

Training Manual on Gender and Climate Change Resilience

MODULE

ENGENDERING
CCDRR POLICIES AND
NATIONAL PLANS

2



MODULE 2: ENGENDERING CCDRR POLICIES AND NATIONAL PLANS

SESSION PLAN

SESSION A : Understanding the Climate Change Adaptation and DRR Policy Landscape

SESSION B : Gender Mainstreaming in the National Policies and Plans

This module provides a snapshot of the climate policy landscape at the global and national levels, highlighting the role of governments to place gender within these frameworks and enabling multi-stakeholder processes for negotiating inclusive action in climate policies. It begins with an overview of existing international policy commitments and frameworks on Climate Change and Disaster Risk Reduction (CCDRR) and gender with a focus on the United Nations Framework Convention on Climate Change (UNFCCC) and the Sendai framework for disaster risk reduction (DRR). The sessions also highlight how these global frameworks affect CCDRR planning mechanisms at the national level including development of NAPs. The last section emphasises on operational approaches to gender mainstreaming and the role of civil society organizations (CSOs) in it.

OBJECTIVES OF THE MODULE:

- > Provide an overview of the global climate policy landscape and gender mandates in the existing international frameworks;
- > Give an overview of basic tools for mapping the policy cycle and decision-making forums; and
- > Provide framework and checklist for CSOs to undertake assessment of gender equality action points and gaps in the action plans, apply gender mainstreaming strategies in CCDRR plans and help identify entry points for negotiations and advocacy.

KEY MESSAGES:

- > The Earth Summit marked a major change in the global policy landscape with an increased understanding for the need for cooperation for anthropogenic climate change. It also saw the introduction of UNFCCC.
- > The 2001, Marrakesh COP 7 became an important turning point as it saw the first gender-related decision 36/CP.7 on improving the participation of women in the representation of the parties. COP 7 also set the stage for the first UNFCCC-led national planning mechanism through National Adaptation Programmes of Action (NAPAs), which were to be guided by the principles of gender equality.

- > The bottom-up approaches got momentum in climate negotiations since the Bali Action Plan (COP 13, 2007), with a growing acknowledgement of the need to integrate gender within the international climate change architecture.
- > The Lima Work Programme on Gender (LWPG) adopted by COP 20 in 2014 was a major breakthrough in engendering the UNFCCC process.
- > Adoption of the Paris Agreement and submission of Intended Nationally Determined Contributions (INDCs) in 2015 demonstrated heightened level of attention to gender and climate change.
- > COP 25 in 2019 moved ahead to develop an enhanced five-year Gender Action Plan.
- > The DRR global policy landscape had a higher level of gender integration, with both the Hyogo Framework of Action and the Sendai Framework clearly recognizing women as key players in DRR.
- > The global processes have also had a significant impact at the national level. The Least Developed Countries (LDCs) have developed and submitted their NAPAs. Further, more and more countries are developing their own climate change and DRR policies and plans. The NAP process will further strengthen this.
- > Some key strategies mainstream gender into the national CCDRR policies and plans: i) gender balance in participation and leadership; ii) creating institutional mechanisms for locating responsibility for gender mainstreaming and coordination between agencies; iii) focused knowledge sharing and capacity building; iv) engendering the NAP processes; v) engendering Nationally Determined Contributions (NDCs); vi) developing Climate Change Gender Action Plans; vii) gender-responsive implementation, monitoring and review; and viii) gender statistics and sex-disaggregated information.
- > The role of both national governments and CSOs is very critical for gender mainstreaming in CCDRR policies and plans.

MODULE 2_SESSION PLAN A

3:30:00 UNDERSTANDING THE CLIMATE CHANGE ADAPTATION AND DRR POLICY LANDSCAPE													
<p>OVERVIEW</p> 	<p>At the end of this session, participants should understand the international architecture for CCDRR and the gender mandates. They should be able to link these international mandates with national planning mechanisms and identify entry points for gender mainstreaming within the national processes.</p>												
<p>CONTENT</p> 	<ul style="list-style-type: none"> A. International Policy Commitments and Frameworks for CCDRR <ul style="list-style-type: none"> a. The United Nations Framework Convention on Climate Change (UNFCCC) b. Sendai Framework for Disaster Risk Reduction B. CCDRR Recommendations of Multilateral Gender Equality and Women's Rights Conventions C. National Planning Frameworks for CCDRR under UNFCCC <ul style="list-style-type: none"> a. National Adaptation Programmes of Action (NAPAs) b. National Adaptation Plan (NAP) c. Nationally Determined Contributions (NDCs) D. National Frameworks for CCDRR and Gender Mainstreaming at Country Level <ul style="list-style-type: none"> > Country Case Study – Bangladesh 												
<p>MATERIALS</p> 	<ul style="list-style-type: none"> > PowerPoint presentations > Chart papers and pens > Whiteboard and marker pen > Copy of Handouts 												
<p>OUTLINE</p> 	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="background-color: #e0f2f1; text-align: center; font-weight: bold;">5 mins.</td> <td>Sharing of overview and session content.</td> </tr> <tr> <td style="background-color: #e0f2f1; text-align: center; font-weight: bold;">40 mins.</td> <td>'Cross and Knots' or Tic Tac Toe on International CCDRR Frameworks (See Exercise 9 and Handout 7).</td> </tr> <tr> <td style="background-color: #e0f2f1; text-align: center; font-weight: bold;">30 mins.</td> <td>PowerPoint Presentation on "Global CCDRR Policy Frameworks (UNFCCC and Sendai Framework) and Gender Commitments".</td> </tr> <tr> <td style="background-color: #e0f2f1; text-align: center; font-weight: bold;">45 mins.</td> <td>Group Discussion on "Application of UNFCCC and Sendai Frameworks at National Level" (See Exercise 10 and Handout 8).</td> </tr> <tr> <td style="background-color: #e0f2f1; text-align: center; font-weight: bold;">45 mins.</td> <td>PowerPoint presentation on "National Frameworks for CCDRR and Gender Mainstreaming at Country Level".</td> </tr> <tr> <td style="background-color: #e0f2f1; text-align: center; font-weight: bold;">45 mins.</td> <td>Group Task on Gender Analysis of "NAP and NDC" using checklist (see Exercise 11 and Handout 9) (recommended for basic course). OR: Group Task on Shadow Report Development for "CEDAW and BPfA" on status of gender mainstreaming in National CCDRR policies (see Exercise 12 and Handout 10) (recommended for advanced course)</td> </tr> </table>	5 mins.	Sharing of overview and session content.	40 mins.	'Cross and Knots' or Tic Tac Toe on International CCDRR Frameworks (See Exercise 9 and Handout 7).	30 mins.	PowerPoint Presentation on "Global CCDRR Policy Frameworks (UNFCCC and Sendai Framework) and Gender Commitments".	45 mins.	Group Discussion on "Application of UNFCCC and Sendai Frameworks at National Level" (See Exercise 10 and Handout 8).	45 mins.	PowerPoint presentation on "National Frameworks for CCDRR and Gender Mainstreaming at Country Level".	45 mins.	Group Task on Gender Analysis of "NAP and NDC" using checklist (see Exercise 11 and Handout 9) (recommended for basic course). OR: Group Task on Shadow Report Development for "CEDAW and BPfA" on status of gender mainstreaming in National CCDRR policies (see Exercise 12 and Handout 10) (recommended for advanced course)
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<p>GUIDANCE NOTES</p> 	<p>Begin the session by sharing the module's objectives and session plan. Distribute Handout 7 to all participants and give them 10 minutes to go through it (20 minutes for basic course). Divide them into two groups and facilitate the "Cross and Knots" exercise (see Exercise 9 and Handout 7). Repeat the exercise for basic course and summarize with a few additional points on "Global CCDRR Policy Frameworks (UNFCCC and Sendai Framework) and Gender Commitments." For advanced course, make a detailed PowerPoint presentation on the topic. Divide the participants into four groups and tell them to explore how these frameworks can be used at national levels. Facilitate the group discussion on "Application of UNFCCC and Sendai Frameworks at National Level" (see Exercise 10 and Handout 8). You can also split each part into two and eight groups can be created for discussion. This will ensure more detailed discussion within the limited timeframe, covering all points.</p> <p>Make a detailed PowerPoint presentation on "National Frameworks for CCDRR and Gender Mainstreaming at Country Level." A case study on Bangladesh is provided for reference and inclusion in the presentation. However, if participants are from other countries, use the Bangladesh case format to provide them details on the CCDRR framework in their own countries. You can use the country-specific policies and plans highlighted in Table 2-1, which provides a gender mainstreaming review of CCDRR plans from some Asian countries. End the session, with the group task on "Gender Assessment of NDCs/NAPs" for basic course and "CEDAW Shadow Reporting on CCDRR" for advanced course.</p>												

Global Climate Change and Disaster Risk Reduction Policy Framework

UNITED NATIONS FRAMEWORK CONVENTION FOR CLIMATE CHANGE

Environmental concerns and climate change have been on the international policy agenda since early 1970s, beginning with the United Nations Conference on the Human Environment (UNCHE) in 1972 and the first World Climate Conference (WCC) in 1979. The first Intergovernmental Panel on Climate Change (IPCC) was set up in 1988 to review and assess scientific, technical and socio-economic data on climate change. The cumulative efforts over the years provided the much needed impetus to the issues raised in the United Nations Conference on Environment and Development (UNCED) held at Rio de Janeiro (Brazil) in 1992. Popularly known as the "Earth Summit," this was where the international community agreed upon the United Nations Framework Convention on Climate Change (UNFCCC).

The UNFCCC provided a legal framework that enabled negotiations over various climate agreements every year at the Conference of Parties (COP). The COP is the highest decision-making authority of the UNFCCC and is an important forum for all international climate events since 1995, when the first COP was held. The UNFCCC has a primary objective to stabilize GHG emissions to prevent human-induced climate change. Towards this, its most important contributions, inter-alia, have been the Kyoto Protocol which came in force in 2005, the Bali Action Plan in 2007 and the Paris Agreement of 2015.

Over the years, the UNFCCC recognized the vulnerability of developing countries to climate change and acknowledged that their right to sustainable development and economic growth depends on collective climate action. What was mainly a top-down approach, turned into a bottom-up process since the COP 13 in Bali (Indonesia). This apparent shift led to increased participation from civil society in the COP negotiations, especially women's organizations, resulting in an increased emphasis on gender equality within the UNFCCC.

The UNFCCC, which had no gender equality mandate in its initial years, adopted its first text on gender equality and women's participation, along with a mandate that National Adaptation Programmes of Action (NAPAs) will be guided by gender equality, at the COP 7 in Marrakesh (Morocco). Nine years of additional efforts finally led to the acceptance

TRAINER'S TIP



For basic course, the content on international frameworks can be condensed with limited information sharing during the conclusion session of the Cross and Knots/Tic Tac Toe exercise. However, the participants will need to be given some more time, than what is suggested in the exercise, for them to go through Handout 7. Also, repeat the exercise at least twice for basis course.

of gender equality and women's participation as an element for effective action on all aspects of climate change at the COP 16 in Doha (Qatar). Since then, gender concerns have guided almost all actions of the UNFCCC and, as of mid-2015, the UNFCCC had over 50 mandates on gender equality (Aguilar, Granat and Owren 2015).

The COP now has a standing agenda on gender and climate change. The COP 18 in 2012 also embarked on the decision to maintain a gender balance and women's participation in all COP and related events. The Paris Agreement, adopted by the COP to the UNFCCC in 2015, also noted in its preamble that "Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity" (UNFCCC 2014). The parties to the Paris Agreement also acknowledged that adaptation, including capacity building for mitigation and adaptation action, should be gender-responsive, participatory and fully transparent, taking into consideration vulnerable groups, communities and ecosystems (UN Women 2016).

The landmark decision in terms of gender, however, came at the COP 20 in 2014, through the launch of the Lima Work Programme on Gender (LWPG). The LWPG (2014) establishes a two-year work programme that includes (UNFCCC 2014):

1. A review of implementation of all gender-related mandates by the UNFCCC Secretariat;
2. Training and awareness raising for delegates on gender-responsive climate policy;
3. Training and capacity building for women delegates;
4. Two in-session workshops on gender (in relation to mitigation, technology, adaptation and capacity building) at Subsidiary Body for Implementation (SBI) 42 and 44;

5. Submissions by Parties on these workshops;
6. A technical paper by the Secretariat on guidelines for implementing gender considerations in climate change activities; and
7. Appointment of a senior focal point on gender at the UNFCCC Secretariat.

As of January 2021, 83 parties, including the European Union, have nominated gender focal points as mandated by the LWPG (UNFCCC n.d.(a)).

At the COP 23 in 2017, the LWPG adopted the Gender Action Plan (GAP). At the COP 25 in 2019, the enhanced Lima Work Programme on Gender and Gender Action Plan was adopted. This latest five-year GAP (UNFCCC 2019) was unanimously agreed to by governments who are called to lead or contribute to actions promoting gender equality in the UNFCCC process and supporting all activities. The latest GAP builds on the first GAP and addresses the emerging needs of scaling up gender-just climate solutions and greater implementation of action. It focused on: i) taking into account human rights in climate action; ii) being inclusive of the unique challenges experienced by indigenous people; and iii) promoting action in developing gender-responsive climate technology solutions and in preserving traditional knowledge.

The GAP sets out objectives and activities under five priority areas that aim to advance knowledge and understanding of gender-responsive climate action and its coherent mainstreaming in the implementation of the UNFCCC and the work of Parties, the Secretariat, United Nations entities and all stakeholders at all levels, as well as women's full, equal and meaningful participation in the UNFCCC process. These include:

1. Capacity building, knowledge management and communication.
2. Gender balance, participation and women's leadership.
3. Coherence and consistent implementation of gender-related mandates and activities.
4. Gender-responsive implementation and means of implementation.
5. Monitoring and reporting.

Driving Factors and Strategies Leading to Engendering of the UNFCCC

It is important to understand and learn from the driving factors which contributed to gender mainstreaming within the UNFCCC. Some of the key contributing factors included:

1. Growing influence of the evolving human rights and sustainable development framework over the same period;

2. Increased understanding of the need for gender equality as an integral part of a sustainable and efficient development model;
3. Collective and concerted efforts of gender champions including UN agencies, civil society groups, academics and researchers including leading networks like Global Gender and Climate Alliance (GGCA), GenderCC, LIFE e.V., etc.; and
4. Mounting research and evidence on the interlinkages between gender and climate change.

It is also important to highlight here the role of institutional mechanisms strategically influencing the processes. These include:

1. **The Women Delegates Fund (WDF):** Recognizing a need to support women's equitable participation and leadership in the UN climate negotiations, particularly from countries most affected by climate change, the Government of Finland partnered with the Women's Environment and Development Organization (WEDO) under the auspices of the GGCA to launch the WDF in 2009. The WDF works to enhance women's participation on national delegation to the climate negotiations by providing travel support especially to delegates from Least Developed Countries (LDCs) and by building leadership skills through knowledge and capacity building technical issues related to the negotiations, media and communications (Aguilar, Granat and Owren 2015).
2. **The Women and Gender Constituency (WGC):** While women's organizations have been active in the UNFCCC since its beginning, the initial 15 years of engagement was more informal. In 2008, active women's CSOs applied for provisional constituency status to gain official recognition and be afforded formal channels through which to provide input into negotiating processes. A provisional status was granted in 2009 for the WGC. The WGC became fully operational in 2015 and is able to make submissions and interventions on the floor, as well as participate in a range of in-session workshops and other events. It also collaborates closely with other major constituencies, including youth, indigenous peoples, trade unions and environmental non-government organizations (NGOs) (Aguilar, Granat and Owren 2015).

3. Momentum for Change – Women for Results (W4R):

In 2012, the UNFCCC Secretariat itself, with support from Rockefeller Foundation, launched an initiative “Momentum for Change” that recognizes innovative and transformative solutions that address both climate change and wider economic, social and environmental challenges (Myers 2016). Called Lighthouse Activities, the projects that are chosen as winners of this prestigious competition fall into specific categories, including one called Women for Results. The winners get an opportunity to participate and showcase their work at the next COP. They also get access to policymakers and potential funders during the conference; public recognition by the UN Climate Change Secretariat; public relations support and media training; marketing materials, including promotional videos; a dedicated page about their project on the UNFCCC website; and professional photography.

SENDAI FRAMEWORK FOR DISASTER RISK REDUCTION

The 2005 Hyogo Framework for Action (HFA), a ten-year plan for disaster risk reduction, was developed at the World Conference on Disaster Risk Reduction (DRR) in Kobe (Japan) for building the resilience of nations and communities to disasters. The Sendai Framework for Disaster Risk Reduction 2015-2030, the successor instrument to the HFA, was adopted at the Third UN World Conference in Sendai (Japan) in 2015. The key features of the Sendai Framework include: i) strong emphasis on disaster risk management as opposed to disaster management; ii) focus on prevention, mitigation, preparedness, response, recovery and rehabilitation as part of disaster risk management; iii) the recognition of climate change as exacerbating disasters and also as a driver of disaster risk; and iv) calling for the coherence of DRR, sustainable development, climate change and other policies for improving efficacy and efficiency. The Sendai Framework (UNISDR 2015)¹ also has an explicit outcome, goal, four priorities and seven global targets outlined in the following sections:

Outcome: Substantial reduction of disaster risks and losses in lives, livelihoods and health.

Goal: Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience.

Priorities:

1. Building policies and practices on understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment.
2. Strengthening disaster risk governance at the national, regional and global levels for an effective and efficient management of disaster risk. With clear vision, plans, competence, guidance and coordination within and across sectors, as well as participation of relevant stakeholders, are needed.
3. Investing in disaster risk reduction to enhance the economic, social, health and cultural resilience of persons, communities, countries and their assets, as well as the environment.
4. Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction. Empowering women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery, rehabilitation and reconstruction approaches is important.

Global Targets:

1. Substantially reduce global disaster mortality by 2030, aiming to lower the average per 100,000 global mortality rate in the decade 2020-2030 compared to the period 2005-2015;
2. Substantially reduce the number of affected people globally by 2030, aiming to lower the average global figure per 100,000 in the decade 2020-2030 compared to the period 2005-2015;
3. Reduce direct disaster economic loss in relation to global gross domestic product (GDP) by 2030;
4. Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030;
5. Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020;
6. Substantially enhance international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of the present Framework by 2030; and
7. Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to people by 2030.

1. On 1 May 2019, the United Nations Office for Disaster Risk Reduction officially changed its acronym to UNDRR (from UNISDR).

The HFA had a goal to substantially reduce disaster losses by 2015, and had a clear mandate that “a gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information management, and education and training.”

The Sendai Framework expands its gender discourse when it:

- > Recognizes gender considerations as a priority for enhanced disaster preparedness – “Disaster risk reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non-discriminatory participation, paying special attention to people disproportionately affected by disasters, especially the poorest. A gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted. In this context, special attention should be paid to the improvement of organized voluntary work of citizens.”
- > Recognizes role of women as key stakeholder – “Women and their participation are critical to effectively managing disaster risk and designing, resourcing and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as to build their capacity to secure alternate means of livelihood in post-disaster situations.”

The United Nations Office for Disaster Risk Reduction (UNDRR) has been tasked to support the implementation, follow-up and review of the Sendai Framework. Towards this, the UNDRR launched the Sendai Framework Voluntary Commitments (SFVC) online platform in 2018 with an aim to mobilize, monitor and take stock of commitments from a diverse range of stakeholders for the implementation of the framework. In 2019, UNDRR published the first report on SFVC which synthesized and analyzed voluntary commitments published to date. The report highlighted the gaps in implementation of the gender mandate. There are only six voluntary commitments; with gender in only 3 per cent of themes covered in voluntary commitments. As the report states, “Increased focus is needed on Priority for Action 3, Targets D and F, themes such as children & youth, gender, and science & technology along with hazards that are relevant to the context where Voluntary Commitments are being implemented.” (UNDRR 2019a).

National Frameworks for CCDRR and Gender Mainstreaming

Different mechanisms and programmes defined under the UNFCCC have given countries opportunities to identify climate change needs, priorities, strategies and actions in various ways. The most critical among them have been the National Communications, the National Adaptation Programmes of Action (NAPA), the National Adaptation Plan (NAP) and the Nationally Determined Contributions (NDCs). This section provides a brief overview of the two planning-related mechanisms, NAPAs and NAPs.

NATIONAL ADAPTATION PROGRAMMES OF ACTION

The Marrakesh COP 2001 had established the Least Developed Countries (LDCs) work programme, with a purpose of providing support to them for addressing their vulnerabilities. This included the NAPAs, which provide a process for the LDCs to identify priority activities that respond to their urgent and immediate needs on adapting to climate change wherein delays in meeting those need could significantly increase the vulnerability or lead to higher costs at a later stage (UNFCCC n.d. (b)). The key features of NAPAs include:

1. Identification of specific climate-related vulnerabilities, and immediate and urgent adaptation needs of the LDCs;
2. A multidisciplinary approach that build on existing plans and programmes with the aim to mainstreaming NAPAs into development planning;
3. Not research-based, with stress on participatory processes. NAPAs build on existing information with community input as an important source;
4. Contain a list of ranked priority adaptation activities and projects, with short profiles of each to assist in the development of proposals for implementation;
5. Action-oriented, country-driven, flexible and based on national circumstances; and
6. Presented in a simple format, easily understood both by policy-level decision-makers and the public.

Once a NAPA is submitted to the UNFCCC Secretariat, the LDC Party is eligible to access funding under the Least Developed Countries Fund (LDCF), which is managed by the Global Environment Facility (GEF), for the implementation of the NAPA. As of December 2017, 51 countries had completed and submitted their NAPAs to the UNFCCC Secretariat (UNFCCC 2017).

NAPAs have been developed for the following countries in Asia:

- > Afghanistan (2009)
- > Bangladesh (2005; updated 2009)
- > Bhutan (2006)
- > Cambodia (2007)
- > Lao PDR (2009)
- > Maldives (2008)
- > Myanmar (2013)
- > Nepal (2010)
- > Timor-Leste (2011)

All of these are available at <https://unfccc.int/topics/resilience/workstreams/national-adaptation-programmes-of-action/napas-received>.

UNFPA and WEDO (2009b) have highlighted why women or gender advocates should care about NAPAs, raising important questions to look at within the existing NAPAs:

- > What are the key vulnerabilities identified?
 - Have women's priorities and concerns at the country level been identified and included?
- > What are the activities prioritized in the country's NAPA and who stands to benefit from these activities?
 - How would the livelihoods of men and women be affected by these options?
 - Are women's time poverty concerns included?
- > How were community inputs gathered in the preparation phase?
 - Who participated in the process?
 - Were women and men at the grassroots level both involved in the consultation processes?

There have been some good efforts at the country level towards these. Here are samples of good practices on gender mainstreaming in NAPAs:

- > Bangladesh listed gender equality as one of the criteria for selecting activities. Of 15 projects outlined, three included women among the beneficiaries. Indigenous women participated in the NAPA process.
- > Women's groups participated in the development of the NAPA for Eritrea. One of the projects particularly targeted female-headed households.
- > In Malawi, women's NGOs were consulted during the preparation of the NAPA, and gender is one of eight criteria for selecting projects. Proposed interventions included empowering women through access to microfinance, ensuring easier access to water and energy sources, and developing a rural electrification programme. Three of five priority activities will disaggregate beneficiaries by age and sex.

Unfortunately, not all NAPAs directly include women or involve them as stakeholders. Raising awareness in the communities about the gendered division of labour, securing school fees so that girls are not denied an education, working directly with women on sustainable collection techniques or systems, or even setting up microfinance initiatives for women and men to build a fund for purchasing emergency water which could have been included in the NAPA as gender-sensitive activities that would strengthen its efficacy are absent (UNFPA and WEDO 2009b).

In April 2009, the Gender Advisory Team at the UN Office for the Coordination of Humanitarian Affairs (OCHA) conducted a review of the 39 plans then available. It concluded that while several of the NAPAs mentioned gender equality and women's empowerment as principles, none demonstrated a clear commitment to these principles by mainstreaming gender throughout the document. Only about half the NAPAs identified gender-differentiated impacts from climate change, and most of these recognized women as a particularly vulnerable group.

In addition, very few NAPAs demonstrate a commitment to gender equality through their projects, despite the fact that several stated that gender equality and/or women's empowerment guided the project. For example, neither the NAPA for Bangladesh nor for Cambodia include women as stakeholders or actors or pay specific attention to the position of women and girls in the context of climate change. Instead, women are identified as the most vulnerable and in need of protection (UN Women 2016).

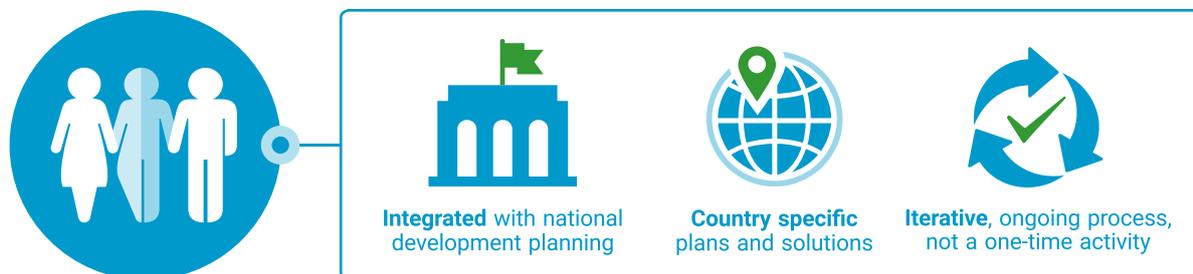
Although most of the NAPAs have already been written, not all projects have been approved for and there is still an opportunity to influence that process, especially at the national level and in the implementing agencies. The fact that women have been regularly included as among the "most vulnerable," and should then be a primary target of NAPA projects, provides an entry point to ensure that their specific needs are taken into account.

NATIONAL ADAPTATION PLAN

The National Adaptation Plan (NAP) process was established in 2011 in Durban (South Africa). In 2012, a UNFCCC experts group developed a detailed set of NAP technical guidelines to assist developing countries, especially the Least Developed Countries (LDCs), with adaptation planning.

The NAP process builds on the principle that adaptation planning is a continuous, evolving and iterative process. Thus, NAP is a flexible process which incorporates local strategies and priorities following international guidelines.

FIGURE 2-1: KEY FEATURES OF THE NAP APPROACH



Source: Adapted from McGray (2014).

It guides countries to conduct comprehensive medium- and long-term climate adaptation planning, building on each country’s existing adaptation activities and helping integrate climate change into national decision-making.

The process has four main “elements,” each of which consists of four to five “steps.” The four NAP Elements include:

1. Laying the groundwork, which includes stocktaking of needs, opportunities, entry points and key resources for adaptation. It also includes establishing a national institutional framework for CCDRR within the country along with a legal or administrative mandate to legitimize the process.
2. Preparatory elements consisting of analytical activities to fill the information gaps identified above. This may include risk and vulnerability assessments, review of appropriate adaptation options, synthesis and integration of existing adaptation plans from line ministries or sub-national governments, among others.
3. Implementation strategies which build on information and criteria from Element B to set priorities and decide on the sequence of activities. These may focus on how to pay for adaptation, build needed capacities, and establish roles and responsibilities for coordinated implementation.
4. Reporting, Monitoring and Review mechanisms.

The NAP process has a clear gender equality mandate which asserts that countries, “follow a country-driven, gender-sensitive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems.”

The NAPs development process is thus a crucial opportunity to advance gender equality in climate planning and preparedness. The UNFCCC and various gender organizations have already developed approaches and tools to enable these (described in detail in the next session).

NAP not the same thing as a NAPA

The NAPAs use a less flexible, eight-step process that results in a list of discrete projects, not a holistic plan. It focuses on the most urgent and immediate adaptation needs of the LDCs, and is linked for funding under the GEF’s LDC fund.

The NAP, on the other hand, is more of an iterative process focused on mainstreaming CCDRR within the current national development planning frameworks. It looks at medium- and long-term adaptation needs. NAPs are not linked directly to any funding sources. Other than LDCs, developing countries are also encouraged to come up with their NAP.

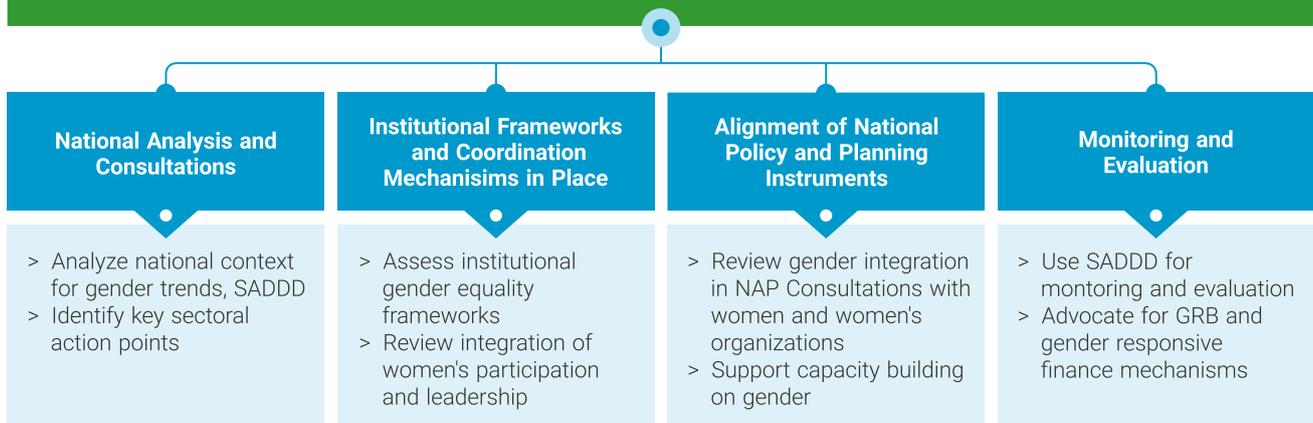
Source: McGray (2014)

NATIONALLY DETERMINED CONTRIBUTIONS

Prior to the Paris Agreement in 2015, each signatory country was invited to outline the domestic climate actions they intend to take under the new agreement. These outlines are known as Intended Nationally Determined Contributions (INDCs). The INDCs reflect a country’s ambition by indicating the steps that the government will take to address climate change, and foster transparency, accountability, environmental integrity and capability. The principal purpose of INDCs is to encourage ambitious commitments in relation to climate change mitigation or the reduction of GHG emissions. Parties were also invited to include an adaptation component and additional information that “facilitates the clarity, transparency and understanding” of the INDC.

WEDO (2016) undertook a gender analysis of the 190 INDCs submitted to UNFCCC. Of the 64 INDCs that included a reference to women or gender, 27 mentioned it in context of adaptation, 12 in context of mitigation and

FIGURE 2-2: BUILDING BLOCKS FOR GENDER RESPONSIVE NDCs



Source: Adapted from Huyer (2016).

only 22 as a cross-cutting issue. Further, 34 countries mentioned women as a vulnerable category, around 15 referred to their role as decision makers and only six referred to women as agents of change.

The INDCs turn into Nationally Determined Contributions (NDCs) once a country formally joins the Paris Agreement. UNDP and GGCA (2016) identified four core building blocks in the NDC process, which can be used as entry points for engendering the NDCs (Huyer 2016). These have been brought together in Figure 2-2.

There is also a provision for a five-year review and update of the NDCs. As of January 2021, 190 Parties had submitted their first NDC and eight Parties their second NDCs (UNFCCC n.d. (c)). With the five-year review cycle of the NDCs being in process, it is an opportune time for integrating gender equality into national climate change planning and action, along with the harmonization of gender and climate change planning and policies across different ministries and sectors of a country (Huyer 2016).

DOMESTIC CCDRR POLICIES AND PLANS

The potential impact of climate change and disasters on economic growth and sustainable development has been well documented. Realizing this, many developing countries in Asia, especially the LDCs, have developed climate change and disaster-related policies, including national climate change policies, strategies and plans. Many LDCs have also committed to mainstream climate change into development planning and processes. Bhutan, for instance, included climate resilience and a carbon neutrality goal as key result areas at the national and sectoral levels in the 11th Five Year Development Plan (2013-2018) (Yangka, et al. 2018).

While a few countries have made some progress, the integration of gender into these national level CCDRR policies and plans still remains a challenge. A review by UN Women of the key CCDRR policies and plans indicates that countries in South and South-East Asia show progress in integrating gender equality at the policy level; although many strategies and policies depict women as vulnerable victims and in need of saving rather than able and equal citizens with equal rights to men (UN Women 2016). Table 2-1 brings together some of the key CCDRR and national policies and plans in select Asian countries along with gender mainstreaming components within the same.

Disaster risk reduction policies tend to be more advanced on gender than climate change policy. The UN International Strategy for Disaster Reduction “has taken specific steps to include gender” in the national Disaster Risk Reduction Plans of Action that countries formulate under the Hyogo Framework for Action (Aguilar, Granat and Owren 2015).

TABLE 2-1: GENDER MAINSTREAMING REVIEW OF CCDRR PLANS IN SELECT ASIAN COUNTRIES

COUNTRY	KEY CCDRR AND NATIONAL POLICIES/PLANS	GENDER MAINSTREAMING COMPONENT
AFGHANISTAN	<ul style="list-style-type: none"> > NAPA (2009) > National Development Strategy (2008 - 2013) 	<ul style="list-style-type: none"> > Addressed very briefly with a statement that climate change affects women differently, but no specificities
BANGLADESH*	<ul style="list-style-type: none"> > NAPA (2005, updated 2009) > Bangladesh Climate Change Strategy and Action Plan (2008) > National Strategy for Accelerated Poverty Reduction (2009 - 2011) 	<ul style="list-style-type: none"> > Integrated into the policy and project design. > Extensively discussed within the document with specific vulnerabilities or capacities identified.
BHUTAN	<ul style="list-style-type: none"> > NAPA (2006) > 10th Year Plan (2008 - 2013) > 11th Five Year Development Plan (2013 - 2018) 	<ul style="list-style-type: none"> > Limited recognition of gender-specific vulnerabilities and capacities. > Most projects are aimed at infrastructure and reducing exposure, thus, there is limited attention to human dimension.
CAMBODIA*	<ul style="list-style-type: none"> > NAPA (2006) > Cambodia Climate Change Strategic Plan (2014 - 18) > Gender and Climate Change Strategic Plan (2013 - 2023) > Cambodia Climate Change Strategic Plan (2014 - 2023) 	<p>Identified gender equality as one of the guiding principles for reducing vulnerability and identified gender and climate change strategic objectives.</p> <p>Three of the eight objectives of the CCCSP considered gender issues or identified women as beneficiaries. Gender issues were also integrated in the monitoring and evaluation section.</p>
	<ul style="list-style-type: none"> > National Action Plan for Disaster Risk Reduction (2014 - 2018) > Climate Change Strategic Plan for Disaster Management Sector, 2013 > Law on Disaster Management (2015) 	<p>The 2013 plan had only one mention of promoting women's participation but the 2014 plan recognized disproportionate impact on women and also had a strategic component for gender disaggregated post disaster assessment.</p> <p>Article 18 of the law also mentioned the need to "pay high attention to the needs of women, children, elderly, handicapped, and disabled persons" in the event of a disaster.</p>
INDIA	<ul style="list-style-type: none"> > National Action Plan on Climate Change (NAPCC) (2008) > 11th Five-Year Plan (2007 - 2012) 	<p>Differentiated impact of climate change on women recognized but not discussed within the NAPCC main document.</p>
NEPAL	<ul style="list-style-type: none"> > NAPA (2010) > Three-Year Interim Plan (2007 - 2010) 	<p>Addressed gender-specific vulnerabilities and capacities as a cross cutting issue throughout the policy.</p> <p>Gender-specific vulnerability study conducted as part of policy processes.</p>
VIETNAM	<ul style="list-style-type: none"> > National Strategy on Climate Change 2011 	<p>Specific target to include women's priority concerns of food, water, health and most importantly gender equality in the context of climate change.</p>

Source: Adapted from UN Women (2016); and Reggers and Lim (2019)

* Bangladesh and Cambodia have also developed Climate Change and Gender Action Plan (CCGAP) which is discussed in the next session.

CASE STUDY: NATIONAL CCDRR FRAMEWORK IN BANGLADESH

Bangladesh has been involved all through the international climate agenda evolution processes especially in terms of adaptation planning. The government adopted many steps to strengthen its approach to climate change adaptation and disaster risk reduction, and to mainstreaming of gender and women's concerns in it.

A. Policy Mechanisms

The Bangladesh Climate Change Strategy and Action Plan (BCCSAP) came into force in 2009 as an extension of the NAPA. The plan focuses on medium- and long-term strategies in six thematic areas: i) Food security, social protection and health; ii) Comprehensive disaster management; iii) Infrastructure; iv) Research and knowledge management; v) Mitigation and low carbon development production; and vi) Capacity building and institutional strengthening for climate funding.

The BCCSAP originally focused on women only as a vulnerable category, stating: "The needs of the poor and vulnerable, including women and children, will be prioritized in all activities under the Action Plan." In 2013, the Bangladesh Climate Change and Gender Action Plan (CCGAP) was developed by the Ministry of Environment and Forests (MoEF). The CCGAP outlined clear objectives and activities with verifiable indicators within the ambit of the four pillars of BCCSAP 2009, and highlighted specific contributions that women can make. This CCGAP, was designed with the support of the International Union for Conservation of Nature (IUCN), and provided a robust means of mainstreaming gender into existing policy frameworks. There are two specific areas of BCCSAP in which gender plays a main role: i) Livelihood protection of vulnerable socioeconomic groups; and ii) Mainstreaming gender in climate change management. Of the 44 programmes under the BCCSAP, 22 highlighted 'gender' as an important aspect.

B. Funding Mechanisms

The BCCSAP is implemented through two funding mechanisms: i) multi-donor Bangladesh Climate Change Resilience Fund (BCCRF); and ii) the Bangladesh Climate Change Trust Fund (BCCTF). The BCCRF is supported through the Global Climate Change Alliance Plus Initiative (GCCA+); 80 per cent of the funding to sectoral ministries/ departments is for implementing climate-related projects. The BCCTF is provided annual funding by the finance ministry and it funds initiatives of the government, NGOs and research bodies in climate change and disaster

management. However, the GAP implementation is partial due to lack of specific linkages with budget allocations for a large number of ministries

C. Tracking Mechanisms

A Climate Public Expenditure and Institutional Review (CPEIR) was conducted in the fiscal year 2012. Based on the CPEIR recommendations, the government formulated the Climate Fiscal Framework (CFF) in 2014 to ensure the effective use of domestic and international climate finance within the national budget process. The CFF designs the Climate Expenditure Tracking Framework (CETF) which enabled tracking and monitoring of climate-related expenditures in a systematic and transparent manner. In 2012, the CPEIR also identified as many as 37 divisions and ministries. Each line ministry was asked to explain separately "how each of its strategic objectives and associated activities related to the objective would contribute towards the government's goals of poverty alleviation and women's development." This was a significant move in understanding how funds contribute to women's development.

D. Institutional Mechanisms

The MoEF is responsible for climate change related policy formulation, coordination and implementation, in collaboration with related national and international actors. The Bangladesh Climate Change Trust Authority (BCFA) within the Ministry is coordinates climate change projects in the country. The Governing Council is the decision-making entity For the Resilience Fund. It comprises six ministers, including the minister of environment and forests, two representatives each from contributing development partners and CSOs, and the Country Director of the World Bank as an observer. Palli Karma-Sahayak Foundation (PKSF), a state-owned 'not-for-profit' organization funds micro-credit programmes. It coordinates the 10 per cent of funds flowing through the Resilience Fund to NGOs, CSOs and private implementing partners.

A major critique of the policy landscape is the failure to create a legal mandate and institutional mechanisms to ensure gender mainstreaming in the approval of projects and allocation of budgets. There is also no institutional mechanism to coordinate and harmonize cross-sectoral interventions in climate change programs by the related ministries. In addition, the translation of the gender equality rhetoric from national policy into local action remains a challenge which makes gender mainstreaming at the local level challenging.

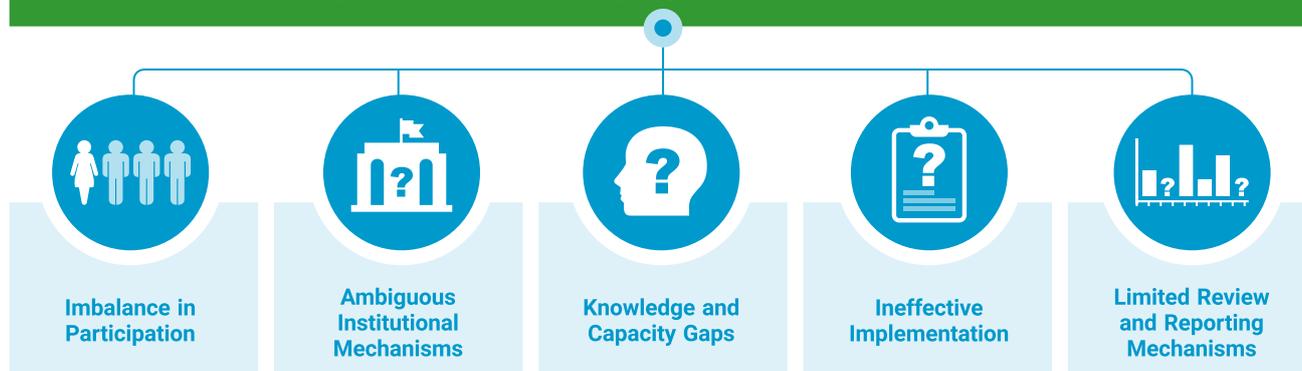
Source: Adapted from Khan, Haque and Rouf (2013); UN Women (2016); and scoping study done under the EmPower project.

MODULE 2_SESSION PLAN B

3:00:00		GENDER MAINSTREAMING IN NATIONAL POLICIES AND PLANS	
<p>OVERVIEW</p> 	<p>At the end of this session, participants should be able to relate with the challenges to gender mainstreaming and identify strategies and entry points within the national policy and planning cycles in their own countries. Participants should also be able to realize the role of CSOs as both advocates and facilitators of gender mainstreaming in national CCDRR planning mechanisms and in all national communications.</p>		
<p>CONTENT</p> 	<p>A. Gaps and Challenges to Gender Mainstreaming B. Strategies for Gender Mainstreaming a. Gender Balance in Governance and Institutions b. Gender Integration in NAP Development c. Climate Change and Gender Action Plans (CCGAP) d. Gender-Aware Monitoring and Evaluation e. Country Case Study - Cambodia</p> <p>C. Role of CSOs in Mainstreaming Gender in National CCDRR Policies and Plans > Country Case Studies – India and Sri Lanka</p>		
<p>MATERIALS</p> 	<p>> PowerPoint presentations > Chart papers and pens > Whiteboard and marker pen > Copy of Handouts</p>		
<p>OUTLINE</p> 	<p>5 mins.</p>	<p>Sharing of overview and session content.</p>	
	<p>40 mins.</p>	<p>'Batokas and Gonkas' Role Play on need for Gender Mainstreaming in National Policies (See Exercise 13)</p>	
	<p>30 mins.</p>	<p>PowerPoint presentation on “Gaps and Challenges to Gender Mainstreaming” (recommended for basic course) OR: Small group discussion on “Gaps and Challenges to Gender Mainstreaming” (recommended for advance course)</p>	
	<p>45 mins.</p>	<p>PowerPoint presentation on “Strategies to Gender Mainstreaming: Governance and Institutions, National Policies and National Action Plans (NAPs), and Climate Change and Gender Action Plans (CCGAP)”</p>	
	<p>60 mins.</p>	<p>Case study-based discussions on “Engendering National CCDRR Policies – Entry points for CSOs” (See Exercise 14 and Handout 11)</p>	
<p>GUIDANCE NOTES</p> 	<p>Begin the session with sharing of overview and content. Break the participants into two groups and facilitate the 'Batokas and Gonkas' role play (See Exercise 13). This role play is for sensitizing participants; thus, divide the participants into aggressive and passive groups based on their behaviour during the training so far (without telling them that). Assign them the roles – the passive group will be Batokas and the aggressive group will be Gonkas. Stick to time limit in this exercise as it can get out of hand. You just want them to experience the feelings.</p> <p>For an advanced course, facilitate group discussion by dividing the participants into five groups and providing each group with a topic and related content from the technical notes (see trainer tip). Follow it up with a PowerPoint presentation on “Strategies to Gender Mainstreaming: Governance and Institutions, National Policies and National Action Plans (NAPs), and Climate Change and Gender Action Plans (CCGAP).” For basic course, combine the two sessions into one with a common presentation on “Gap and Challenges” and “Strategies and Entry Points” (see trainer tip). A case study on Cambodia is provided for reference, for inclusion in the presentation. However, if participants are from other countries, use the Bangladesh case format to provide them details on the CCDRR framework in their own countries. You can use the country-specific policies and plans highlighted in Table 2-1, Gender mainstreaming review of CCDRR plans from some Asian countries as reference for this. End the session with the case study-based discussions on “Engendering National CCDRR Policies - Entry Points for CSOs” (See Exercise 14 and Handout 11). The focus of this discussion should be on developing an action plan on roles and responsibilities of CSOs in mainstreaming gender into CCDRR policies and programs, as well as identifying the potential stakeholders to create a network to incorporate gender into the CCDRR projects both at local and national level.</p>		

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:

GAPS AND CHALLENGES	
RELEVANT STRATEGIES	
CSO ENTRY POINTS	

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 PLANS²

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).

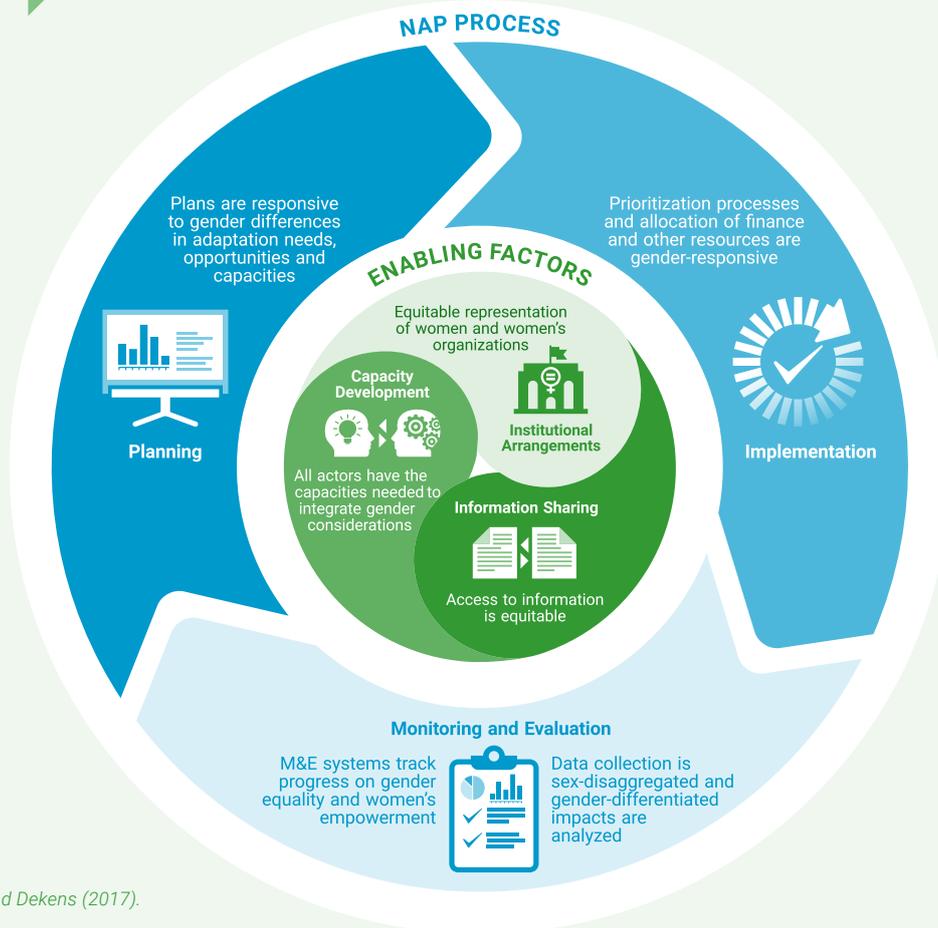
Another example is from Eurasia. Following the floods in Bosnia and Herzegovina and Serbia in May 2014, UNDP embedded gender concerns into its flood-recovery programmes. In Bosnia and Herzegovina, UNDP prioritized the rehabilitation of households headed by women and ensured that women benefitted from 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)³

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.

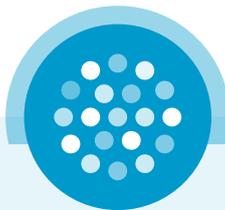
C. Facilitating a meaningful participatory and multi-stakeholder process: The process is uniquely multi-stakeholder and multi-sectoral, often representing the first time when technical staff of different ministries, such as from Water, Energy or Women’s Affairs departments, have a chance to build mutual 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.

FOCUS ON IMPLEMENTATION, MONITORING AND EVALUATION

A plan by itself is of little use unless it is put into action. In order to make it a reality, it needs to be fleshed out with concrete measures. Based on a gender-responsive plan, it is essential, at this point, to identify those activities that are able to meet the objectives of the national adaptation plan. Gender-responsive implementation strategies recognize gender-specific opportunities and barriers and aim for adaptation actions to be inclusive of the most vulnerable groups, enabling them to realize their potential as agents of change in their households and communities. These help to ensure that adaptation actions are implemented where they are most needed and that benefits are equitable.

1. Undertake inclusive and gender-equitable participatory processes to develop implementation strategies.
2. Involve women-leaders from the affected groups and gender actors in the development of implementation strategies.
3. Identify activities directly linked to the gender objectives of the national adaptation plan.
4. Prioritize activities that promote gender equality, empower women, and are most accessible to them.
5. Create sex-disaggregated targets for individual benefit-oriented activities.
6. Where social restrictions can prevent women from being equal beneficiaries, identify actions which help them overcome the social barrier. These actions may be in the form of additional activities or changing the way the activities are delivered in its current form.
7. Each activity description in the action plan should include the following elements: title of the activity, objective of the activity, gender equality objective, context, description, implementing institutions, length of activity, inputs, target physical numbers and gender components.

As to monitoring and evaluation, national adaptation plans have to include the development of participatory approaches which are able to assess both quantitative and qualitative developments and track the successful implementation thereof and ensure that all gender issues are covered adequately.

Monitoring and Evaluation (M&E) systems are established to track the progress made in terms of physical achievements of targets, beneficiary coverage and effectiveness of the activity. Integrating gender considerations into M&E systems can help ensure that gender differences in participation in adaptation actions and benefits from investments in adaptation are captured, and that imbalances can be redressed. It also helps to track progress on gender equality and women's empowerment.

The following actions are necessary for a gender-sensitive M&E system:

- 1. Develop** gender-specific indicators which are SMART - specific, measurable, achievable, relevant and time-bound.
- 2. Collect** sex-disaggregated data and undertake a gender analysis of data to assess gender equity in decision-making, and access to benefits and results from adaptation actions.
- 3. Evaluate** gender-differentiated impacts of adaptation actions on women, men and marginalized groups.
- 4. Encourage** participatory evaluations and gender audits of programmes.

Involving gender actors in the development of M&E frameworks is very critical for this. Local CSOs, women's groups and academics, and communities should also be involved in the process to ensure fair and robust data collection, especially of qualitative information.

Budget is one of the most important indicators of any commitment made by decision-makers. In developing the action plan, the planning team has to dedicate resources to enhance the promotion of gender equality. Gender-sensitive budgeting implies the following: first, analysis of the budget of all activities proposed to determine the differentiated impact on women and men of the budget; second, reallocation of resources to achieve gender equality outcomes from the actions planned.

EXERCISES

EXERCISE 9: CROSS AND KNOTS GAME

The key objective of this exercise is to provide the participants with a quick overview/revision of the global policy landscape on climate change and disaster risk reduction.

Materials Required:

Whiteboard and markers.

Process:

Step 1: Divide the participants into two groups – “X” and “O” – and give them each a copy of Handout 7. Ask them to quickly go through Handout 7 in 15 minutes. (In case of an advanced group, you can skip this step and move directly to the next step.)

Step 2: Tell them that you will now be playing the old cross and knots games between the two teams but with a twist. Draw a nine-part matrix on a flipchart, write out one term related to CCDRR policy frameworks in each box as shown below:

UNFCCC	Kyoto Protocol	Paris Agreement
Sendai Framework	NDCs	Earth Summit
NAPAs	IPCC	COP

Step 3: Now tell the teams that they have to select one term on their turn and provide details of the term. The team has to provide at least two details, of which at least one has to be related to the main content. (The facilitator will determine whether the answer is right or wrong.) Tell them that for each question, the teams will need a separate representative to answer on their behalf. The team that is able to give definitions in three correct answers in one straight or diagonal line on the matrix wins the game.

Step 4: Allow the first team to pick a random term/box and explain the word. If the answer is correct, put the mark “X” and “O” of the team in the square. If the answer is wrong, they have to pass their turn. The process continues until one team has three straight or diagonal marks on the board as shown next.

X	X	X

		O
	O	
O		

Step 5: Repeat the process with another set of terms. If no team is able to win, continue the game with the remaining boxes and the team with the maximum marks on the board will win the game.

Learning Output: Conclude by providing the participants with the timelines of these conventions and agreements while also adding any key points missed in the discussion.

EXERCISE 10: GROUP DISCUSSION ON GENDER-AWARE APPLICATION OF UNFCCC AND SENDAI FRAMEWORK AT NATIONAL LEVEL

The key objective of this exercise is to unpack the UNFCCC and Sendai Framework gender commitments into actionable points at the country level.

Materials Required:

Copies of Handout 8 after removing the facilitator notes.

Process:

Step 1: Divide the participants into four groups. Give each group either PART A or PART B of Handout 8.

Step 2: Ask the participants to discuss the key questions in Handout 8 with respect to each of the points mentioned. Tell them to divide the points further between them so that the discussion is completed in time. Give them 30 minutes to discuss.

Step 3: Now ask them to share their responses in the plenary. If anything is missing, add to the responses using information from the facilitator notes in Handout 8.

Learning Output: Conclude by saying that these frameworks are very useful documents to advocate for gender mainstreaming in CCDRR policy and action at the domestic level. However, it is also important for CSOs to unpack the information into actionable points and pursue specific activities which are most relevant at the country level.

EXERCISE 11: GROUP TASK ON GENDER-AWARE ASSESSMENT OF NDCS AND NAP

The key objective of this exercise is to introduce the checklists for assessing gender in NDCs and NAPs at the country level and provide them with a hands-on experience of using these.

Materials Required:

Copies of Handout 9 and laptops with internet.

Process:

Step 1: Divide the participants into four groups. Give each group either PART A or PART B of Handout 9.

Step 2: Ask them to select a country whose documents they want to analyze. Share the UNFCCC links with them to access the requisite NDC/NAP documents for that country.

Step 3: Ask them to review the document using the checklist and their own experience as a group within the country. Tell them to focus only on summary and adaptation content for the exercise. Give them 20 minutes for the task. Ask them to share the report in a PowerPoint presentation or Word document.

Step 4: Once back in plenary, tell them that you will collate the reports and provide them to the participants as part of the training report. Thus, the discussion will just focus on the experience. Ask them to reflect on the following questions:

- How easy/hard did they find the checklist?
- What were the challenges (other than time constraints for the exercise) faced in using the checklist?
- What information would be additionally needed in order to execute this exercise at the country level and publish reports on it?
- How could such reports be used?

NDC link: <https://www4.unfccc.int/sites/NDCStaging/Pages/All.aspx>.

NAP link: <https://www4.unfccc.int/sites/NAPC/Pages/national-adaptation-plans.aspx>.

Learning Output: Conclude by saying that these checklists are useful in assessing gender-responsiveness of NDCs and NAPs. Tell them that the exercise was to provide them only a feel of the tool and that they will need to do a more in-depth analysis for publishing a formal report. Tell them that such reports can be useful advocacy tools for CSOs to pursue the need for gender mainstreaming in CCDRR policies and also for sharing with UNFCCC as part of the their gender action plan.

EXERCISE 12: GROUP TASK ON CEDAW GENERAL RECOMMENDATION NO. 37 AND ASIA PACIFIC BEIJING (+25) DECLARATION

The key objective of this exercise is to provide a hands-on experience to participants on using the forums of periodic review and shadow reporting in CEDAW and Beijing Platform for Action (BPfA) for promoting gender-responsive CCDRR action.

Materials Required: Copies of Handout 10.

Process:

Step 1: Divide the participants into four groups. Try and include participants from the same country/region into one group. Give each group either PART A or PART B of Handout 10.

Step 2: Ask them to select a country for analysis and to prepare a short presentation on the status of implementation of the CEDAW/BPfA in the country. The presentation should be focused with one slide each covering the following aspects:

- What has been done in the country to enable the achievement of the objectives/obligations of the Convention/Declaration with respect to CCDRR?
- What are the gaps in the action? What are very essential and critical but not being done?
- What are the implementation and resource gaps?
- What are the key recommended actions for the national governments?
- Provide a real case as evidence to reinforce your points.

Step 3: Give them 30 minutes for the task. Ask them to share the report in a PowerPoint presentation or Word document.

Step 4: Once back in plenary, tell them that you will collate the reports and provide them to the participants as part of the training report. Thus, the discussion will just focus on the experience. Ask them to reflect on the following questions:

- a. What were the key learnings from the exercise?
- b. What were the challenges (other than time constraints for the exercise) faced in developing the presentation?
- c. How can they address these challenges especially when developing a formal presentation?
- d. How could such reports be used?

Learning Output: Conclude by saying that both CEDAW and BPfA provide regular review platforms, with space for engagement of CSOs, especially women's organizations. It is very important to bring the CCDRR agenda within these review mechanisms, especially by making contributions to the CEDAW shadow report and BPfA review documents.

EXERCISE 13: BATOKAS AND GONKAS – ROLE PLAY

The key objective of this exercise is to sensitize the participants on the need for inclusion of gender considerations in policy planning and the significance of participation of the affected groups themselves in the deliberation and decision-making processes.

Materials Required: Whiteboard and markers.

Process:

Step 1: Divide the participants into three groups. Rather than random grouping, use your discretion and put

all participants who are aggressive/dominant in one group and those who are passive in another. Name the aggressive group as “*Batoka*” and the passive group as “*Gonka*.” Those who are more analytical should be appointed as observers.

Step 2: Tell them that they are to conduct a meeting in the village to discuss the formation of the Village Disaster Management Committee (VDMC) and identify three key concern areas for the VDMC to work on. Give the batokas an overview based on box 1 and gonkas based on box 2. The observers should have the full overview. Customize these to the local context as much as possible.

BOX 1: BATOKAS	BOX 2: GONKAS
<ul style="list-style-type: none"> > One member of the <i>Batoka</i> is a health functionary and underwent disaster management training as part of job orientation. > Another member is a geography teacher and was trained to conduct classes for students on local disasters. > Four members work in the paddy fields that get flooded every second year. Their loss means that they had to face shortage of food that year and sometimes have also had to migrate for work. > Four other members have had their homes destroyed in the last three floods and lost much of their belongings. They also had to stop the tailoring work at home as the machines and raw material were destroyed. > Most <i>Batokas</i> cannot swim. One member lost a child last year as she could not swim and the child got carried away in water. > All <i>Batokas</i> and their families face water and fuel shortage during floods. > All members had to spend two weeks at the local rehabilitation camp last year after the cyclone, and two of them also faced sexual harassment at the shelter homes. 	<ul style="list-style-type: none"> > One member of the <i>Gonka</i> is a village leader and also has good contacts with the local politicians. > Another member is a local contractor and takes up projects like river embankment construction, flood protection walls, and others. > Four members own paddy fields that get flooded every second year. They got some compensation that was not enough to cover the costs. They had to migrate for work with their families. > Four other members also own paddy fields but their fields do not get flooded. The problem is storage of the crop after harvest as it often rains, and transport of the paddy crop to the market. > Four other members had their homes destroyed in the last three floods and lost much of their belongings. > All but two members cannot swim.

Give both groups a brief background of the village:

- > There are two communities in the village, *Batokas* and *Gonkas*.
- > The *Batokas* are at the lower rung in societal status, and the *Gonkas* are more elite.
- > The *Gonkas* own all land, and the *Batokas* work in the *gonkas*' fields.
- > The *Gonkas* dominate the village leadership and all meetings, the *Batokas* are generally not allowed to speak in village meetings.
- > The *Batokas* also fear the *Gonkas* as they are socially and financially more dominant.

Step 3: Give them 10 minutes to discuss and finalize the roles, and another 15 minutes to conduct the meeting and decide on who will be part of the VDMC and what are the three concerns that the VDMC will work on.

Step 4: Tell the participants to come back in a plenary and ask them the following:

- How did the *Batokas* feel and how did the *Gonkas* feel?
- How was the decision taken?
- How were the rules decided?
- Who won and who lost in the process?
- Would the development reach both the communities or would the gap be widened?

Learning Output: Conclude by sharing that this is what happens when a group is left out of all decision-making process and that it is important that “men, women as well as people from other gender identities need to be included in all decision-making processes. This is required not only at the village level but at all levels, including at national and global levels.”

EXERCISE 14: CASE STUDY REVIEW FOR IDENTIFICATION OF ROLES AND ENTRY POINTS FOR CSOS TOWARDS GENDER MAINSTREAMING IN CCDRR POLICIES

The key objective of this exercise is to help the CSOs develop action plans for gender mainstreaming in national policies and plans and identify important stakeholders for collaboration in the process.

Materials Required: Copies of Handout 11, chart papers and pens.

Process:

Step 1: Divide the participants into groups of four to five persons. Give them copies of Handout 11. Ask them to go through the cases together. Give them 15 minutes for this.

Step 2: Ask them to discuss the key features of gender mainstreaming in the cases and the strategies employed for enabling the same. Give them 15 minutes to discuss.

Step 3: Ask them to relate these features and strategies in their own context, adding learnings from the session and their own experience to develop action plans for CSO involvement in gender mainstreaming. The presentation should be in the following format:

Goal/Objectives	Strategy	Activities	Partnerships with Other Stakeholders

Step 4: Paste the action plans on the walls, referring to them as and when required in the upcoming sessions. You will specifically need to point out which tools will be applicable for which activity during the Module 3 Session A on Gender Mainstreaming within project cycle.

Learning Output: At the end of the session, the participants should have a framework which they can take back to refine and develop their own action plans.

TEST YOUR KNOWLEDGE

COMPLETE THE STATEMENT	✓ TICK YOUR SELECTION	
The Kyoto protocol on market mechanisms for environment...	was a top-down approach not designed to benefit women.	<i>*would have benefitted women if properly enforced.</i>
National Adaptation Plan (NAP)...	<i>*is the same as NAPA for LDCs but not a mechanism for other developing countries.</i>	is a process that feeds into national development planning for LDCs and developing countries.
Gender Balance in participation and leadership is important...	<i>*because its UNFCCC mandate and important for the country.</i>	because women have the right to represent themselves and voice their concerns.
Gender Equality CCDRR Plans should...	address women's differential vulnerability to climate change and disasters.	<i>*address the underlying causes of gender and social equalities.</i>
Women's participation is important..	<i>*more at local/village and district levels.</i>	at all institutional levels.

* Items in red are the incorrect answers.

SUGGESTED READINGS:

1. Dazé, Angie, and Julie Dekens. 2017. *A Framework for Gender-Responsive National Adaptation Plan (NAP) Processes*. NAP Global Network. Accessed July 23, 2020. <https://www.weadapt.org/sites/weadapt.org/files/2017/august/napgn-en-2017-gender-considerations-adaptation-planning1.pdf>.
2. Dekens, Julie, and Angie Dazé. 2019. *Conducting Gender Analysis to inform National Adaptation Plan (NAP) Processes: Reflections from six African countries*. NAP Global Network. Accessed July 23, 2020. <https://www.iisd.org/system/files/publications/napgn-en-2019-conducting-gender-analysis-to-inform-nap-processes.pdf>.
3. Huyer, Sophia. 2016. *Gender Equality in National Climate Action: Planning for Gender Responsive Nationally Determined Contributions*. New York: United Nations Development Programme. https://www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/Gender_Equality_in_National_Climate_Action.pdf.
4. NAP Global Network and UNFCCC. 2019. *Toolkit for a Gender-Responsive Process to Formulate and Implement National Adaptation Plans (NAPs): Supplement to the UNFCCC Technical Guidelines for the NAP Process*. Winnipeg: International Institute for Sustainable Development. Accessed August 2020. <https://www4.unfccc.int/sites/NAPC/Documents/Supplements/NAPGenderToolkit2019.pdf>.
5. UNFCCC. 2019. Draft decision CP.25. *Enhanced Lima work programme on gender and its gender*. United Nations Framework Convention on Climate Change. Accessed November 2020. https://unfccc.int/sites/default/files/resource/cp2019_L03E.pdf.

ENGENDERING
CCDRR POLICIES
AND NATIONAL
PLANS

HANDOUTS

MODULE

2

GLOBAL CLIMATE CHANGE POLICY FRAMEWORK	
NAME	BRIEF OVERVIEW
EARTH SUMMIT	United Nations Conference on Environment and Development (UNCED), Rio (1992) also known as the Earth Summit, is one of the foremost and historic conferences related to sustainable development. It was the Earth Summit that led to the launch of: i) the UN Convention on Biological Diversity (CBD); ii) the UN Convention to Combat Desertification (UNCCD); and iii) the UN Framework Convention on Climate Change (UNFCCC).
IPCC	The Intergovernmental Panel on Climate Change (IPCC) is the United Nations body for assessing the science related to climate change. Established in 1988, the objective of the IPCC is to provide governments at all levels with scientific information that they can use to develop climate policies. IPCC Assessment Reports (ARs) are also a key input into international climate change negotiations. To date, IPCC submitted five ARs, and the sixth AR is under process.
UNFCCC	While a number of multilateral environmental agreements and other international policy frameworks are relevant to combatting and coping with climate change, the UN Framework Convention on Climate Change (UNFCCC) was developed to specifically address the urgent issue of climate change, with the ultimate objective to stabilize greenhouse gas (GHG) concentrations “at a level that would prevent dangerous anthropogenic interference with the climate system.” While Parties ratify it, thereby entering it into force or validating it, the treaty provides a legal framework for further action.
COP	The Conference of Parties (COP) is the supreme decision-making body of the UNFCCC. Since 1995, it meets every year to review the implementation of the UNFCCC and related legal instruments. A key task for the COP is also to review the national communications and emission inventories submitted by Parties. All States that are Parties to the Convention are represented at the COP.
KYOTO PROTOCOL	Given the nature of the climate change challenge and the need for decisive action, the international community established the Kyoto Protocol (KP) that legally binds signatory developed countries, which are primarily responsible for GHG emissions, to reduce those emissions. The first commitment period of the KP was 2008-2012, and the second was 2013-2020. The KP turned GHGs into a tradable commodity. While countries must meet their reduction targets primarily through national measures, the KP introduced three flexible market mechanisms that allow countries to meet their targets by encouraging GHG abatement where it is most cost-effective, for instance in developing countries. The aim is to reduce overall emissions from the planet’s atmosphere, while stimulating sustainable economic growth and technology transfer in developing countries. The three Kyoto mechanisms are: <ul style="list-style-type: none"> - Emissions Trading - Clean Development Mechanism (CDM) - Joint Implementation (JI) These mechanisms are part of what is known as the carbon market.
BALI ACTION PLAN	One of the main questions confronting climate negotiators, as the first commitment period was scheduled to come to a close in 2012, was how to alter the architecture of international climate change agreements so as to engage developing non-Annex I countries but without binding them into top-down targets and timetables that might slow their development. The answer to this question came out of negotiations at COP13 in Bali (Indonesia). The Bali Action Plan, the key agreement from COP13, included provisions that called for developing country parties to take Nationally Appropriate Mitigation Actions (NAMAs) in the context of sustainable development in exchange for finance, technology and capacity building in a measurable, reportable, and verifiable manner. The Bali Action Plan also marks a major turning point in UNFCCC negotiations, with a shift from a technocratic top-down to a bottom-up approach.
PARIS AGREEMENT	The Paris Agreement (2015) is a landmark environmental accord that was adopted by nearly every nation in 2015 to address climate change and its negative impacts. The deal aims to substantially reduce global GHG emissions in an effort to limit the global temperature increase in this century to 2 degrees Celsius° above pre-industrial levels, while pursuing means to limit the increase to 1.5 degrees Celsius. The agreement includes commitments from all major emitting countries to cut their climate-altering pollution and to strengthen those commitments over time. The pact provides a pathway for developed nations to assist developing nations in their climate mitigation and adaptation efforts, and it creates a framework for the transparent monitoring, reporting, and ratcheting up of countries’ individual and collective climate goals. At present, 197 countries have adopted the Paris Agreement.

GLOBAL CLIMATE CHANGE POLICY FRAMEWORK	
NAME	BRIEF OVERVIEW
HYOGO FRAMEWORK	The 2005 Hyogo Framework for Action (HFA) was developed at the World Conference on Disaster Risk Reduction. It provides guidelines and global blueprint to reduce vulnerabilities to natural hazards, through a 10-year action plan. The HFA assisted the efforts of nations and communities to become more resilient to, and cope better with the hazards that threaten their development gains.
SENDAI FRAMEWORK	The Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted by UN Member States on 18 March 2015 at the Third UN World Conference on Disaster Risk Reduction. The Framework aims to achieve the substantial reduction of disaster risk and losses in lives, livelihoods and health, and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries over the next 15 years. The Sendai Framework is the first major agreement of the post-2015 development agenda, with seven targets and four priorities for action.
NAPs	The National Adaptation Plan (NAP) process helps countries conduct comprehensive medium- and long-term climate adaptation planning. It is a flexible process that builds on each country's existing adaptation activities and helps integrate climate change into national decision-making. The Parties to the UNFCCC established the NAP process in 2011 in Durban (South Africa).
NAPAs	The outcome of COP 7 in Marrakech (Morocco) included an agreement that Least Developed Countries (LDCs) would develop National Adaptation Programmes of Action (NAPAs). NAPAs provide a process for the LDCs to identify priority activities that respond to their urgent and immediate needs on adapting to climate change wherein delays in meeting those need could significantly increase the vulnerability or lead to higher costs at a later stage.
NDCs	186 countries – responsible for more than 90 per cent of global emissions – submitted carbon reduction targets, known as “intended nationally determined contributions” (INDCs), prior to the Paris conference. These targets outlined each country's commitments for curbing emissions (including through the preservation of carbon sinks) through 2025 or 2030, including both economy-wide carbon-cutting goals and the individual commitments of around 2,250 cities and 2,025 companies.
NAMAs	According to the Copenhagen Accord, the non-committal outcome of COP 15 in 2009, Nationally Appropriate Mitigation Actions (NAMAs) are to be defined by developing country parties to the UNFCCC and “will be recorded in a registry along with relevant technology, finance and capacity building support.”
LWPG	In 2014, the Conference of the Parties (COP) to the UNFCCC adopted the Lima Work Programme on Gender (LWPG), which established a plan for “promoting gender balance and achieving gender-responsive climate policy, developed for the purpose of guiding the effective participation of women in the bodies established under the Convention.”
GENDER COP	Sometimes referred to as the 'Gender COP' because gender issues garnered so much attention, COP 18 in 2012 produced a decision promoting gender balance and women's participation, and called for an in-session technical workshop on gender issues for the next year.

Source: UNFCCC (2014); UNISDR (2015); UNFCCC (2017); UNFCCC (2019); UNFCCC (n.d. (a)); UNFCCC (n.d. (b)); and UNFCCC (n.d. (c)).

GENDER-AWARE APPLICATION OF GLOBAL CCDRR FRAMEWORKS

PART A: UNFCCC

FRAMEWORK ACTION AREAS	POINTERS FOR NATIONAL LEVEL ACTIONS REQUIRED FOR ENGENDERING THE SAME ⁴	ACTUAL ACTIONS UNDERTAKEN AT COUNTRY LEVEL
Strengthen capacity building efforts for governments and other stakeholders in mainstreaming gender in formulating, monitoring, implementing and reviewing national climate change policies and plans.	<ul style="list-style-type: none"> > Create gender cells in all national and local CCDRR training institutions. > Allocate funds for capacity building on gender and CCDRR. 	
Engage women's groups and national women and gender institutions in the process of developing, implementing and updating climate policies, plans, strategies and action.	<ul style="list-style-type: none"> > Create institutional platforms and forums for engagement of women's groups. > Conduct seminars and webinars for consultation with women's groups. 	
Enhance capacities to collect, analyze and apply sex-disaggregated data and gender analysis in the context of climate change.	<ul style="list-style-type: none"> > Review the current data collection mechanisms for Sex, Age, Disability Disaggregated Data (SADDD) integration. 	
Enhance the availability of sex-disaggregated data for gender analysis.	<ul style="list-style-type: none"> > Create legal/policy mandate for ensuring SADDD availability. > Commission new surveys for collection of SADDD. 	
Strengthen the evidence base and understanding of the differentiated impacts of climate change on men and women and the role of women as agents of change and on opportunities for women.	<ul style="list-style-type: none"> > Commission research studies on gender dimensions in various sectors. > Create a knowledge platform for collation and validation of existing studies and evidence base created at national level. 	
Promote the use of social media, web resources and innovative communication tools to effectively communicate gender action plan and gender equality to the public, in particular reaching out to women.	<ul style="list-style-type: none"> > Undertake Information, Education and Communication (IEC) campaigns on gender and climate change through the use of social media, and also local folk art and community radio. 	
Capacity building of women delegates on leadership, negotiation and facilitation to enhance women's participation.	<ul style="list-style-type: none"> > Support preparation stage activities – pre-consultation workshops, among others, including webinars and in-session training. 	
Promote travel funds as a means of supporting the equal participation of women and indigenous people in all national delegations at UNFCCC sessions.	<ul style="list-style-type: none"> > Provide travel funds at national level to support participation even in national consultations. > Host dialogues to discuss advancing the leadership of local communities and women. 	
Strengthen coordination on gender between bodies under the Paris Agreement and other relevant entities especially the 2030 Agenda for Sustainable Development.	<ul style="list-style-type: none"> > Support shadow reports on gender and climate change as part of CEDAW and SDG national reporting. 	

4. The details in this section need to be removed before sharing the handout with participants for the exercise.

GENDER-AWARE APPLICATION OF GLOBAL CCDRR FRAMEWORKS

PART A: UNFCCC

FRAMEWORK ACTION AREAS	POINTERS FOR NATIONAL LEVEL ACTIONS REQUIRED FOR ENGENDERING THE SAME	ACTUAL ACTIONS UNDERTAKEN AT COUNTRY LEVEL
Share experience and support capacity building on gender-responsive budgeting (GRB).	<ul style="list-style-type: none"> > Institutionalize GRB at national, sub-national and local levels and extend scope to international climate finance. > Provide funds for capacity building and research on GRB. > Engage women's groups as experts for GRB within technical ministries. 	
Raise awareness of the financial and technical support available for promoting the strengthening of gender integration into climate policies.	<ul style="list-style-type: none"> > Publish all climate funds flow in the country in one forum. > Map the country's climate finance governance framework and create online data access system. 	
Raise awareness on good practices to facilitate access to climate finance for grass-roots women's organizations and indigenous peoples and local communities.	<ul style="list-style-type: none"> > Create simplified manuals for fund accessing systems. > Workshops for NGOs on proposal development for climate change and on fund raising mechanisms. > Publish case studies on existing practices. 	
Promote the deployment of gender-responsive technological solutions to address climate change.	<ul style="list-style-type: none"> > Identify and publish case studies on gender-just solutions. > Create systems for validation and proof of concept development of local solutions. 	
Foster women's and girls' full participation and leadership in science, technology, research and development related to climate change.	<ul style="list-style-type: none"> > Fund programmes for piloting of co-creation of solutions with researchers, communities and private service providers. 	
Support the collection and consolidation of information and expertise on gender and climate change in sectors and thematic areas.	<ul style="list-style-type: none"> > Identify and create a roster on gender and climate change experts at national level. > Promote knowledge platforms on gender and climate change. 	
Strengthen the monitoring and reporting on women in leadership positions within the UNFCCC process.	<ul style="list-style-type: none"> > Publish national statistics on gender composition in international delegations and national climate negotiations/consultations. 	
Monitor and report on the implementation of gender-responsive climate policies, plans, strategies and action.	<ul style="list-style-type: none"> > Publish bi-annual reviews and progress on gender objectives in national climate policies and plans. 	

Source: UNFCCC (2019).

GENDER-AWARE APPLICATION OF GLOBAL CCDRR FRAMEWORKS

PART B: SENDAI FRAMEWORK

FRAMEWORK ACTION AREAS	POINTERS FOR NATIONAL LEVEL ACTIONS REQUIRED FOR ENGENDERING THE SAME	ACTUAL ACTIONS UNDERTAKEN AT COUNTRY LEVEL
Collection, analysis, use and dissemination of relevant data taking into account the needs of different categories of users.	<ul style="list-style-type: none"> > All data should be disaggregated by sex and age. > Understand cultural barriers of disaster risk management in the society. > Needs of women and girls during disasters should be accounted for. 	
Systematically evaluate, record, share and publicly account for disaster losses and understand economic, social, health, education impacts, and others.	<ul style="list-style-type: none"> > Account for women's time poverty resulting from increased domestic and caregiving role. > Account for loss of women's income from informal sources - home-based work, backyard poultry, goatry, and others. 	
Knowledge and capacity building of government officials at all levels, civil society, communities and volunteers.	<ul style="list-style-type: none"> > All trainings and capacity building activities should include gender sensitization. > All knowledge products should have a gender analysis. 	
Promote national strategies to strengthen public education and awareness in disaster risk reduction.	<ul style="list-style-type: none"> > Public awareness should be taking into account specific needs of women especially elderly, illiterate and (dis)abled especially those with vision and hearing impairment. 	
To assign clear roles and tasks to community representatives within disaster risk management institutions and processes and decision-making through relevant legal frameworks.	<ul style="list-style-type: none"> > Women should be part of all meetings and disaster (risk) management committees at all levels of governance. 	
To assign clear roles and tasks to community representatives within disaster risk management institutions and processes and decision-making through relevant legal frameworks.	<ul style="list-style-type: none"> > Women should be part of all meetings and disaster (risk) management committees at all levels of governance. 	
Undertake comprehensive public and community consultations during the development of such laws and regulations to support their implementation.	<ul style="list-style-type: none"> > Active participation of women, and if required separate consultations with women and girls, should be undertaken. 	
Establish and strengthen government coordination forums composed of relevant stakeholders at the national and local levels.	<ul style="list-style-type: none"> > Gender balance should be ensured in all forums. 	
Promote mechanisms for disaster risk transfer and insurance, risk-sharing and retention and financial protection.	<ul style="list-style-type: none"> > Financial mechanisms for small and informal business which women are involved should also be included. 	

GENDER-AWARE APPLICATION OF GLOBAL CCDRR FRAMEWORKS

PART B: SENDAI FRAMEWORK

FRAMEWORK ACTION AREAS	POINTERS FOR NATIONAL LEVEL ACTIONS REQUIRED FOR ENGENDERING THE SAME	ACTUAL ACTIONS UNDERTAKEN AT COUNTRY LEVEL
Promote the disaster risk resilience of workplaces through structural and non-structural measures.	<ul style="list-style-type: none"> > Home should be considered as a workplace especially when a larger number of women are home-based workers. 	
Strengthen the design and implementation of inclusive policies and social safety-net mechanisms.	<ul style="list-style-type: none"> > Look at all livelihood enhancement programmes, and access to basic health-care services, including maternal, new born and child health, sexual and reproductive health, food security and nutrition, housing and education, towards the eradication of poverty, to find appropriate solutions in the post-disaster phase for women. 	
Invest in, develop, maintain and strengthen people-centred multi-hazard, multi-sectoral forecasting and early warning systems, disaster risk and emergency communications mechanisms.	<ul style="list-style-type: none"> > Early warning systems and emergency communications should be tested for gender sensitivity at the local level. 	
Promote the resilience of new and existing critical infrastructure to ensure that they remain safe, effective and operational during and after disasters.	<ul style="list-style-type: none"> > Water, sanitation, health and education infrastructure must remain a high priority. 	
Establish community centres for the promotion of public awareness and the stockpiling of necessary materials to implement rescue and relief activities.	<ul style="list-style-type: none"> > Such community centres can be promoted with the dual purpose of serving as a workshed and warehouse for women in non-disaster times. 	
Train the existing workforce and voluntary workers in disaster response and strengthen technical and logistical capacities to ensure better response in emergencies.	<ul style="list-style-type: none"> > Women and girls should be part of the volunteers and be trained in disaster response mechanisms. 	

Source: UNISDR (2015).

CHECKLIST FOR GENDER REVIEW AND ANALYSIS OF NDCs AND NAPs

PART A: ASSESSING GENDER IN NDCS

> **The existence of any reference to gender or women in the policy;**

- Identification of affected groups and sectors within the country – “who” are the key stakeholders and beneficiaries;
- Statement of a long-term goal or vision and whether gender equality is included;
- Existing national strategy, policy or initiatives related to gender and climate change that an INDC can build on or connect to;
- Strategic points or partners for leveraging change in the status of women and gender equality in the country;
- Statement of gaps, barriers and needs of women and men;
- Monitoring and evaluation using gender analysis, sex-disaggregated data or gender indicators;
- The degree to which gender equality is integrated into climate change policies, strategies and programmes;
- The degree to which gender equality is considered in priority climate change sector actions; and
- Inclusion of women as targets of capacity development and support structures and mechanisms.

> **The nature of the reference, which includes:**

- The context for the reference, e.g., commitments to mitigation (M), adaptation (A), capacity building, implementation or whether the gender reference is cross-cutting. Where a government committed to gender mainstreaming or taking gender into account across one or more components of the INDC, this is noted as gender-sensitive (GS).
- The way in which women are positioned in the NDC. This includes positioning women as a group that is vulnerable to the impacts of climate change (WVG); as beneficiaries of projects or policies (B); as agents of change (AC); or as stakeholders, i.e., as having a stake in climate change-related decision-making (S).

> **The existence of gender-responsive budgeting in the NDC;**> **The existence of a participatory planning process for the NDC; and**> **The existence of a mechanism or process for monitoring or implementing the NDC.**

CHECKLIST FOR GENDER REVIEW AND ANALYSIS OF NDCs AND NAPs

PART B: ASSESSING GENDER IN NAP PROCESS

Checklist for Gender Mainstreaming in Institutional Arrangements:

- > Is the equitable participation of women within the institutional structures ensured?
- > Is there a balanced representation of women and men in the senior management?
- > Does the Steering Committee include: i) representatives of the Ministry of Women's Affairs or equivalent; ii) representatives of the main NGOs dealing with gender equality; and iii) an equitable number of women and men?
- > Is the National Project Director/Manager/Lead Consultant: i) "gender-sensitive"; ii) supported by gender experts?
- > Is gender-tailored training provided for staff?

Checklist for Assessing Women's Participation:

- > Is the representation of women ensured both in national and regional workshops, and are female participants drawn from the governmental, civil and business sectors?
 - Is gender balance in the workshops ensured?
 - Is the participation of women supported?
- > Is gender equality one of the major criteria for the evaluation of options and conditions for approval?
- > Are women involved in identifying the possible options for achieving objectives?
- > Do women's needs and interests receive the same consideration as those of men in analyzing the advantages and disadvantages of the options?
- > Are the following organizations invited?
 - Gender focal points in other ministries or departments;
 - Development partners with a gender equality mandate;
 - A governmental or independent economist with gender expertise;
 - Male and female representatives of private sector interests;

- An umbrella organization of women's non-governmental organizations (NGOs);
- NGOs or lobby groups with gender expertise;
- Any NGOs or community groups that represent men's gender interests;
- Relevant sectoral or "special interest" NGOs that have an interest or experience in gender issues;
- Human rights groups or advocates;
- Think-tanks or policy analysts with experience and expertise in gender issues; and
- Academics or researchers from university Gender Studies Department(s).

Checklist for Gender Mainstreaming of Stocktaking and Vulnerability Assessment

- > Data on the use of and access to biological resources, disaggregated by sex – what is used by whom, by women or men?
- > Data on the differentiated vulnerabilities and impacts of disasters among women and men;
- > Are all statistics on individuals collected and presented disaggregated by sex?
- > Have specific efforts been made to identify gender issues and to formulate concepts and definitions that capture the differences between women and men in all aspects of their lives?
- > Include the traditional knowledge and perception of women in the analysis and evaluation of the characteristics of key risks;
- > Identify the capacity and available resources for managing and reducing vulnerability;

Checklist for Assessment of Gender Mainstreaming in the NAP Document

- > Is gender included in the NAP as one of the cross-cutting issues?
- > Is conceptual clarity on gender ensured?
- > Is convincing argumentation presented?

INTERNATIONAL GENDER CONVENTIONS AND CCDRR

PART A: CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN (CEDAW)
– GENERAL RECOMMENDATION 37

The 1979 Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) is one of the core human rights treaties with signatory governments bound to undertake legal obligations to promote and protect the rights of women. It is also one of the most broadly-endorsed human rights treaties, ratified or acceded to by 187 countries.

CEDAW has direct implications for climate change adaptation and disaster risk management, as all parties are obliged to undertake appropriate measures to address discrimination against women in CCDDRR policies and programmes. Besides, CEDAW also guarantees the right to women to participate in all decision-making processes related to CCDRR. Having been endorsing this stance since 2009, the CEDAW Committee presented a General Recommendation No. 37 on gender-related dimensions of disaster risk reduction in the context of climate change in 2018. (CEDAW/C/GC/37 2018).

The recommendation mandates that parties should ensure that all policies, legislation, plans, programmes, budgets and other activities related to disaster risk reduction and climate change are gender-responsive and grounded in human rights-based principles, including;

1. Equality and non-discrimination, with priority being accorded to the most marginalized groups of women and girls, such as those from indigenous, racial, ethnic and sexual minority groups, women and girls with disabilities, adolescents, older women, single women, female-headed households, widows, women and girls living in poverty in both rural and urban settings, women in prostitution, and internally displaced, stateless, refugee, asylum seeking and migrant women;
2. Participation and empowerment, through the adoption of effective processes and the allocation of necessary resources to ensure that diverse groups of women have opportunities to participate in every stage of policy development, implementation and monitoring at each level of government from the local to the national, regional and international levels;

3. Accountability and access to justice, which require the provision of appropriate and accurate information and mechanisms to ensure that all women and girls whose rights were directly and indirectly affected by disasters and climate change are provided with adequate and timely remedies.

Additionally, the CEDAW committee also recommended specific convention principles relevant to disaster risk reduction and climate change with respect to:

1. Vulnerability assessments and data collection;
2. Coherence among policies on gender equality, disaster risk reduction, climate change and sustainable development;
3. Extraterritorial obligations, international cooperation and adequate and effective allocation of financial and technical resources for gender-responsive disaster and climate change prevention;
4. Inclusion of civil society organizations and private sector; and
5. Enabling capacity development and access to technology.

The committee also highlighted six specific areas of concerns for women and girls including:

1. Right to live free from gender-based violence;
2. Rights to education and information;
3. Rights to work and social protection;
4. Right to health;
5. Right to an adequate standard of living; and
6. Right to freedom of movement.

INTERNATIONAL GENDER CONVENTIONS AND CCDRR

PART A: CONVENTION ON THE ELIMINATION OF ALL FORMS OF DISCRIMINATION AGAINST WOMEN (CEDAW)
– GENERAL RECOMMENDATION 37

The CEDAW Committee (General Recommendation No. 37 on gender-related dimensions of disaster risk reduction in the context of climate change 2018) further elaborated on each of these principles and areas of concerns, providing around 63 obligations for the state Parties to undertake. These include:

1. Develop disaggregated and gender-responsive indicators and monitoring mechanisms and establish or identify existing national and local mechanisms to collect, analyze, manage and apply sex, age, disability, ethnicity and regionally-disaggregated data;
2. Undertake gender impact assessments during the design, implementation and monitoring phases of disaster risk reduction and climate change plans and policies and engage in a comprehensive gender audit of policies and programmes across different sectors and areas including climate, trade and investment, environment and planning, water, food, agriculture, technology, social protection, education and employment;
3. Increase dedicated budget allocations for gender and CCDRR and invest in women's adaptability by identifying and supporting livelihoods that are resilient to disasters and climate change, sustainable and empowering, along with gender-responsive services that enable women to access and benefit from these livelihoods;
4. Increase women's participation in the development of disaster risk reduction and climate change plans by supporting their technical capacities and providing adequate resources for this purpose and institutionalize women's leadership in disaster prevention, preparedness (including the development and dissemination of early warning systems) response, recovery and climate change mitigation and adaptation at all level;
5. Ensure that women have access to technology for preventing and mitigating the adverse effects of disasters and climate change on crops, livestock, homes and businesses, and that they can use and economically benefit from climate change adaptation and mitigation technologies, including those related to renewable energy and sustainable agricultural production;
6. Develop policies and programmes to address existing and new risk factors for gender-based violence against women – including domestic violence, sexual violence, economic violence, human trafficking and forced marriage – within the context of disaster risk reduction and climate change and promote women's participation and leadership in their development;
7. Develop participatory and gender-responsive development plans and policies that integrate a human rights-based approach in order to guarantee sustainable access to adequate housing, food, water and sanitation. Priority should be given to ensuring the accessibility of services for all women; and
8. Provide training, sensitization and awareness-raising for authorities, emergency services workers and other groups on the different forms of gender-based violence, women's health and human rights that are prevalent in situations of disaster and how to prevent and address these. This training should include the rights and needs of women and girls, including those from indigenous and minority groups, women with disabilities and lesbian, bisexual, transgender and intersex women and girls, and information on how they might be affected differently.

INTERNATIONAL GENDER CONVENTIONS AND CCDRR

PART B: BEIJING PLATFORM FOR ACTION, 1995 AND ASIA PACIFIC BEIJING (+25) DECLARATION, 2019

The Beijing Declaration and Platform for Action (BPfA) of 1995 is one of the most comprehensive global policy frameworks for promoting gender equality and women's empowerment. Signed by 189 Governments, the BPfA covers 12 critical areas of concern, with women and environment being one of them. The document highlights the gender inequalities in the management of natural resources and in the safeguarding of the environment, and calls for focus on understanding the gender-based vulnerabilities of environmental risks and disasters, while also emphasizing on the need for: i) Involving women actively in environmental decision-making at all levels; ii) Integrating gender concerns and perspectives in policies and programmes for sustainable development; and iii) Strengthening or establishing mechanisms at the national, regional and international levels to assess the impact of development and environmental policies on women (United Nations, and World Conference on Women 1995).

The BPfA is also reviewed by the UN General Assembly, as done specifically in 2000 (B+5) and 2015 (B+20), wherein governments agreed on further actions to accelerate implementation. These review mechanisms especially can be strong entry points for CSOs to advocate for the gender mainstreaming in the climate change agenda at regional and national levels. In 2019, United Nations Economic Commission for Europe (UNECE) member states undertook regional review meetings in the context of the preparations for the global Beijing+25 review in 2020.

The Asia Pacific review meeting was held in Bangkok in November 2019, to review the progress made, challenges to address and forward-looking policies to enact in order to accelerate the implementation of the Beijing Declaration and Platform for Action in Asia and the Pacific in the

context of the 2030 Agenda (UNECAP 2019a). Following this, in December 2019, the Asia Pacific Declaration on Advancing Gender Equality and Women's Empowerment: Beijing+25 Review was adopted, which also included a section on environmental conservation, climate action and resilience-building, highlighting the need for "Integrating and mainstreaming a gender perspective into environmental conservation, protection and rehabilitation, and promoting gender-responsive climate action, disaster risk reduction and resilience building, taking into account that climate change has differentiated, considerable impacts on all women and girls." (UNESCAP 2019b).

The declaration especially focuses on:

1. The role of women as holders of knowledge and as agents of change;
2. The need for full and equal leadership and participation of women at all levels of policymaking and decision-making;
3. Adopting and implementing gender-responsive strategies on climate change mitigation and adaptation through the promotion of equal access to essential infrastructure and climate-smart agricultural technology, clean energy, appropriate financing and technology, humanitarian assistance, food and nutrition, safe drinking water and sanitation, waste management, healthcare services, education and training, adequate housing and decent work, social security, and gender-sensitive forecast and early warning systems;
4. Gender-responsive monitoring and evaluation; and
5. The need to focus on women with disabilities, elderly women and girls, those in rural and remote areas and those from indigenous and local communities (UNESCAP 2019b).

CASE STUDIES ON STRATEGIES FOR GENDER MAINSTREAMING

MAKING WOMEN'S VOICES AND VOTES COUNT: CASE STUDY FROM UN WOMEN, INDIA

Making Women's Voices and Votes Count was a two-and-a-half-year project (2013 - 2015) supported by UN Women and the National Mission for the Empowerment of Women (Government of India), with the aim of capacity building of elected women representatives from rural local bodies,⁵ and strengthening the linkages between elected women and women's collectives, for building a vibrant women's political constituency at the grassroots, and gendering local governance structures, processes and agendas. The project aimed to use an Information and Communication Technology (ICT)-enabled model to catalyze a critical mass of women in local governance, construct a horizontal platform for peer-based support, and develop a discourse of governance and politics that is informed by women's rights perspectives.

Three different CSOs from three sites: i) IT for Change in Mysore (Karnataka); ii) Kutch Mahila Vikas Sangathan in Kutch (Gujarat); and iii) Area Networking and Development Initiatives in Bhavnagar (Gujarat), were

involved in the project using the same strategies, monitoring and reporting mechanisms that help understand the limitations and scalability of the model. Such strategies are particularly useful for CSOs that prefer to work more at an in-depth level but at the same time are open to collaboration and systematic reporting to be able to avail funding by demonstrating replicability and scaling potential.

This project worked towards the following three outcomes:

1. Increased networking among Elected Women Representative, facilitating their active participation along with local women's groups in gender-responsive governance processes;
2. Increased realization of claims and entitlements by women in Gujarat and Karnataka; and
3. Advocacy and campaigns at a local and institutional level, enabling a shift in local public discourse towards gender equality.

⁵ Indian Constitution mandates one-third reservation for women in rural and urban local bodies resulting in more than 1.3 million grassroots women-leaders. Source: UN Women India (2015).

CASE STUDIES ON STRATEGIES FOR GENDER MAINSTREAMING

NETWORKING FOR WOMEN'S VOICES: CASE STUDIES FROM GLOBAL,
REGIONAL AND COUNTRY PARTNERSHIPS

Women's Major Group (WGM) for Sustainable Development (SD) was created as an outcome of the Earth Summit in 1992, with a core mandate and responsibility to facilitate women's civil society perspectives in the policy space and processes of the United Nations related to sustainable development. The WGM is the focal point for UN DESA (Department of Economic and Social Affairs), for all UN Sustainable Development policies including SDG 2030. An open-ended alliance that in 2017 comprised 1300+ organizations and individuals, the WGM provides a formal channel for: 1. physical or virtual participation in key global and regional meetings; 2. observing and speaking in official intergovernmental sessions; 3. engaging in coordinated and strategic advocacy with decision-makers; 4. contributions to coordinated position statements, analysis and policy recommendations published on the UN webpage for Major Groups; 5. participation in reporting and accountability efforts; vi) capacity building; and vii) access to documents and information. (See more at: <https://sustainabledevelopment.un.org>)

Women and Gender Constituency (WGC), established in 2009, is one of the nine stakeholder groups of the United Nations Framework Convention on Climate Change (UNFCCC). The WGC represents women's and environmental civil society organizations, and actively works towards ensuring that gender equality and women's human rights are integral to the negotiations. One of the various modes that WGC uses for active engagement of its members is through online groups. These online groups are used for information sharing, coordinating events, contributing to inputs for negotiations, bringing for the emerging issues, among others. Such low cost and easy to operate platforms can be effectively used to mobilize CSOs networks. These groups can be used to build CSOs networks within regions/country or within specific thematic groups/programme of work. (See more at: <http://womengenderclimate.org>)

Asia Pacific Regional CSO Engagement Mechanism (APRCM) is a civil society platform aimed to enable stronger cross constituency coordination and ensure that voices of all sub-regions of Asia Pacific are heard in intergovernmental processes in regional and global level. The platform is initiated, owned and driven by the CSOs, and seeks to engage with UN agencies and Member States on the post-2015 as well as other development related issues/processes. As an open, inclusive and flexible mechanism, RCEM is designed to reach the broadest number of CSOs in the region, harness the voice of grassroots and peoples' movements to advance development justice that address the inequalities of wealth, power, resources between countries, between rich and poor and between men and women. (See more at: <http://asiapacificrcem.org/>)

Working Group on Women and Land Ownership (WGWO) is an informal and unregistered network of 40 civil society groups and community-based organizations in Gujarat (India), working through a small rotating secretariat since 2002. It influenced policies and plans at state and national levels. The network raises funds jointly from various donors and provides activity-based support to its members. The network members contribute through insights for research and common use of communication material. (See more at: <http://wgwo.org/>)

Inspiring Women Awards by Women In Leadership (WIL) in Bangladesh aims at recognizing the aspiring and leading women in the corporate sector of Bangladesh, under different categories, thereby identifying inspiring role models for women. Moreover, WIL gives recognition to the business organizations with the most female-friendly working conditions and policies. Distinguishing the role models will persuade the other aspiring women to come forward and play their part in the national development stream. (See more at: <http://bbf.digital/iwa-2020>)

CASE STUDIES ON STRATEGIES FOR GENDER MAINSTREAMING

APPLYING HUMAN RIGHTS-BASED APPROACHES AND LEAVE NO ONE BEHIND TO TSUNAMI RECOVERY:
CASE STUDY FROM UNDP, SRI LANKA

While ensuring gender mainstreaming within the CCDRR plans, it is also important to have a Human Rights-Based Approach (HRBA) and Leave No One Behind (LNOB) perspective included in the implementation of strategies and activity plans. This section provides a summary of some of the Tsunami Recovery projects from a HRBA and LNOB perspective supported by UNDP.

People's Consultations – In an attempt to ensure that the voice of the people affected by the tsunami was documented and that they were able to express their grievances with regard to the recovery process, UNDP undertook a comprehensive public consultation in all the tsunami-affected districts. The final product which included the People's Consultation report as well as two follow-up papers based on the consultations (an analysis of the findings and vulnerability assessment) provided a detailed account per district of the main concerns and priorities of the people affected by the tsunami.

Community Level Disaster Risk Management (DRM) – Workshops and consultations were carried out among stakeholders to introduce legal provisions for ensuring that DRM measures were used at the ground level. Community contingency planning exercises were carried out by volunteers from selected community-based organizations (CBOs), non-governmental organizations (NGOs) and Grama Niladhari divisions to enhance their capacities to confront disasters.

Participatory Monitoring of Projects – AidWatch is part of the STRONG PLACES project which sought to empower beneficiaries to hold duty-bearers accountable for the aid that was distributed to them. AidWatch committees, made up of beneficiaries, were set up to inform people of their aid entitlements and rights and to enable them to monitor incoming aid in their communities and hold duty-bearers accountable. It was piloted with the beneficiaries of UNDP's housing projects, where they were encouraged to engage in monitoring of and dialogue with the relevant duty-bearers.

Access to Information – A number of concurrent initiatives were undertaken to promote transparency and accountability of UNDP's recovery programme:

1. Community notice boards informing communities of the aid provided by UNDP in that district were placed in prominent locations.
2. Project leaflets explaining the projects and giving a breakdown of the budget were distributed to beneficiaries as well as to journalists and government officials.
3. Training was provided to beneficiary communities on rights and entitlements so that they were aware of what was due to them.
4. Use of various forms of media to disseminate information on services available to the tsunami-affected communities.

Capacity Development of Journalists - Training in access to information was provided for regional journalists to ensure that they could monitor and report on the delivery of aid and the specific concerns in the various tsunami-affected areas, including highlighting any discrepancies in aid delivery and bringing to attention issues that may be otherwise overlooked.

Human Rights Help Desks – As a follow up to the People's Consultations, Help Desks were set up in the tsunami-affected areas specifically to address human rights-related complaints from the affected communities. Working with the Disaster Relief Monitoring Unit of the Human Rights Commission of Sri Lanka and located within the Human Rights Commission field offices (or, in three districts, the Legal Aid Commission), these Help Desks registered and investigated complaints and made recommendations on how the complaints should be addressed. Additionally, they informed the communities of human rights standards and entitlements as well as liaised with CBOs, NGOs, International NGOs (INGOs) and government officials to promote human right principles so that the recovery and rehabilitation work was conducted in a manner that respected human rights and was participatory, equitable, non-discriminatory, transparent and accountable.

Training on HRBA – Training was provided to duty-bearers on human rights-based approaches (UNDP, the Ministry of Disaster Management and Human Rights, RADA, the Disaster Relief Monitoring Unit, local government officials, and others).

CASE STUDIES ON STRATEGIES FOR GENDER MAINSTREAMING

LNOB-EMPOWERMENT OF VULNERABLE GROUPS

Micro-Enterprise Development – The Micro-Enterprise Development programme targeted those affected by the tsunami, particularly the poor and medium-income families (women in particular, along with other vulnerable groups such as Internally-Displaced Persons (IDPs) and returnees, the unemployed and the disabled), by providing them the opportunity to rebuild their livelihoods. It provided small-scale loans to help restart small businesses (e.g., coir yarn, lace, masks, handicrafts, cane, hemp, and others) and linked them with local chambers of commerce to help them develop their enterprises and find a market for their goods.

Fisheries – The Fisheries programme focused on restoration and improvement of community livelihoods including the building of small-scale infrastructure facilities (e.g., community centres, ice plants and retail outlets targeting small-scale fisherfolk), capacity building and development (e.g., to establish fisheries cooperatives), gender equality and women empowerment (training on gender awareness as well as leadership, work and business skills for women with the additional aim of mobilizing women's groups within the fisheries sector).

Disaster Risk Management – Community contingency plans for future disasters were carried out in selected vulnerable villages. This helped map out resources, alternative roads as well as safe and vulnerable locations. While enabling outsiders to assist affected villagers efficiently, the emergency planning mechanism also empowered the villagers to respond in an organized manner should an emergency arise. In addition, selected individuals of active volunteer organizations, local NGOs and selected youth at the village level were trained in emergency response activities such as first aid, swimming, firefighting, life-saving, search and rescue, and others.

CASE STUDIES ON STRATEGIES FOR GENDER MAINSTREAMING

PARTICIPATORY CAMPAIGN PLANNING FOR INCLUSIVE DRR KNOWLEDGE AND MESSAGING IN NEPAL

The Strengthening Urban Resilience and Engagement (SURE) programme is implemented by the Nepal Red Cross Society (NRCS) in partnership with the British Red Cross (BRC) in seven municipalities, targeting four groups vulnerable to disasters in each of the municipalities to increase their awareness of their risks to different disasters and mitigation measures they can take. Learning from the previous Earthquake Preparedness for Safer Communities (EPSC) programme, it was reflected that disseminating general messages to entire populations was ineffective in creating behaviour change. The SURE programme therefore developed the Participatory Campaign Planning (PCP) process to understand which messages and means of communication would be most effective with the different target groups of the programme. The PCP methodology was developed by the BRC and NRCS headquarters SURE team and rolled out by the programme team in each municipality. A separate one-day workshop was held with each of the programmes' target groups, 28 in total.

The workshops were participatory-and activity-based and sought to establish:

- Hazards that target groups felt they were at the biggest risk of.
- Test existing key messages to understand if target groups think each message is effective in changing behaviour, and if not, why not?
- Map the barriers to behaviour change.
- Understand participants' social networks and understand the best opportunities to share information.
- Understand the most effective means of communication.
- Understand how different target groups prefer to give feedback.

Following the workshop, detailed analysis was done by the programme team and specific key messages for the target groups were developed for the target groups based on the findings. The key principles applied in the project included:

1. Engagement from all of society, specifically the most vulnerable people in urban areas and working with them to build their resilience to disasters;
2. Empowerment of local authorities and communities through resources, incentives and decision-making responsibilities as appropriate; and

3. Decision-making to be inclusive and risk-informed while using a multi-hazard approach. The PCP process examines messages from multiple hazards that have previously been identified as being risks to those populations, both man-made and natural hazards. The PCP process is conducted with illiterate groups and people with disability groups, and is aimed at those groups who are often excluded or marginalized from decision-making processes such as single women (widows) and the landless.

KEY LEARNINGS FROM THE WORKSHOPS

Income considerations – Many PCP participants highlighted that they are poor and lack resources required to be resilient against disasters including property and equipment. As such, messages that promote the use of resources, for example prepositioning rescue materials and constructing a house following the building code, will not lead to behaviour change.

Availability – In the case of messages related to road accidents, people with disabilities objected that it will be hard to follow messages that request them to walk on footpaths because footpaths are not disabled-friendly. Similarly, people who are living on river banks said the messages suggesting that people move to temporary shelters during flooding are ineffective because they do not have access to shelters.

Accessibility – It is also important to consider people with disabilities. For example, flood warnings disseminated through sirens and radio are ineffective for people with hearing loss.

Social status – Dalit target groups said that they cannot follow the message that asks them to go to safe shelters during disasters because they are socially excluded and not allowed to access them with other so-called higher castes.