

**Fifteenth meeting of the Adaptation Committee
Bonn, Germany, 19 to 21 March 2019**

**Incorporating gender considerations into adaptation action and across the
Adaptation Committee's workplan activities**

Concept note

Recommended action by the Adaptation Committee

The Adaptation Committee (AC), at its 15th meeting, may wish to take into account the information contained in this document and consider next steps, as noted in section five, as it deems necessary to prepare for the next activities on this topic planned for the second half of 2019.

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1. Mandate and scope of the note

1. The AC, in its 2019-2021 workplan, agreed to include the objective of incorporating gender as a cross-cutting consideration into all its activities. To make informed decisions on this objective, it agreed to prepare, in the first half of 2019, a concept note assessing how to best incorporate gender considerations into adaptation action and AC workplan activities. On the basis of this information, the AC will, in the second half of the year, develop a plan for enhancing consideration of gender in adaptation action and in AC workplan activities.

2. To assist the AC in its consideration of how to best incorporate gender considerations into adaptation action and the AC workplan activities, this paper first highlights the background of gender-related work under the UNFCCC and related mandates. Secondly, the paper briefly summarizes key references to gender considerations in the work of AC, as well as findings and lessons learned from gender consideration by other bodies under the UNFCCC. Based on the previous steps, section four contains a list of possible action by the AC, which can then serve as a basis for the plan for enhancing consideration of gender in adaptation action and AC workplan activities

2. Background

3. Women's unequal participation in decision-making processes and labour markets compound inequalities, and often prevent women from fully contributing to climate-related planning, policy-making and implementation. Parties to the UNFCCC have recognized the importance of involving women and men equally in the UNFCCC process and in the development and implementation of national climate policies that are gender-responsive, by establishing a dedicated agenda item, addressing issues of gender and climate change, and by including relevant overarching text in the Paris Agreement.¹

2.1. Gender Action Plan

4. By decision 21/CP.22, paragraph 27, the Subsidiary Body for Implementation (SBI) was requested to develop a gender action plan (GAP) in order to support the implementation of gender-related decisions and mandates in the UNFCCC process. Parties, the UNFCCC constituted bodies, and the secretariat are invited to undertake the activities contained in the GAP, as appropriate. The GAP sets out, in five priority areas, the activities that will drive the achievement of its objectives. The priority areas are as follows:²

- a) Capacity-building, knowledge-sharing and communication;
- b) Gender balance, participation and women's leadership;
- c) Coherence;
- d) Gender-responsive implementation and means of implementation;
- e) Monitoring and reporting.

2.2. Gender concepts

5. Definitions for key concepts of gender, frequently used in this note, are presented below to assist with common understanding of how the concepts are applied within the field of gender and climate change.

6. **Gender mainstreaming** is 'the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. It is a way to make women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that

¹ <https://unfccc.int/topics/gender/the-big-picture/introduction-to-gender-and-climate-chang>

² <https://unfccc.int/sites/default/files/resource/docs/2017/cop23/eng/11a01.pdf>

women and men benefit equally, and inequality is not perpetuated'. The ultimate goal is to achieve gender equality.³

7. **Gender-responsive** refers to 'identifying, reflecting on and implementing interventions needed to address gender gaps and overcome historical gender biases in policies and interventions. Its use contributes to the advancement of gender equality with an idea to do better'.⁴

8. **Gender-sensitive approaches and tools** for understanding and assessing impacts, vulnerability and adaptation to climate change refer to 'methodologies and practices applied to ensure that both men and women's concerns, aspirations, opportunities and capacities are taken into account in all climate change adaptation activities, including assessments, planning, implementation, monitoring and evaluation and technology development'.⁴

3. Lessons from gender considerations in the work of the AC and other constituted bodies

9. Gender considerations relate on the one hand to the representation of women in the UNFCCC process, and on the other hand to the much wider inclusion of gender-consideration in adaptation planning and action. Below are highlights from relevant work undertaken by constituted bodies under the UNFCCC, which may contain replicable methods/solutions that the AC can implement in the integration of gender considerations into its activities.

3.1. Adaptation Committee

10. Gender responsive climate policy and action is understood as a basic principle of AC work. In the establishment of the Cancun Adaptation Framework, Parties affirmed that enhanced action on adaptation should follow a gender-sensitive approach, taking into consideration vulnerable groups, communities and ecosystems. Key references to gender considerations in the work of AC are presented below in relation to advancing equal representation of women and wider inclusion of gender considerations.

3.1.1. Equal representation of women

- a) The gender composition of the AC as at 28 February 2019 is 56 per cent female, with 9 women in a 16-member committee. There has been an increase in the number of female members by more than 10 per cent since 2017.
- b) Since becoming operational in late 2012, the Adaptation Committee has had an equal number of male and female presiding officers.
- c) There has been continuous encouragement for Parties to nominate experts to the AC with a diversity of experience and knowledge relevant to adaptation to climate change, while taking into account the goal of gender balance.⁵

3.1.2. Wider inclusion of gender considerations

- d) The AC meetings are known for their inclusive and open approach: AC meetings are open to observers, and observers are actively contributing to plenary discussions and breakout groups. Notifications are sent to all constituencies before the meetings. Representatives of the women and gender constituency have participated in AC meetings, including AC14, and are welcome to attend on a regular basis;
- e) The AC, at its 14th meeting, received capacity building on incorporating gender and nominated a gender focal point to support the GAP and to lead the gender workstream in the AC's new workplan;

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<https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=&hook=ALL&sortkey=&sortorder=&fullsearch=0&page=2>

⁴ http://unfccc.int/files/adaptation/application/pdf/50301_05_unfccc_gender.pdf

⁵ Decision 4/CP.20, paragraph 5 and decision 3/CP.21, paragraph 8.

- f) In its report to COP24, the AC urged Parties and non-Party stakeholders to mainstream gender considerations in all stages of their adaptation planning processes, including national adaptation plans and the implementation of adaptation action, taking into account available guidance;⁶
- g) The 2018 technical examination process on adaptation (TEP-A) on 'Opportunities and options for enhancing adaptation planning in relation to vulnerable ecosystems, communities and groups' had a particular focus on women in adaptation planning, policymaking and implementation;⁷
- h) The AC participated in the "In-session workshop on Gender and Climate Change" organized by the UNFCCC secretariat at SB 48;
- i) A joint meeting of the AC and the Nairobi work programme was held in Bonn, Germany, in 2014 on regional and traditional knowledge and the application of gender-sensitive approaches and tools for adaptation.⁸ The meeting was enriched by sharing experiences and case studies by organisations such as Oxfam, the Indigenous Peoples of Africa Co-ordinating Committee, the Secretariat of the Pacific Regional Environmental Programme, the International Union for Conservation of Nature, and CARE International.

3.2. The Least Developed Countries Expert Group

11. The LEG has developed guidelines on gender consideration in the national adaptation plans (NAPs) and addressed a number of activities that can be undertaken to ensure that there is equal participation of men and women in decision-making processes, and that the NAP process and the activities it entails will not exacerbate gender inequalities. The activities include ensuring participation of women in the NAP process; monitoring and reporting on gender considerations into the NAP process, as well as evaluating the integration of gender considerations using sex-disaggregated data; undertaking outreach to different stakeholders to understand the gender dynamics and the potentially disproportionate impacts of climate change on women and tailoring and implementing NAP activities based on this understanding.⁹

12. The LEG produced a paper in 2015 on strengthening gender consideration in adaptation planning and implementation. The paper was prepared based on LDC experiences gained from the national adaptation programmes of action (NAPAs), NAPs and other initiatives. It presented sample tools in integrating gender considerations in the process to formulate and implement NAPs. For example, the report case showed the experiences of Mali, and the important role of existing institutional arrangements in the country in facilitating the integration of gender related considerations in development planning and adaptation to climate change. Examples include the development of a gender thematic group to facilitate dialogue with the government and society on the issue of gender equality in Mali, the development of a National Gender Policy of Mali for 2009–2018, a national strategy on gender-sensitive planning and budgeting, as well as climate change specific strategies such as Mali's National Climate Change Policy, National Climate Change Strategy and National Climate Action paved the road to address and integrate gender in Mali's NAP process.¹⁰

13. Additionally, the NAP Global Network, based on the LEG and other related guidance, later developed a framework which focused on strengthening gender considerations through (a) recognition of gender differences in adaptation needs, opportunities and capacities, (b) equitable participation and influence by women and men in adaptation decision-making processes, and (c) equitable access to financial resources and other benefits resulting from investments in adaptation between women and men. It also reviewed the NAP documents and assessed the integration of gender considerations. Its analysis revealed that the majority of the NAP documents explicitly mention the word 'gender' and/or 'women'. In addition to references to 'gender' and 'women', NAP documents reference other concepts that may represent entry points for addressing gender inequality in NAP processes such as inequality, discrimination and marginalization, social/economic inclusion, human rights, and empowerment. In addition to gender framing

⁶ https://unfccc.int/sites/default/files/resource/cp24_auv_adap%20cttee.pdf

⁷ <http://tep-a.org/technical-paper/>

⁸ <https://unfccc.int/event/itk-gender-expert-meeting>

⁹ http://unfccc.int/files/adaptation/cancun_adaptation_framework/application/pdf/napttechguidelines_eng_high_res.pdf

¹⁰ http://unfccc.int/files/adaptation/application/pdf/21673_unfccc_leg_gender_low_v5.pdf

and positioning of women, the analysis includes gender considerations in the planning phase of and in the institutional arrangements for the NAP process.¹¹

3.3. The Green Climate Fund (GCF)

14. The GCF, in collaboration with UN women, prepared a manual with tools and methods to promote gender equality in the development of its projects. The manual offers a wide range of tools to ensure gender mainstreaming in all phases of a project. This includes guiding questions in the project implementation stage, such as “Are gender-specific actions considered in programme promotion and communication strategies?” and “Has a budget been assigned to ensure the implementation of gender-specific components?”, as well as indicators in its M&E phase. For example, the number of jobs created for women to process farm products through the adoption of diversified, climate-resilient livelihood options.¹² Furthermore, the GCF in its Updated Gender Policy and Action Plan 2018–2020 requires every project, in addition to a gender assessment, to submit project-level gender action plans.¹³

15. Some of the indicators presented in the GCF manual can be replicable to AC work such as M&E and indicators. Additionally, some of the guiding questions of the manual can be helpful for designing some discussion streams of this year’s TEP-A on adaptation finance, such as addressing gender equality on access to finance.

3.4. The Climate Technology Centre and Network (CTCN)

16. The CTCN undertook a gender analysis in 2017 to develop recommendations on implementing gender mainstreaming. It created a guideline and some sector-specific tools to assist with gender considerations in the delivery of technology support. It also participated in gender related events and workshops, such as an inter-agency Knowledge Exchange Dialogues organized by the UNFCCC secretariat and UN Women in 2016, and an in-session workshop on the development of a gender action plan under the UNFCCC in 2017.¹⁴

17. CTCN activities related to gender considerations, such as its participations in gender relevant events and workshops, are well documented. Documentation of any participation, interventions and involvement by the AC members on gender related events and activities can be a useful source of data to report on the progress, and to make sure AC activities are not under reported.

3.5. The Paris Committee on Capacity-building (PCCB)

18. A webinar on gender capacity-building was jointly organized by PCCB and the secretariat on 23 October 2018.¹⁵ The webinar started with a quick overview by the secretariat of gender considerations in the UNFCCC process and briefly addressed the establishment of the GAP and its five priority areas. Then, UN Women delivered a presentation on gender concepts and terminology and explained that the attributes and opportunities linked with being male or female shape what is expected from and valued in a man or women in a given context, and that the social norms and stereotypes linked with a typical man or woman can lead to differences and inequalities.

19. The webinar continued with two case studies on gender-responsive budgeting for climate change and gender-sensitive capacity building, from Mexico and Bangladesh, respectively. The former focused on the reduction of gender inequality and the advancement of women in Mexico, by integrating considerations of women’s equality and advancement into the budget. The latter drew attention to climate related hazards in Bangladesh and that women are more affected by such disasters. Skill development training, preparedness for disasters, and legal support for women were mentioned as key interventions which had seemingly led to

¹¹ <https://unfccc.int/sites/default/files/resource/gender%20considerations%20by%20nap%20gn%20jan%202018.pdf>

¹² https://www.greenclimate.fund/documents/20182/194568/Guidelines_-_GCF_Toolkit_Mainstreaming_Gender.pdf/860d1d03-877d-4c64-9a49-c0160c794ca7

¹³ https://www.greenclimate.fund/documents/20182/1087995/GCF_B.20_07_-_Updated_Gender_Policy_and_Action_Plan_2018_2020.pdf/9bd48527-6e35-a72a-2f52-fd401d16d358

¹⁴ <https://unfccc.int/sites/default/files/resource/CTCN%20Gender%20Dialogue%205.5.2018.pdf>

¹⁵ https://unfccc.int/sites/default/files/resource/Agenda_PCCB%20gender%20webinar.pdf

women empowerment, including receiving positive image in the family and having access to social networks in Bangladesh. To conclude, the key messages of the webinar were as follows:

- a) The necessity of gender mainstreaming in the entire project cycle from project identification to M&E;
- b) With regard to monitoring and reporting, of great importance is the role of constituted bodies on reporting and supporting the integration of gender considerations into their respective areas of work;
- c) Gender mainstreaming requires active promotion of gender equality, women's human rights and empowerment, as well as recognizing women as an essential part of the solution in climate action; and,
- d) Methodologies and tools are necessary for gender analysis, but they are not sufficient.

20. In addition to taking on board key messages from the PCCB webinar, awareness raising through modalities such as webinars can be considered by the AC in further incorporating gender into adaptation actions.

4. Further incorporating gender considerations into AC work

21. The AC has progressively advanced to encourage equal participation of women. A brief review of AC activities in section 3.1 shows that the AC has included wider gender considerations in some of its activities and has actively engaged to raise awareness of gender mainstreaming through meetings and events. However, there is a need for a more structured way forward to improve gender considerations into adaptation action and into AC workplan activities.

22. To strengthen gender considerations into its workstreams, the AC may wish to consider the following recommendations, which are aligned with the priority areas under the GAP:¹⁶

- a) To continue to enhance awareness-raising about integrating gender considerations in NAPs and other adaptation action through existing social media outreach tools;
- b) To continue to encourage Parties to consider the goal of gender balance when nominating experts to the AC;
- c) To include gender and adaptation experts as relevant experts to collaborate in future meetings, workshops and other tasks of the AC; for example, to invite the women and gender constituency to nominate a representative expert to join the members of the working group as an ad hoc expert to support a gender dimension in the 2019 TEP-A;
- d) To collaborate with relevant organizations in providing advice in the capacity building of female delegates and policy makers (for example, in association with WEDO and the Women Delegate's Fund);
- e) To request that external experts of the NAP Taskforce include gender and adaptation experts;
- f) To develop a new partnership with other UN entities for strengthening gender considerations, for example, one potential partner can be UNU. The Institute for Environment and Human Security of UNU, under a project entitled the Pacific Climate Change and Migration, conducted participatory sessions with Pacific islanders in Kiribati, Tuvalu and Nauru to explore the perception of climate change and migration among women and men;
- g) To collaborate with other constituted bodies in identifying gaps and needs. The AC may wish to keep in mind that as part of its workplan it seeks to prepare a joint concept note with PCCB for an event in 2020 on identifying gaps and solutions related to incorporating gender considerations into adaptation planning and implementation;
- h) To nominate two gender focal points—one as a back-up, whose responsibilities would include to:

¹⁶ <https://unfccc.int/sites/default/files/resource/01.pdf>

- i) Ensure incorporation of gender considerations in all AC work plan activities; and,
- ii) Participate in and contribute to the work of other UN constituted bodies, possibly through a network of gender focal points, work programmes and other UN organizations, as appropriate;
- i) To take on board lessons from other constituted bodies such as awareness raising through webinars, keeping a record of relevant data for reporting progress, and using the guiding questions in planning for gender considerations;
- j) To provide further guidance to the NWP in identifying knowledge gaps in implementing gender consideration in adaptation planning and policies, particularly in relation to the Gender Action Plan;
- k) To work together with the GCF to identify possible barriers to implement the gender manual in developing project for accessing adaptation finance;
- l) To approach MDBs to align existing funding for enhancement of gender in environmental policies and climate adaptation, offering the AC Workplan as a platform;
- m) To request that the NAP task force take into account the review undertaken by the NAP Global Network of the progress in the process to formulate and implement NAPs in relation to the integration of gender considerations, and consider on any possible action for the AC based on the results;
- n) To enhance awareness-raising about the Right of Access to Information (ATI) for women in NAPs and other adaptation action through existing social media outreach tools as well as AC events. For example, the 2019 AC event on M&E could include a theme on climate change and disaster indicators of vulnerability such as access to literacy, housing, and the internet;
- o) To include in the input to the SCF's guidance to the operating entities of the Financial Mechanism of the Convention recommendations to strengthen the access of women to adaptation funding;
- p) To promote the integration of gender considerations in relation to policy formulation, decision-making and leadership in adaptation activities and climate policy.

23. Additionally, there are some guidelines and tools available on the UNFCCC gender webpages¹⁷ that can assist the AC when planning strategies for enhancing consideration of gender in adaptation action and the AC workplan activities.

5. Conclusions and possible next steps

24. The AC may wish to consider the actions contained in section 4 to strengthen the integration of gender considerations in adaptation action and in AC workplan activities. Based on the AC's consideration of these actions, a plan can be developed for implementation of the possible actions.

25. The table below provides suggested key dates for the milestones needed to be achieved:

<i>Milestone</i>	<i>Timing</i>	<i>Responsible</i>
Agreement on possible next steps	AC15	AC
Developing a plan on gender considerations into adaptation action and the AC workplan activities considerations	AC16	AC gender focal points and secretariat
Joint concept note with PCCB	30 November 2019	AC, PCCB, and secretariat

¹⁷ <https://unfccc.int/topics/gender/resources/guidelines-or-other-tools-for-integrating-gender-considerations-into-climate-change-related-activities-under-the-convention>