for both women and men to engage at local, regional, and national levels.



**Championing Strategies to Increase**

sustainable development and climate change outcomes by ensuring nature-based solutions are within the limitations of the planet, and more importantly do not exceed local and regional natural resources.



**Inciting**

transformational change, by rearranging how climate change needs to be approached. Providing equal opportunities for women and men to champion the solutions, but also providing the necessary means to build the capacity and capability to secure lives and livelihoods that are equitable for all.



**Inspiring**

actors at all levels to push beyond ‘business as usual,’ demonstrating that implementing gender and climate change commitments are possible.

Source: Aguilar, Granat and Owren (2015).

The CCGAP documents are then drafted on the basis of an analysis of the current national priorities (e.g., specific sectorial policies or plans, or national reporting and communications to the UNFCCC), and draw substantially from the discussions and outputs of two multi-stakeholder workshops attended by representatives from ministries, donors, government agencies, NGOs and civil society, including women's organizations and networks. While the workshops to formulate the zero-draft of a CCGAP are multi-sectorial and multi-stakeholder, a validation process is then conducted at regional/local levels to enrich the national outcome document with experiences and lessons learned across the field of gender and climate change, from the multiple projects and programmes spread over a country, to improve and validate the CCGAP and to inspire its comprehensive implementation.

As a result of the "I's" being an integral part of each CCGAP, the strategies also derive unique characteristics that set them in their own bracket for development and climate change response by engaging not only women, but entire communities, sectors, and governments to build a more cohesive and just approach in responding to climate change.

## CASE STUDY: CAMBODIA – GENDER MAINSTREAMING IN NATIONAL CCDRR POLICIES

### *UNFCCC Framework Policies and Plans*

The Royal Government of Cambodia submitted the first NAPA in 2006, which aimed to identify adaptation priorities through a consultative process and focused on "vulnerable groups" as key stakeholders. However, the lack of clear identification of who constituted the target groups led to limited reach. The NAPA did not mention gender equality as a priority and women were only recognized as important actors in the health sector for malaria prevention and treatment.

Cambodia also submitted its first national communication in 2002 and the second communication in 2015. These again did not include Sex, Age, Disability Disaggregated Data (SADDD) and lacked a gender analysis. Again, women were only recognized in the context of malaria-related interventions. Similar situation was observed in the Intended Nationally Determined Contribution (INDC) submitted in 2015, although the report did feature "reducing Gender Vulnerability" as part of its second strategy. The Sendai Framework Readiness Review Report of Cambodia submitted in 2017 also does not report any SADDD or gender analysis.

It was only in the fourth and fifth periodic reports of Cambodia submitted to CEDAW in 2013, that the challenges to women's access to livelihoods in the context of climate change and the disproportionate impacts of climate change and natural disaster on women were mentioned. And while the sixth periodic report submitted in 2018 highlighted the gender mainstreaming efforts of various sectoral ministries like Agriculture, Forestry, Fisheries, and others, there was still no focus on gender mainstreaming within the CCDRR policy framework.

Cambodia also declined to report on vulnerability by sex as part of SDG 13 reporting.

### *Domestic Plans and Legislations*

In the domestic arena, the constitution of Cambodia set the foundation for gender equality and equal rights for women. Neary Rattanak IV (2014 - 2018) produced by the Ministry of Women Affairs (MoWA), is the nation's guiding gender equality policy and identifies the interlinkages between gender and climate change as part of its strategic objective 3.2 to be incorporated in the National Strategic Development Plans. Towards this, the MoWA also established a Gender and Climate Change Committee (GCCC) to oversee the work on this.

As part of the Cambodia Climate Change Strategic Plan (2014-2018), the MoWA also undertook a detailed situational analysis for the sectoral action plan, highlighting the links between gender inequality and climate change vulnerabilities and outlining six action areas. The MoWA also developed a Gender and Climate Change Action Plan (2014 - 2018) to operationalize the strategic plan, demonstrating vision and commitment from the MoWA and the Ministry of Environment. The main objectives of this action plan are to promote gender mainstreaming and strategic pilot interventions.

The GCCC also produced the 2013-2023 Gender and Climate Change Action Plan in collaboration with Ministry of Environment and Department of Climate Change. Although lacking in SADDD, this document has an elaborate gender analysis of gender-based vulnerabilities including women's reproductive roles and their importance in greening the economy. This document brings together gender strategies outlined in the Cambodia Climate Change Strategic Plan and the sectoral plans of other line ministries.

Core elements of these gender plans that could also be applied in other Asian country contexts include, *inter alia*:

1. Promote women in decision-making on climate change adaptation and mitigation, and natural disaster management, at all levels and domains. Increase the level of awareness on gender and climate change, including natural disasters, within the women's machinery and its decentralized offices and stakeholders;
2. Increase the level of capacity of women's machinery and its decentralized offices and stakeholders on gender-integrated vulnerability and capacity assessment, planning methods for climate change adaptation and mitigation, and natural disaster management;
3. Deliver targeted interventions for women with a high level of vulnerability, to strengthen their climate change adaptation and mitigation capacities, and their empowerment (e.g., food security, nutrition, sustainable access to clean water, urban and rural livelihoods, waste management, access to information, and support group formation);
4. Conduct research and development to increase the availability of data and information on gender and climate change; and
5. Elicit best practices and lessons on gender and climate change for scaling-up, learning and sharing across the country and the region.

The key national instrument, the Cambodia Climate Change Strategic Plan (2014-2023), was developed with gender mainstreaming and human rights-based approaches for climate change response in Cambodia. The plan recognizes the disproportionate impact that climate change can have on women, and that there is a need to mainstream gender into climate change response measures and laws and policies.

The plan identifies gender equality as one of the guiding principles to "ensure that climate change response is equitable, gender-sensitive, transparent, accountable, and

culturally appropriate." It has 'reducing vulnerability of women to climate change' as one of its goals. The plan also has three strategic gender objectives:

1. Reduce sectoral, regional, gender vulnerability and health risks to climate change impacts and prioritize women's needs in climate change adaptation and mitigation actions;
2. Improve capacities, knowledge and awareness for climate change focus, targeted at vulnerable groups, women, children, youth and minorities; and
3. Promote adaptive social protection and participatory approaches and integrate gender into climate change response planning.

The National Action Plan for Disaster Risk Reduction (2014-2018) aims to deepen the efforts to mainstream DRR and Disaster Risk Governance especially through institutional and capacity building reforms. The plan has a focused strategic component on gender and aims to achieve "a comprehensive post-disaster damage and needs assessment in practice with gender-segregated information." The Climate Change Strategic Plan for Disaster Management (2013) is another policy document that established the link between DRR and Climate Change adaptation. It also included a specific Gender-Responsive Framework recognizing women's vulnerability to climate change and suggesting inclusion of gender equality indicators in monitoring disaster and climate change action.

The Law on Disaster Management (2015) aims to regulate disaster management in Cambodia, including prevention, adaptation and mitigation in the pre-disaster period, emergency response during the disaster, and recovery in the post-disaster period. While generally recognizing the right to protection of life, dignity, property, and others for 'every individual,' the Law's Article 18 specifically mentions the need to "pay high attention to the needs of women, children, elderly, handicapped, and disabled persons" in the event of a disaster.

*Source: Adapted from UN Women (2016); Reggers and Lim (2019); and scoping study done under the EmPower project.*