

**Sixteenth meeting of the Adaptation Committee  
Bonn, Germany, 9 to 2 September 2019**

**Concept note on a joint event organized by the Adaptation Committee and the Paris Committee on Capacity Building on identifying gaps and solutions related to incorporating gender considerations into adaptation planning and implementation**

**Recommended action by the Adaptation Committee**

The Adaptation Committee (AC), at its 16<sup>th</sup> 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 event planned for 2020.

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## 1. Background

1. As part of its 2019-2021 flexible workplan, the AC agreed that in the first half of 2019 it would explore opportunities for enhanced interaction with the PCCB and organize an event in 2020 on identifying gaps and solutions related to incorporating gender considerations into adaptation planning and implementation, together with the Women and Gender Constituency.

2. The PCCB has been mandated by the COP, in managing and overseeing its capacity-building 2016–2020 workplan, to take into consideration cross-cutting issues such as gender-responsiveness, human rights and indigenous peoples' knowledge (decision 16/CP.22 para. 4(a)).

3. 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. One of the priority areas of the GAP is "capacity-building, knowledge-sharing and communication".<sup>1</sup>

4. This concept note has been prepared in close collaboration with the PCCB and consultation with the secretariat gender team.

5. The note has been based on consideration of submissions from Parties and observers in response to the [call of 15 May](#) on how to mainstream gender into the process to formulate and implement national adaptation plans (NAP). The call specifically asked for inputs on good examples of lessons learned and best practices in prioritizing/incorporating gender in the NAP process, on how gender can best be incorporated into adaptation action, as well as remaining gaps related to incorporating gender considerations into adaptation planning and implementation. In total 19 submissions were received, three of which were from Parties (the European Union, Mexico on behalf of the Environmental Integrity Group, and Benin). 16 were from non-Party stakeholders (Adaptation Fund Board, International Union for Conservation of Nature, the Women and Gender Constituency, United Nations Environment Programme, United Nations Development Programme and Food and Agriculture Organisation of the United Nations (joint submission), CARE International, International Institute for Sustainable Development, UNEP DTU Partnership, All India Women's Conference, Youth non-governmental organizations on behalf of Youth NGOs–YOUNGO, Global Wind Energy Council on behalf of the Global Wind Energy Council and The Global Women's Network for the Energy Transition, India Water Foundation, Canadian Foodgrains Bank Association Inc. on behalf of Canadian Foodgrains Bank, Maryknoll Sisters of St. Domini, Practical Action Foundation, and Asabe Shehu Yar'adua Foundation).<sup>2</sup>

6. A review of workshops and relevant events in the area of gender has also been undertaken, including relevant workshops by the PCCB. The review has found gender analysis (using sex-disaggregated data) and gender budgeting as being essential elements for reducing inequalities and the effective integration of gender considerations into adaptation planning. Building the capacity of countries to integrate human rights into climate action was also deemed necessary.

## 2. A preliminary summary of the submissions

7. This section presents a preliminary summary of submissions received from Parties and observers and is organised into two parts. Part one contains processes and approaches on how to mainstream gender into the process to formulate and implement NAPs, and part two addresses gaps related to incorporating gender considerations into adaptation planning and implementation.

### 2.1. How can gender be best incorporated into adaptation planning and action

8. Inputs from the submissions focused mainly on six approaches on how to best incorporate gender into adaptation planning and action, namely (1) gender analysis using gender-disaggregated data, (2) capacity-building for gender mainstreaming, (3) supporting gender-responsive climate finance, (4) ensuring gender-

<sup>1</sup> <https://unfccc.int/sites/default/files/resource/docs/2017/cop23/eng/11a01.pdf>

<sup>2</sup> <https://www4.unfccc.int/sites/submissionsstaging/Pages/Home.aspx>

responsive stakeholder engagement, (5) gender-responsive approaches to Disaster Risk Reduction, and (6) aligning adaptation processes with national and global gender policies.

### **2.1.1. Gender analysis using gender-disaggregated data**

9. Several submissions highlighted that adaptation plans can be more robust if informed by gender analysis. Using gender-disaggregated data was addressed to help the integration of gender into the NAP process in various ways, including:

- a) Determining how climate change and disasters impact women and men differently;
- b) Recognizing gender dimensions of interrelated environmental, economic, political, and social factors that may impact or be impacted by adaptation actions;
- c) Monitoring and assessment; and
- d) Identifying the potentially gender-differentiated adaptation-related needs, interests, and challenges in the adaptation planning process.

### **2.1.2. Capacity-building for gender mainstreaming**

10. Capacity-building to integrate gender in the NAP process was deemed critical to progress on this issue. It was suggested that countries undertake mapping of gender and adaptation experts to determine accessible knowledge resources, to ensure that existing capacities are effectively utilized, and to identify gaps that need additional resources. For example, countries could identify government partners and other actors to share knowledge on gender and climate change adaptation and collaborate with them in every phase of the process.

11. Development partners can support governments through dedicating a climate change advisor in the ministry focused on gender, facilitating access to training and technical support for NAP actors, and enhancing capacity-building for gender experts to support gender-responsive NAP processes. Moreover, it was highlighted the importance of enhancing women's adaptive capacity and resilient to reduce existing inequalities between men and women.

### **2.1.3. Supporting gender-responsive climate finance**

12. Parties and observers, in their submissions on how gender can be best incorporated into adaptation action, underlined that gender-responsive climate finance and gender budgeting should be enhanced. For example, many countries need support in ensuring gender-responsiveness of climate action in planning processes, and multilateral funding mechanisms should therefore enhance the integration of gender considerations.

13. Likewise, donors and implementing agencies should support countries to (a) apply gender-responsive adaptation action, including through Climate Change Gender Action Plans, and (b) conduct and use gender-relevant research in adaptation planning and implementation.

14. Furthermore, it was indicated that investment in gender-transformative approaches<sup>3</sup> in agriculture adaptation programmes and policies has the potential to reduce power inequalities.

### **2.1.4. Ensuring gender-responsive stakeholder engagement**

15. Integrating gender equality as a fundamental human right into NAPs was cited in several submissions. It was suggested that adaptation planning should ensure gender-balanced participation and influence in decision making, promote women's leadership, support programmes that adopt gender equality strategies, such as community- and ecosystem-based approaches to adaptation, and include a goal of gender equality in the vision, objectives, and activities of adaptation planning.

16. Examples include participation of the national offices/ministries on gender and women's organizations in adaptation planning and action.

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<sup>3</sup> Gender-transformative approaches focus on tackling the underlying causes of gender inequality by promoting gender equality (through the shared control of resources and decision-making) and women's empowerment.

### **2.1.5. Gender-responsive approach to Disaster Risk Reduction**

17. Some submissions placed emphasis on a gender-responsive approach to Disaster Risk Reduction. This serves to identify, through vulnerability assessments, health risks of women in the event of disasters, the availability of medicines and health care in such situations, and gender-differentiated needs. For example, many early warning systems do not currently reach women due to cultural norms and lack of women's access to education and information.

### **2.1.6. Aligning adaptation processes with national and global gender policies**

18. Getting the right legislative framework in place is essential to ensure gender-responsive adaptation at the implementation level. Alignment of adaptation actions and processes with international human rights and national gender policy commitments will ensure coherence across policies, including those focusing on agriculture and rural development, women's empowerment and gender equality.

## **2.2. Gaps and needs related to incorporating gender considerations into adaptation planning and implementation**

19. Three most frequent challenges and gaps related to incorporating gender, reported in the submissions, were (1) gaps in data and information, (2) need for capacity-building and financial support, and (3) gaps in addressing structural inequalities.

### **2.2.1. Data and information gaps**

20. One of the themes frequently addressed was a need for data and analysis to link gender, adaptation and particular sectors, and to consequently enable gender-responsive assessment and planning for adaptation. Without this information, it is difficult for adaptation decision-makers to determine what needs to be done to ensure that the NAP process is gender-responsive. The need was expressed specifically for the systematic collection of sex-disaggregated data related to climate impacts and adaptation needs and opportunities.

21. Other challenges include a lack of knowledge and understanding on the nexus of gender and environment as well as difficulties in data collection due to different methods used in reporting.

### **2.2.2. Need for capacity-building and financial support**

22. Another repeated theme mentioned in the submissions was the need for capacity-building at different levels and for different purposes. This includes (a) capacity-building of women, at the local level, including in accessing technology<sup>4</sup> and improving women's knowledge on how to respond to disasters, (b) capacity building of indigenous women, (c) capacity-building of gender focal points for implementing the gender action plan, and (d) capacity-building of decision-makers on the gender-environment nexus.

23. Some submissions reported on the need for more financial resources for capacity-building, to ensure the implementation of the Gender Action Plan and better gender-sensitive responses.

### **2.2.3. Gaps in addressing structural inequalities**

24. Parties and observer organisations, in their submissions, stressed on the importance of building the capacity of countries to reduce existing structural inequalities and addressing the root causes of inequality regarding women's rights. These include addressing gender stereotypes and lack of recognition of female leaders by the community, underrepresentation of women in the STEM fields (Science, Technology, Engineering and Mathematics), lack of appropriate consultation and safe processes for women's participation, unequal access to resources and power imbalance in decision making and in adaptation planning and implementation. For example, cultural and language barriers can hinder women's participation in planning and implementation initiatives.

25. As a result of the structural inequalities, the gender dimensions are rarely prioritised in national policies on climate, including adaptation. There is a need for providing tangible evidence, through cost-benefit analysis, and measuring change, through the development of targeted indicators and milestones, to

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<sup>4</sup> Guidelines on technology needs assessment was mentioned by the observers as useful sources relevant to gender considerations into adaptation, mitigation and sustainable development.

addressing gender and climate issues in a coherent way and ensuring transformational change towards equity.

### 3. Possible topics for the event

26. Building on the summary of the submissions contained in section two and taking account of other relevant sources referred to in section one, this section offers three possible topics for the joint AC–PCCB event in 2020 on identifying gaps and solutions related to incorporating gender considerations into adaptation planning and implementation.

#### 3.1. Bridging the gap between gender mainstreaming needs and international support: budgeting adaptation planning and implementation with gender in mind

27. Parties and observers underlined the need for enhancing gender budgeting and integration of gender budgeting into climate finance at local, national and international levels. Gender budgeting can be used as a tool for equitable access to adaptation finance. Efforts at international level include GCF’s Gender Equality Policy and Action Plan, one of key priority areas of which is focusing on resource allocation, accessibility and budgeting. Another example is Adaptation Fund’s five-year Medium-Term Strategy, adopted by the Adaptation Fund Board in March 2018. “Advancing gender equality and the empowerment of women and girls” is a cross-cutting theme of the Strategy affirming gender as an integral part of Adaptation Fund’s work and programme and including innovation and learning grants which could support efforts of gender consideration in adaptation projects.

28. In addition to the views of Parties and observers reflected in the submissions, gender budgeting, along with gender analysis, was also highlighted, during the PCCB technical workshop on Gender Capacity-building at COP 24, as being key elements for the effective integration of gender considerations in nationally determined contributions (NDCs) and NAPs.<sup>5</sup> Participants of the workshop underscored that mechanisms for coordination and information and data sharing between gender and climate stakeholders must be strengthened to promote gender analysis and budgeting.

29. At the national level, a case study from Mexico, presented during a webinar on gender capacity-building, jointly organized by PCCB and the secretariat on 23 October 2018,<sup>6</sup> showcased the potential of reducing inequalities by integrating considerations of women’s equality and advancement into the budget in Mexico. This is also consistent with research in this area; for example, a study in India has shown that there is a huge gap in expenditure in climate-sensitive sectors including agriculture, water resources, and disaster management, where women are disproportionately dependent on natural resources for their livelihood sustenance.<sup>7</sup>

30. Identifying gaps (including capacity building gaps) and solutions regarding gender budgeting, particularly in relation to incorporating gender considerations into adaptation planning and implementation could be the topic of the joint event with the aim to strengthen connections between gender mainstreaming efforts and international funds.

#### 3.2. Promoting gender analysis in the NAP process: using sex-disaggregated data

31. As mentioned in section two, Parties and observers underscored the importance of using, and the need for collecting, sex-disaggregated data when planning for adaptation. There exist some valuable lessons and best practices that can be shared during the course of the joint event. For example, the Integrating Agriculture in National Adaptation Plans (NAP-Ag) programme, jointly managed by FAO and UNDP, has shown the importance of sex-disaggregated data in the context of adaptation planning for the agriculture sector (UNDP and FAO).

<sup>5</sup> <https://unfccc.int/sites/default/files/resource/20190716-gender%20workshop%20%28links%29.pdf>

<sup>6</sup> [https://unfccc.int/sites/default/files/resource/Agenda\\_PCCB%20gender%20webinar.pdf](https://unfccc.int/sites/default/files/resource/Agenda_PCCB%20gender%20webinar.pdf)

<sup>7</sup> [https://link.springer.com/referenceworkentry/10.1007%2F978-3-642-40455-9\\_127-1](https://link.springer.com/referenceworkentry/10.1007%2F978-3-642-40455-9_127-1)

32. Harvard University researchers have focused on a data-driven approach to reduce gender inequality,<sup>8,9</sup> emphasising that the global problem of gender inequality cannot be solved without measurement, because “what does not get measured does not count” and “what does not get measured cannot be fixed”.<sup>10</sup> A data-driven approach is particularly important when confronting problems such as gender inequality that are the result of systematic unconscious bias.<sup>11</sup> Collection and use of sex-disaggregated data could be the first step of gender mainstreaming in adaptation planning. The lack of sex-disaggregated data has been discussed at a number of workshops, including the gender workshop during the 48th sessions of the UNFCCC Subsidiary Bodies. The AC could use the event as a platform to identify barriers to gender analysis, including the collection and use of sex-disaggregated data, and to share successful experience and case studies in this regard. If appropriate, the PCCB could contribute to the AC’s work, focusing on the capacity-related barriers.

### 3.3. Reducing gender inequalities through NAPs by raising awareness and building capacity

33. As mentioned in section two, Parties and observer organisations highlighted the importance of addressing gender inequalities, especially with regard to the human rights of women, through the NAP process and building the capacity of countries to reduce such inequalities and enhancing women’s leadership and decision making in adaptation planning and implementation. This is consistent with the findings of the LEG paper on strengthening gender consideration in adaptation planning and implementation, which was prepared based on LDC experiences gained from the national adaptation programmes of action (NAPAs), NAPs and other initiatives.<sup>12</sup>

34. Studies in gender equality have shown two key factors for gender differences in the labour market as being discrimination on the one hand and gender-related differences in career preferences on the other. The latter includes the reluctance by women to seek out competitive positions, which in turn contributes to ongoing inequality and inefficiency. Women’s competitive inclination fluctuates significantly across cultures, which highlights the role of changing cultural gender norms in increasing women’s competitive inclinations. This can consequently reduce economic inequality and increase women’s tendency to seek out high-level positions.<sup>13</sup>

35. Raising awareness and educational programmes about the types of bias that lead to gender inequality as well as diagnosing entry points for gender bias in the recruitment process were identified, by the Clayman Institute for Gender Research, Stanford University, as important steps to ending gender inequality within the workforce.<sup>14</sup> Likewise, gender stereotypes and cultural norms can prevent participation of women in the national adaptation planning and implementation.

36. A side event was organised by PCCB at the margin of the COP 24 in Katowice focusing on the importance of building the capacity of countries to integrate human rights into climate action, including in the process of developing and implementing nationally determined contributions. One of the areas highlighted by the participants of the side event was the lack of awareness and understanding of the benefits and opportunities of linking climate action and human rights. It was also emphasised that capacity-building that addresses this lack of knowledge should be a priority.<sup>15</sup> Accordingly, the AC-PCCB joint event could (a) invite UN human right experts in order to demystify the concepts of human rights particularly in relation to gender equality and to demonstrate their links with climate change and solutions that are working; and (b) identify existing capacity gaps and needs in the integration of human rights (of women) into climate actions, particularly in relation to NAPs.

<sup>8</sup> Women and Public Policy Program of Harvard Kennedy School's film. Available at <https://www.youtube.com/watch?v=hd0cjKsUq0I>

<sup>9</sup> A lecture “Women Matter, Instruments to Close the Gender Gap” by Iris Bohnet, Harvard Kennedy School. Available at <https://www.youtube.com/watch?v=GzWUzeGq9Xg>

<sup>10</sup> Bohnet, Iris. *What works: gender equality by design*. Harvard university press, 2016.

<sup>11</sup> See footnote 8

<sup>12</sup> [http://unfccc.int/files/adaptation/application/pdf/21673\\_unfccc\\_leg\\_gender\\_low\\_v5.pdf](http://unfccc.int/files/adaptation/application/pdf/21673_unfccc_leg_gender_low_v5.pdf)

<sup>13</sup> <http://gap.hks.harvard.edu/search/site>

<sup>14</sup> <https://news.stanford.edu/2017/12/19/new-approach-reducing-gender-inequality-work/>

<sup>15</sup> [https://unfccc.int/sites/default/files/resource/Summary\\_Side%20event\\_PCCB-OHCHR-MRFCl\\_7%20Dec.pdf](https://unfccc.int/sites/default/files/resource/Summary_Side%20event_PCCB-OHCHR-MRFCl_7%20Dec.pdf)

37. There is a growing recognition of the importance of engaging men and boys in questioning unequal gender norms.<sup>16,17</sup> and an increasing number of programmes that are designed to advance gender equality by empowering women and girls and engaging men and boys.<sup>18,19,20</sup> Should the AC decide to include this theme into the joint AC–PCCB event in 2020, discussions can be built on questions such as: How can NAPs, or some components of it, take a more relational perspective, integrating activities to engage men with efforts to empower women? What are the efforts of the NAPs that have been able to show that the interdependence of men and women benefit everyone? For example, data has shown that companies that are inclusive are more profitable.<sup>21</sup> And what is required for the NAPs to be able to scale up such efforts?

#### 4. Date and location

38. The AC and the PCCB may wish to consider organizing the event as an in-session/side event in conjunction with an upcoming conference/event/meeting to increase the potential audience, or as a stand-alone meeting to allow for an in-depth consideration of the matter. Possible conferences/meetings in 2020 could include:

- a) A regional TEM-A, as applicable;
- b) SB 52;
- c) Adaptation Futures conference, 27-30 April 2020 in New Delhi, India;
- d) The Korea Global Adaptation Week;
- e) The Global NAP Expo, if organized outside the Korea Global Adaptation Week.

#### 5. Format of the event, size and target audience

39. The target audience could include representatives from Parties, particularly from national offices on gender/women (or equivalent), NAPs Focal Points, project practitioners and other participants from the national and subnational project levels. The type and number of invitees will depend on the topic selected, as well as on the event on whose margins the meeting would be organized.

40. One of the recommendations made by the IPCC Task Group on Gender, at the forty-ninth session of the IPCC, May 2019, for enhancing gender representation and other gender-related issues in the IPCC, was to set up an informal process to share best practices among national IPCC Focal Points.<sup>22</sup> In a similar manner, the AC and the PCCB may wish to consider the event to be a training to share best practices on the theme(s) presented in section two for NAPs Focal Points with a view to reaching the audience most likely to benefit from learning about the best practices and implement such practices in their national adaptation plans.

#### 6. Next steps

41. The AC and the PCCB will be invited to consider topics presented in section three as the theme(s) for the event. It will also be invited to agree on a date and location for the event.

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<sup>16</sup> <http://www.unwomen.org/en/news/in-focus/engaging-men>

<sup>17</sup> <https://www.unfpa.org/sites/default/files/pub-pdf/Engaging%20Men%20and%20Boys%20in%20Gender%20Equality.pdf>

<sup>18</sup> <https://www.care.org/our-work/womens-empowerment/cares-gender-training-expertise-best-best/gender-equity-and-diversity>

<sup>19</sup> [https://www.unfpa.org/sites/default/files/resource-pdf/UNFPA%20Engaging%20men%20and%20boys\\_web-2.pdf](https://www.unfpa.org/sites/default/files/resource-pdf/UNFPA%20Engaging%20men%20and%20boys_web-2.pdf)

<sup>20</sup> [https://www.who.int/gender/documents/Engaging\\_men\\_boys.pdf](https://www.who.int/gender/documents/Engaging_men_boys.pdf)

<sup>21</sup> See footnote 8

<sup>22</sup> <https://www.ipcc.ch/site/assets/uploads/2019/01/110520190810-Doc-10-Rev.1TG-Gender.pdf>