GENDER,
CLIMATE CHANGE AND
COMMUNITY-BASED ADAPTATION

A **GUIDEBOOK** FOR DESIGNING AND IMPLEMENTING GENDER-SENSITIVE
COMMUNITY-BASED ADAPTATION PROGRAMMES AND PROJECTS

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United Nations Development Programme

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WE ARE ON THE GROUND IN 166 COUNTRIES, WORKING
WITH THEM ON THEIR OWN SOLUTIONS TO GLOBAL
AND NATIONAL DEVELOPMENT CHALLENGES.

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FOREWORD

limate change is a defining challenge of our time. Scientific evidence shows that even if greenhouse gas emissions are cut to zero – a hypothetical situation which is far from the up to 40% cuts that are so controversial within the negotiations of the United Nations Framework Convention on Climate Change (UNFCCC) – the world would still be on an inexorable course toward global climate change from the legacy of past emissions. The harmful effects of climate change will most acutely affect developing countries. Nevertheless, UNDP firmly believes that, by harmonizing human development and efforts to manage climate change, it is possible to accelerate

socio-economic progress. Community-based adaptation is one such approach, as its culturally appropriate strategies and mechanisms promote adaptation and thus contribute to sustainable human development at the grassroots level.

At the same time, risks associated with climate change threaten to reinforce gender inequalities and even erode progress that has been made towards gender equality in many developing countries. Poor women's limited access to resources, restricted rights, limited mobility and voice in community and household decision-making can make them much more vulnerable than men to the effects of climate change. This is unfair and can lead to unfortunate consequences for all, as women play a unique role in the stewardship of natural resources and support to households and communities. With their knowledge, they can shape adaptive mechanisms in vulnerable areas. It is therefore vital that gender equality considerations, as well as men's and women's different needs, perspectives and knowledge, be taken into account when planning community-based adaptation activities.

Gender mainstreaming is a perennial, cross-cutting concern within the UN system, and we are delighted to present this Guidebook with advice on how to design gender-sensitive, community-based projects and programmes. The Guidebook presents a wealth of experiences and examples taken from the UNDP-GEF Community-Based Adaptation Programme that are being piloted throughout the world. Likewise, the Guidebook presents beneficial lessons drawn from the GEF Small Grants Programme's many years of ongoing work in over 122 countries. The Guidebook will be particularly useful for CBOs, NGOs, governments, development agencies and other community-based practitioners who might wish to review successful cases of gender mainstreaming in community-based adaptation projects.

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Scott Wallace/The World Bank

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F. Gerber/UNDP

ACRONYMS

APF	Adaptation Policy Framework
CBA	Community-Based Adaptation
CBO	Community-Based Organization
CCA	Climate Change Adaptation
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CO	Country Office
ECOSOC	Economic and Social Council
GBV	Gender-Based Violence
GDN	Gender and Disaster Network
GEF	Global Environment Facility

GEF-SGP	Global Environment Facility - Small Grants Programme
GEM	Gender Empowerment Measure
GGCA	Global Gender and Climate Alliance
GHGs	Greenhouse Gases
HDR	Human Development Report
ILO	International Labour Organization
IPCC	Intergovernmental Panel on Climate Change
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
NAPA	National Adaptation Programme of Action
NC	National Coordinator (for the UNDP-GEF CBA Programme)
NGO	Non-Governmental Organization
PMU	Programme Management Unit
PRA	Participatory Rural Appraisal
SIDS	Small Island Developing States
SPA	Strategic Priority on Adaptation
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNIFEM	United Nations Development Fund for Women
UNV	United Nations Volunteers
VRA	Vulnerability Reduction Assessment
WEDO	Women's Environment and Development Organization

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Adeline Aubry/UNDP

INTRODUCTION

Gender and climate change are cross-cutting priorities for all United Nations (UN) agencies. Gender mainstreaming was defined and adopted by the UN's Economic and Social Economic Council (ECOSOC) in 1997 as "the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and

Mary Speck/UNDP

LIKE THE THEME OF GENDER, THE ISSUE OF CLIMATE CHANGE IS ALSO A CROSS-CUTTING ISSUE THAT HAS TO BE MAINSTREAMED INTO ALL PROGRAMME ACTIVITIES OF UN AGENCIES.

inequality is not perpetuated" (UN ECOSOC, 1997). The United Nations Development Programme (UNDP) has a dual mandate for working toward gender equality: gender mainstreaming and women's empowerment (UNDP, 2008a). Women's empowerment is often necessary as an explicit form of affirmative action, since many women suffer inequality and require specific attention to enable them to participate fully in gender mainstreaming.

Like the theme of gender, the issue of climate change is also a cross-cutting issue that has to be mainstreamed into all programme activities of UN agencies. In UNDP, climate change is integrated across the core themes of work, and particularly within the Environment and Energy Group. The Human Development Report of 2007-08 highlighted the potential of climate change to undermine attainment of the Millennium Development Goals and, aware of this, UNDP strives to harmonize human development and the management of climate change by promoting mitigation and adaptation measures in order to hasten socio-economic progress (UNDP, 2008b).

Among the many initiatives that UNDP supports with regard to climate change adaptation is the Community-Based Adaptation programme (CBA).[1] Funded by the Global Environment Facility's (GEF) Strategic Priority on Adaptation and supported by UNDP's Environment and Energy Group along with the GEF/Small Grants Programme and United Nations Volunteers (UNV), this programme is currently being implemented in various natural and socio-economic contexts in ten countries around the world (Bangladesh, Bolivia, Guatemala, Jamaica, Kazakhstan, Morocco, Namibia, Niger, Samoa and Vietnam). Grants of up to US$50,000

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1.   www.undp-adaptation.org/project/cba

are available to community-based and non-governmental organizations (CBOs and NGOs) to incorporate resilience to the effects of climate change into natural resource-based livelihoods, all within the framework of each country's CBA Country Programme Strategy, the country's nationally defined strategies on adaptation priorities. When the programme is complete, some 8 to 20 projects are expected to have taken place in each country, yielding evidence and lessons learned from up to 120 case study examples of community-based adaptation. Box 1.1 summarizes the current status of the CBA programme. (Throughout this document, boxes highlight experiences of incorporating gender into the UNDP-GEF-UNV CBA programme, as well as other community-based adaptation initiatives.)

The CBA programme is producing a set of thematic papers examining the links between community-based adaptation to climate change and other important fields, such as gender, water, dry land ecosystems management, and community mobilization. This guidebook is the result of an ongoing collaboration between the Gender Team at UNDP and the UNDP-GEF CBA Programme Team. It seeks to ensure that forthcoming CBA projects contribute to the achievement of gender equality and women's empowerment by integrating a gendered perspective into CBA programming and project design. However, by providing simple tools and practical advice on how to take a gender-sensitive approach to planning and implementing adaptation projects and programmes regardless of context, it will be a useful reference for any development practitioners or policymakers working in this field. Gender mainstreaming in CBA projects supports the vigorous and sustained participation of both women and men in all project aspects because successful projects require the participation, knowledge, and skills of all community members. Gender mainstreaming also ensures that the

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Box 1.1: Overview of the UNDP-GEF CBA Programme

- 2008-2012

- $4.5 Million + Co-financing

- 10 participating countries (Bangladesh, Bolivia, Guatemala, Jamaica, Kazakhstan, Morocco, Namibia, Niger, Samoa, and Vietnam)

- Up to US$50,000 plus co-financing per community project

- 37 projects currently being implemented

- 27 projects in preparation

- 70 projects being implemented by the end of 2010 (expected)

- A total of 90 projects to be implemented by end of 2012

- The programme recently partnered with the UN Volunteers to enhance community mobilization, recognize volunteers' contributions and ensure inclusive participation around the CBA programme, as well as to facilitate capacity-building of partner NGOs and CBOs. UNV volunteers are working in seven CBA countries.

Based on http://www.undp-adaptation.org/project/cba

GENDER MAINSTREAMING IN CBA PROJECTS SUPPORTS THE VIGOROUS AND SUSTAINED PARTICIPATION OF BOTH WOMEN AND MEN IN ALL PROJECT ASPECTS BECAUSE SUCCESSFUL PROJECTS REQUIRE THE PARTICIPATION, KNOWLEDGE, AND SKILLS OF ALL COMMUNITY MEMBERS.

UN Photo/Tim McKulka

Ky Chung/UNMIK/DPI

project addresses women's and men's different needs and that the experiences of women and men alike become part of the knowledge generated and lessons learned from the project.

The guidebook is structured as follows:

- Section 2 introduces the gender approach to development and affirms the goal of promoting gender equality

- Section 3 examines the need for adaptation, focusing in particular on CBA

- Section 4 links the concepts of gender and vulnerability to climate change, highlighting how gender affects the vulnerability of men and women in the face of incremental climate change and extreme events, and thus why it is critical to take a gendered approach to adaptation

- Section 5 establishes the relationship between gender and climate change adaptation, highlighting the need to mainstream gender into adaptation initiatives, and then focuses on the use of gender analysis as a tool throughout the project cycle to achieve this aim

- Section 6 presents some preliminary lessons learned from UNDP-GEF CBA projects to date

- Section 7 provides a conclusion.

UN Photo/WFP

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GENDER APPROACH TO DEVELOPMENT

To incorporate gender into CBA, it is important to understand the terms and issues that link women and men and climate change. It is also important to understand how the discourse on gender and development has evolved over time.

2.1 WHAT IS GENDER?

Gender refers to socially constructed roles, responsibilities and opportunities associated with men and women, as well as hidden power structures that govern the relationships between them. Inequality between the sexes is not due to biological factors, but is determined by the learnt, unequal and inequitable treatment socially

UNDERSTANDING AND INTEGRATING GENDER-SPECIFIC VULNERABILITIES HELP ENSURE THAT THE IMPLEMENTATION OF GENDERED ADAPTATION PRACTICES RELIEVES SOME OF THE DISPROPORTIONATELY HIGH BURDEN OF THE ADVERSE EFFECTS OF CLIMATE CHANGE THAT WOMEN BEAR.

UN Photo/Ky Chung

accorded to women. In response, the use of a 'gender lens' can help people to better understand social processes, thereby ensuring that adaptation projects consider gendered differences and do not inadvertently perpetuate inequality.

Throughout the world, there are gender-specific differences in consumption patterns, lifestyles, access to and control of resources and power, and vulnerability to climate change. A growing body of literature discusses the connection between gender and the effects of climate change (see, for example UNDP et al, 2009; UNDP, 2008c; Brody et al, 2008). Understanding and integrating gender-specific vulnerabilities help ensure that the implementation of gendered adaptation practices relieves some of the disproportionately high burden of the adverse effects of climate change that women bear.

2.2 APPLYING A GENDER APPROACH IN DEVELOPMENT

The successful application of a gender approach in development requires a thorough understanding and appreciation of the involvement of both men and women in the development process. An integrated gender approach in community-based adaptation facilitates the equitable participation of men and women alike and adequately addresses the sometimes differing strategic needs of both genders.

The theory of gender and development has evolved from a consideration of women to a more holistic recognition of gender, i.e., to a recognition of the different roles and responsibilities of men and women. Originally, the feminist response to development arose as a critique of modernization theory and highlighted the fact that women had not benefited from development strategies

in the same way as men. This raised the visibility of women within development theory and practice, with the aim of improving their position in society, but suffered from the limitation of treating women as a homogenous group. Marxist critiques of this showed that women have always been part of the development process, but that structural differences within society disadvantage women. This approach, known as 'women and development', accepted women as economic actors and thus advocated their inclusion in development. As the understanding of women evolved to see women as a heterogeneous group, though, the structural explanation of women's differences began to view the social relations between men and women as being socially and culturally produced – and reproduced – within the context of acceptable gender roles. Improvement in the status of women requires an analysis of the relations between men and women and recognition that unequal relations between women and men may contribute to the extent and forms of exclusion that women face in the development process. Within the now-omnipresent gender and development paradigm, women and their femininities are considered as important as men and their masculinities.

The concept of gender in development recognizes that men and women often hold different positions and have different responsibilities and decision-making authorities within the household and in the community, play different roles in society, have dissimilar control over and use of resources, and often have different views and needs. An adequate integration of a gender perspective into development programmes considers the division of labor and sharing of benefits between men and women, so as to consciously distribute work and benefits and to facilitate equal access to, and control of, resources and community decision-making processes.

Curt Carnemark/The World Bank

Box 2.1: Evidence for women's subordination relative to men

- According to the best available data, approximately 70% of those who live on less than a dollar a day are women

- Women work two-thirds of the world's working hours, yet receive only 10% of the world income

- Women own only 1% of the world's property

- Women predominate in world food production (50-80%), but own less than 10% of land

- Globally, only 8% of cabinet members are women

- 75% of the world's 876 million illiterate adults are women

Reproduced from UNDP et al, 2009: 14

2.3 PROMOTING GENDER EQUALITY

Ideally, the incorporation of a gender perspective into development would bring about gender equality. Gender equality is defined in various ways, but tends to refer to five main components: rights, opportunities, value, situation and outcome, and agency. Despite growing global awareness and literature around the topic of gender, women remain subordinate, particularly in many developing countries. As Box 2.1 outlines, on aggregate at the global scale, women are the poorest and least educated and have the fewest resources, which perpetuates their vulnerability to the harmful effects of climate change and climate-related stresses. The need to prevent discrimination against women has been outlined in the UN's Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (see Box 2.2).

While discrimination against women is more common, men also often face discrimination if they wish to perform commercial and family roles that are typically seen as 'feminine'. Women traditionally hold jobs as secretaries, nurses and childcare assistants, and men applying for these jobs may face discrimination. At home, women are typically responsible for domestic tasks such as cooking, cleaning, and child-rearing, yet, in the developed world, the boundaries between gender roles are beginning to blur and the number of stay-at-home husbands (househusbands) is growing. Legislation is adapting to support this change, with paternity leave and the possibility of working flexible hours now often available to fathers. But gender roles remain very distinct even within the developed world, necessitating affirmative action toward women to bring about gender equality.

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Adeline Aubry/UNDP

CLIMATE CHANGE
AND ADAPTATION

While debate rages on regarding responsibility for past greenhouse gas emissions and how to reduce the man-made sources of those gases, the world is actually already committed to adapting to the climate changes that will continue to develop as a result of past emissions. The need to adapt is urgent. Although climate change is a global phenomenon, it manifests itself differently at the regional and local levels. The Fourth Assessment Report of the Intergovernmental Panel on Climate Change (IPCC) states that climate change is already having discernable, and indeed worsening, effects on communities (IPCC, 2007). The developing world will bear the heaviest burden of

Box 3.1: Potential climate changes and their effects on women

Climate Change Effects	Potential Risks	Examples	Potential Effect on Women
Direct	Increased ocean temperature	Rising incidence of coral bleaching due to thermal stress	Loss of coral reefs can damage the tourism industry, a sector in which women comprise 46% of the workforce.
	Increased drought and water shortage	Morocco had 10 years of drought between 1984 and 2000; northern Kenya experienced four severe droughts between 1983 and 2001.	Women and girls in developing countries are often the primary collectors, users and managers of water. Decreases in water availability will jeopardize their families' livelihoods, increase their workloads, and may have secondary effects such as lower school enrollment figures for girls or less opportunity for women to engage in income-generating activities.
	Increased extreme weather events	Greater intensity and quantity of cyclones, hurricanes, floods and heat waves	A sample of 141 countries over the period 1981-2002 found that natural disasters (and their subsequent impact) kill more women than men on average or kill women at an earlier age than men.
Indirect	Increased epidemics	Climate variability played a critical role in malaria epidemics in the East African highlands and accounted for an estimated 70% of variation in recent cholera series in Bangladesh.	Women have less access to medical services than men, and their workloads increase when they have to spend more time caring for the sick. Poorer households affected by HIV/AIDS have fewer resources to adapt to the effects of climate change. Adopting new strategies for crop production or mobilizing livestock is harder for female-headed and infected households.
	Loss of species	By 2050, climate change could result in a species extinction rate from 18-35%.	Women may often rely on crop diversity to accommodate climatic variability, but permanent temperature change will reduce agro-biodiversity and traditional medicine options, potentially affecting food security and health.
	Decreased crop produc-tion	In Africa, crop production is expected to decline 20-50% in response to extreme El Niño-like conditions.	Rural women in particular are responsible for half of the world's food production and produce between 60-80% of the food in most developing countries. In Africa, the share of women affected by climate-related crop changes could range from 48% in Burkina Faso to 73% in the Congo.

UNDP et al, 2009: 82-83

THE GLOBAL COMMUNITY RECOGNIZES THAT WE HAVE A COLLECTIVE RESPONSIBILITY TO HELP THE MOST VULNERABLE DEVELOPING COUNTRIES TO ADAPT TO CLIMATE CHANGE. THE INTERNATIONAL POLICY FRAMEWORK RESPONSIBLE FOR ADDRESSING CLIMATE CHANGE, THE UNITED NATIONS FRAMEWORK CONVENTION ON CLIMATE CHANGE (UNFCCC), RECOGNIZES ADAPTATION AS BEING KEY.

climate change, despite having contributed least to the greenhouse gas emissions responsible for climate change, and women are particularly affected (see Box 3.1). Furthermore, climate change will harm human development and may impede attainment of the Millennium Development Goals (see Annex A). Consequently, adaptation measures are required to enable societies to mitigate the harm of now unavoidable climate change by reducing its human and social costs and supporting sustainable development and poverty alleviation (see Box 3.2).

The global community recognizes that we have a collective responsibility to help the most vulnerable developing countries to adapt to climate change. The international policy framework responsible for addressing climate change, the United Nations Framework Convention on Climate Change (UNFCCC), recognizes adaptation as being key. However, most of the current responses and initiatives focus on the national level, rather than addressing local-level needs in vulnerable communities directly affected by climate change. Top-down, scenario-driven approaches to adaptation can play a role in reducing vulnerability to climate change, but they may fail to address the particular needs and concerns of vulnerable communities, especially the poor women and men. Commensurate with this, community-based adaptation has emerged, seeking to strengthen the resilience of communities and the ecosystems on which they rely in the face of the harmful effects of climate change.

UNICEF/Khemka

Box 3.2: Definition of adaptation from the UNDP Adaptation Policy Framework

Adaptation is a process by which individuals, communities and countries seek to cope with the consequences of climate change, including variability. The process of adaptation is not new; throughout history, people have been adapting to changing conditions, including natural long-term changes in climate. What is innovative is the idea of incorporating future climate risk into policy-making.

Lim and Spanger-Siegfried, 2004

UNICEF/LeMoyne

SINCE CLIMATE CHANGE AFFECTS COMMUNITIES DIFFERENTLY ACCORDING TO THEIR RESPECTIVE VULNERABILITIES AND ADAPTIVE CAPACITIES, ADAPTATION MUST BE LOCATION AND CONTEXT SPECIFIC. CBA PROJECTS AIM TO ENHANCE THE RESILIENCE OF COMMUNITIES AND ECOSYSTEMS TO PROJECTED EFFECTS OF CLIMATE CHANGE.

3.1 COMMUNITY-BASED ADAPTATION TO CLIMATE CHANGE

Communities and societies in general have long been adapting to climate changes, but these adaptations have typically been discrete and reactive. The idea that adaptation to climate change should be planned, proactive, and anticipatory is relatively new and is an important element of CBA. The focus within the UNFCCC on national-level adaptation, for example through National Adaptation Programmes of Action (NAPAs), tends to prioritize national-level priorities at the expense of community-based ones. The danger is that such national initiatives may actually harm local or indigenous groups if they inadvertently do not take account of local practices (Vincent et al, 2010). Since climate change affects communities differently according to their respective vulnerabilities and adaptive capacities, adaptation must be locally specific and appropriate to the context. CBA projects aim to enhance the resilience of communities and ecosystems to projected effects of climate change.

CBA emerged from a growing awareness that those most vulnerable to climate change and climate-related risks are poor people whose livelihoods often directly depend precisely on those natural resources most prone to climatic stress (for example, poor, rural farmers in sub-Saharan Africa who rely on rain-fed agriculture). Many vulnerable groups are living in either remote or marginal locations and have difficulty in accessing government support and services. In addition, many are marginalized by social and political structures, which affect their capacity to adapt to current climate hazards and future change. CBA helps to directly address the needs of these poor and vulnerable communities.

CBA is an evolving approach that, commonly through the provision of small grants for community-led projects, supports tangible climate change adaptation driven by local actors. The best CBA projects combine local knowledge with scientific knowledge. CBA responds to pressing local adaptation needs, draws upon local knowledge, fosters community-driven innovation, and supplements community capacity with knowledge and material resources. CBA allows for experimentation, helps improve local capacity to adapt, and makes it easier to identify and to share information about best practices. CBA projects increase resilience by ensuring that local actors are aware of why local conditions are changing and what they are adapting to. Consequently, CBA projects can inform local, regional, national and global policy. Given the local and context-specific nature of CBA projects, lessons learned tend to relate to the process, rather than the specific outcomes. Box 3.3 outlines one example of successful CBA in Bangladesh.

CBA takes a variety of forms, from 'mainstreamed' (integrated into existing or planned development projects) to 'direct' (developing local projects aimed at addressing discrete adaptation needs). Despite variations of form, all CBA recognizes the need for context-specific adaptation projects that identify local vulnerabilities, draw upon local knowledge and capacity, improve local adaptive capacity, and directly involve local stakeholders. Box 3.4 highlights sources of further case studies on CBA.

CBA is thus a promising approach to considering gender and ensuring that both men and women are able to adapt to a changing climate.

Box 3.3: An example of a CBA project from Bangladesh

In southern Bangladesh, floating gardens, or *Bairas*, have been devised to withstand increasingly frequent flooding and water-logging. Using water hyacinth (*Baira*), a local invasive weed that floats in water, floating mats have been developed on which soil, manure and rotting *Baira* can be spread and a number of crops can be cultivated. These mats simply ride out water-logging and flooding. They are easy to build using local resources and know-how, are recyclable and sustainable, and are ideally suited to the particular problem faced. Local knowledge is central to the success of *Bairas*.

Box 3.4: Sources of further case studies on CBA

International Workshops on Community-Based Adaptation to Climate Change have been held in Dhaka, Bangladesh in 2005, 2007 (http://www.bcas.net/2nd-cba/index.html), and 2008 (http://www.bcas.net/3rd%20CBA%20Workshop2009/index.html), and in Dar es Salaam in 2010 (http://www.iisd.ca/ymb/climate/cba4/).

THE INCLUSION OF WOMEN
IN CBA IS ESSENTIAL NOT
ONLY BECAUSE WOMEN ARE
ESPECIALLY VULNERABLE,
BUT ALSO BECAUSE THEY
ARE ACTIVE AGENTS OF
CHANGE AND CAN BE
VALUABLE CONTRIBUTORS
TO ADAPTATION WORK.

3.2 EMERGING DIALOGUE ON GENDER AND COMMUNITY-BASED ADAPTATION

Just as climate change will affect regions very differently, it is also clear that climate change will affect men and women differently, depending on their roles and responsibilities in the household and community. In many communities, climate change will have a disproportionately greater effect on women, since women are often poorer and less educated than men and often excluded from political and household decision-making processes that affect their lives. Additionally, women usually have fewer assets and depend more on natural resources for their livelihoods. These and other factors indicate that women will be more vulnerable than men to the effects of climate change.

The inclusion of women in CBA is essential not only because women are especially vulnerable, but also because they can be valuable contributors to adaptation work. Women can be community leaders and are often natural resource managers who can help develop strategies to cope with climate-related risks. The inclusion of women in CBA guarantees that their valuable knowledge and skills of adaptation are not excluded.

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4

GENDER, VULNERABILITY, CLIMATE CHANGE, AND DISASTERS

4.1 WOMEN'S VULNERABILITY TO CLIMATE CHANGE

Climate change is not happening in isolation, but is coinciding with many other trends and stresses on livelihoods, including economic liberalization, globalization, population growth, geopolitical conflict, and unpredictable government policies. As stated above, women are vulnerable not because of natural weakness (i.e., because of their sex), but rather because of the socially and culturally constructed roles ascribed to them as women (i.e., because of their gender). Given the severity of gender inequality, particularly in the developing world, climate change is likely only to magnify

UNICEF/Noorani

AS THE PRIMARY USERS AND MANAGERS OF NATURAL RESOURCES (BEING TYPICALLY RESPONSIBLE FOR FETCHING WATER AND WOOD AND BRINGING IT TO THE HOUSE, FOR EXAMPLE), WOMEN DEPEND ON THE RESOURCES MOST AT RISK FROM CLIMATE CHANGE.

existing patterns of gender disadvantage (UNDP, 2007b). Several factors will exacerbate this:

- **Limited access to resources.** In many poor communities, women have limited access to crucial resources such as land, livestock, tools, and credit. Access to land and security of tenure is often highlighted as an important cause of women's vulnerability (see, for example, Agarwal, 2003; Jacobs, 2002; and Davison, 1988). Women's access to land is gained either through the state, family (typically in Africa) or the market (typically in Asia). Often, women may have access to resources, such as land, but have limited control over it, as they do not own it and therefore cannot make decisions regarding its use. This is particularly ironic, given the central role of women in agriculture.

- **Dependence on natural resources and sexual division of labor.** As the primary users and managers of natural resources (being typically responsible for fetching water and wood and bringing it to the house, for example), women depend on the resources most at risk from climate change. Projected climate changes such as increases in temperature and reductions in precipitation will change the availability of natural resources such as forests and fisheries and potentially affect the growth of staple crops.

- **Lack of education and access to information.** In the developing world in particular, priority is still placed on boys' education rather than girls', and girls are thus likely to be the first ones pulled out of school when resources are short. As a result, girls typically receive fewer years of education than boys. Without education, women are at a disadvantage, as they have less access to crucial information and fewer means to interpret that information. This can affect their ability to understand and to act on information concerning climate risks and adaptation measures. Limited

educational opportunities also make it more difficult for women to gain formal, paid employment, further reinforcing their subordination relative to men (see, for example, Kevane, 2004; Appleton, 1996).

- **Limited mobility.** Women are often restricted from leaving their communities, even though migration is a coping mechanism often used by men. This is due to the fact that gender roles dictate that they remain at home and carry out reproductive tasks and to the fact that, having less education, they are less likely than men to find employment. Remaining at home can leave them vulnerable in two ways: first, they stay where climate change has hit hard, and second, they miss out on the economic opportunities and enrichment of personal experience that migration affords (see Box 4.1 from Niger).

- **Limited roles in decision-making.** Women's voices are often muted in family and community decision-making (see, for example, Quisumbing, 2003). This is particularly unfortunate, given women's close relationship with natural resources and awareness of conservation and potential adaptation measures.

4.2 GENDERED VULNERABILITY TO DISASTERS

As well as bringing about incremental change in temperature and precipitation, climate change is projected to change the frequency and magnitude of hazardous weather events, such as tropical cyclones and hurricanes. A substantial body of literature on the gendered nature of vulnerability to past hazards and disasters illuminates how women and men are differently affected. When disasters occur, more women die than men, which reflects women's social exclusion: they are less able than men to run, often have not learned to swim, and have behavioral restrictions that limit their mobility in the face of risk (not least of which is the fact

Box 4.1: UNDP-GEF CBA and gender field experience from Niger – Opportunities to develop adaptive practices through recognition of gendered relations with the environment

Traditional cultural norms can affect women's ability to adapt to climate change. In Niger, rural women are generally not allowed to move outside their villages. Since they always remain in the same environment, they are neither exposed to, nor learn to adapt to, various situations, which can put them at greater risk when changes occur. Since men often leave their villages to find work, they explore and experience different environments, gaining new skills and accumulating knowledge and other resources (money, social networks, etc.) that are valuable for adaptation. However, since women must endure such hard local conditions together, they learn patience and solidarity and develop strong social networks to help each other and share assets. CBA can build on men's experience and women's social solidarity, so that men capitalize on their technical skills and knowledge and women build on their social skills and knowledge.

Curt Carnemark/The World Bank

that their voices often do not carry as much weight as men's in their households). On the other hand, some post-disaster analysis has shown that men suffer higher mortality rates because they take more risks trying to save themselves and their families (Boxes 4.2 and 4.3).

In the longer term rehabilitation and recovery phases after disasters, there are also gendered differences. Women and girls are particularly vulnerable in post-disaster situations, because they lack land and other assets that could help them cope. Therefore, they are more likely to face food shortages, sexual harassment, unwanted pregnancies, trafficking and vulnerability to diseases and could be forced to drop out of school or marry earlier. If gender is not taken into account, there is also a danger that post-disaster recovery grants will favor men over women, thus reinforcing gender inequalities. Nevertheless, there are gendered differences in adapting to disasters that equally apply for more incremental climate change, as Box 4.3 shows.

Box 4.3: Summary of gender differences in vulnerability and adapting to disasters

Disparities that increase risks for women in disasters	**Disparities that increase risks for men in disasters**
■ Higher levels of poverty	■ Occupational segregation
■ Extensive responsibilities of caring for others	■ Internalized norms of masculinity
■ Domestic violence	■ Roles in the family and in the home
■ Traditional women's occupations	
Gender experiences that can increase capacities for managing disaster situations: women	**Gender experiences that can increase capacities for managing disaster situations: men**
■ Social networking	■ Professional and work contacts
■ Caring abilities	■ Technical abilities
■ Extensive knowledge of communities	■ Limited childcare responsibilities
■ Management of natural and environmental resources	
■ High levels of risk awareness	

UNDP et al, 2009

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Baptiste de Ville d'Avray/UNDP

GENDER DIMENSIONS OF CLIMATE CHANGE ADAPTATION

In the same way that gendered roles lead to differences in vulnerability between men and women, they also create opportunities for adaptation. Women are not just victims of adverse climate effects due to their vulnerability; they are also key active agents of adaptation. This is due to their often deep understanding of their immediate environment, their experience in managing natural resources (water, forests, biodiversity and soil), and their involvement in climate-sensitive work such as farming, forestry and fisheries. As Box 4.3 above shows, women not only have roles as caregivers and nurturers, but also typically form strong social networks within their communities, thereby

Baptiste de Ville d'Avray/UNDP

Box 5.1: UNDP-GEF CBA and gender field experience from Morocco – the complementarity of women as key partners for adaptation

The community of the Iguiwaz oasis in southern Morocco has a traditional social organization, where roles are clearly defined according to gender and class. The oasis is a system in itself, where most men are farmers charged with heavy physical work (e.g., climbing palm trees and plowing fields), technical tasks (e.g., pollination), and commerce in the markets. This means they have access to cash, which can assist them to adapt, and they are also freely mobile, which allows them to migrate to the cities in search of work.

Women play important socio-economic roles in farming and natural resources management (including fetching water and wood). Women also have advanced expertise in medicinal and aromatic plants that is passed down from mother to daughter. They thus have a great potential role to play in adaptation through their stewardship of natural resources and indigenous knowledge, but need support to be able to participate and have their voices heard in decision-making processes within the community.

meeting a prerequisite for collective management of the risks posed by climate change. However, while their lives are typically closely tied up with natural resources, women are usually excluded from decision-making processes (see Box 5.1) and thus barred from contributing their unique expertise and knowledge to the struggle to adapt to climate change.

The danger, of course, is that, if there is no gendered approach toward adaptation, these differences between men and women may be overlooked, inadvertently reinforcing gender inequality and women's vulnerability to climate change relative to men. As Box 4.3 shows, men's opportunities to promote adaptation originates from their limited childcare responsibilities; additionally, they are likely to have more education and greater professional and technical abilities, acquired from their working lives, that help them to adapt to climate change. The collection of sex-disaggregated data about such issues is essential to highlight the differences between men and women and to ensure that adaptation options are gender-sensitive.

If gender is overlooked in the planning of an adaptation intervention and women are not consulted, the measures may not be appropriate or sustainable.   For example, women are often in charge of water management but, if they are not consulted about where to build new wells, the wells may be placed too far from the village, thereby actually increasing women's burdens (see Box 5.1 for an example from Morocco).

The complementarity of men's and women's knowledge and skills is key for designing and implementing effective and sustainable adaptation initiatives, answering to their specific needs and ensuring that both benefit equally from the development process (see

> ### Box 5.2: UNDP-GEF CBA and gender field experience from Samoa – women have a valued place in society, inspiring confidence and reliability
>
> A well-known Samoan legend about gender tells of men and women who were given a job to finish roofing two sides of a house. Whereas the men stopped working at the end of the day, leaving their work unfinished, the women worked through the night and their side was completed by the morning. The implication is that, if you really want to get something done in Samoa, you give it to the women.
>
> Evidence from other countries within the UNDP-GEF CBA programme reinforces Samoa's experience that women are indispensable partners for cooperating and making things happen. They are accustomed to working together for a common goal, voluntarily dedicating time for their households, sacrificing personal agendas for the well-being of the whole community, and caring for the most vulnerable groups, such as children and persons with disabilities. Moreover, women are important players in the CBA implementation team itself because some community members sometimes feel less embarrassed in front of women who, as a complement to men's technical skills, have developed particular skills in building confidence and managing emotions. When supported and empowered, women are confident and active participants, raising their voices, sharing their own perspectives and generously passing on their expertise, skills, and time.

Box 5.2 for an example from Samoa). Since gender is a social and cultural construct, mainstreaming gender in CBA offers an opportunity to begin redefining this construct more equitably. But an approach that considers only women will not bring about this transformation: gender inequalities can be addressed effectively only if the rights, responsibilities and opportunities of both women and men are recognized and their priorities and needs considered. Thus, any effective approach to gender mainstreaming will address the situation of women and men as equal actors in the development process.

Curt Carnemark/The World Bank

IF GENDER IS OVERLOOKED IN THE PLANNING OF AN ADAPTATION INTERVENTION AND WOMEN ARE NOT CONSULTED, THE MEASURES MAY NOT BE APPROPRIATE OR SUSTAINABLE.

5.1 MAINSTREAMING GENDER INTO ADAPTATION PROJECTS

It is clear that gender-blind adaptation programmes are potentially harmful to development, as they tend to exacerbate existing inequality. With respect to vulnerability to climate change, this means that men's vulnerability may decrease while women's stays the same or even increases. UNDP employs the approach of gender mainstreaming to ensure that this does not

Box 5.3: Definition of gender mainstreaming

"[Gender mainstreaming is] the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality."

ECOSOC 1997/2

happen (see Box 5.3 for a definition). Gender mainstreaming assesses the different implications of any planned action for men and women, including legislation, policies or programmes in any area and at all levels. Gender mainstreaming aims to transform unequal social and institutional structures in order to make them profoundly responsive to gender, and, when realized, it ensures that both women and men benefit equally from the development process. As such, it involves more than simply adding women's participation to existing strategies and programmes. However, as shown above, special attention and action may be required to compensate for the existing gaps and inequalities that women currently face.

Gender mainstreaming within the international policy framework for climate change, the UNFCCC, has already been advocated by civil society, following a decision on 'Mainstreaming Gender into the Climate Change Regime', taken by the Women's Caucus at COP-10 in Buenos Aires in 2004, and supported by the UN Environment Programme's (UNEP's) Women's Assembly in Nairobi in 2004 (Röhr et al, 2004). Although this decision envisioned the following steps for the preparation and implementation of NAPAs, they are equally appropriate for CBA projects:

- Analyze the effects of climate change from both male and female perspectives

- Develop and apply gender-sensitive criteria and indicators

- Include statistics on women as well as on men when collecting and presenting data

- Capitalize on the talents and contributions of both women and men

- Set targets for female participation in activities

- Make women's equality, access to information, economic resources and education a priority

- Ensure that women are represented in 50% of all decision-making processes

- Incorporate a gender perspective when designing and implementing projects

- Focus on gender differences in capabilities to cope with climate change adaptation and mitigation, and

- Undertake a gender analysis of all budget lines and financial instruments (see Box 5.4 for guidance on gender-responsive budgeting).

Project donors can promote gender mainstreaming by coherently addressing it in their various project development documents such as calls for proposals, guidelines, concept notes and proposal templates, and review checklists.

Box 5.5 below summarizes the benefits of gender mainstreaming for climate adaptation and other development projects.

Practically speaking, mainstreaming gender into community-based adaptation projects requires a gender-sensitive approach in all phases of the project cycle: planning, design, implementation, monitoring and evaluation. A key tool to enable this is gender analysis.

UNICEF/Vitale

Box 5.4: Gender-responsive budgeting

Gender-responsive budgeting is a tool that can be used to ensure that programme and project budgets are based on the recognition that the needs of women and men, while sometimes the same, can also be different, and that, when they are different, allocations should reflect this.

In the context of CBA, gender responsive budgeting is one way of ensuring that observed gender differences are reflected in project budgeting, which makes it more likely that the project will assist both men and women to adapt to climate change. At its simplest, this involves disaggregating appropriate budget lines to show how men and women fare.

UNIFEM has a comprehensive website (www.gender-budgets.org) containing many resources to assist in gender responsive budgeting.

REMINDER: Gender mainstreaming concerns the process of project design, implementation, monitoring and evaluation to ensure that women's and men's concerns have been taken into account. Gender mainstreaming can occur in a project that does not involve women, provided both sexes have participated in the process of problem identification and design. Gender mainstreaming does not entail that men and women necessarily have to contribute to a project in equal measure: men and women are not the same and should not be forced to be the same.

Box 5.5: Benefits of gender mainstreaming for climate adaptation and other development projects

Gender mainstreaming has many advantages for development initiatives:

- Gender mainstreaming uses available resources to ensure the greatest benefit for everyone – men, women, boys and girls.
- Gender mainstreaming identifies and uses opportunities for improving gender equality in projects and policies that would not have otherwise been considered gender issues.
- Gender mainstreaming can include concrete initiatives for women in strategic areas such as legislation, choice, and participation in decision-making, but can also address the hidden biases that lead to inequitable situations for men and women in all sectors of policy-making.

Moreover, unlike earlier approaches to addressing gender inequalities in development policy, gender mainstreaming:

- Allows policy makers and practitioners not only to focus on the outcomes of gender inequality, but also to identify and to address the processes and circumstances that cause it.
- Identifies and uses opportunities for improving gender equality in projects and policies that would not have otherwise been considered gender issues.
- Sustains concerns for gender equality throughout the entire project or policy cycle, thus ensuring that complementary systems are established and appropriately monitored and evaluated. This means that attention to gender can move from being a mere 'token' sentence in a project document and to bringing real and sustained benefits to men and women.

UNDP, 2007c

UN Photo/Martine Perret

5.2 GENDER ANALYSIS

Gender analysis (also referred to as gender-sensitive analysis, gender-based analysis, or gender-aware analysis) is the tool used to address the gender dimensions of any given issue or intervention to mainstream gender (UNDP, 2007c). Depending on the context, it is defined in different ways, but the objective is always to identify the differences and to provide empirical (quantitative and qualitative) evidence for gender roles, activities, needs and available opportunities for men and women. Box 5.6 provides a summary of analytical tools that can be used for gender mainstreaming. As identified above, this provides information necessary for successful gender mainstreaming and is a prerequisite for ensuring that CBA projects promote gender equality. Gender analysis can and should be applied throughout the project cycle.

The planning cycle for adaptation project will include problem definition, identifying causality, articulating desired responses and barriers and then formulating results (UNDP, 2010). This is also true for development projects with other priorities that comprise seven main stages:

- Problem identification
- Project formulation
- Project appraisal
- Implementation
- Monitoring
- Evaluation
- Impact assessment and lessons learned

THE OBJECTIVE OF GENDER ANALYSIS IS TO IDENTIFY THE DIFFERENCES AND TO PROVIDE EMPIRICAL (QUANTITATIVE AND QUALITATIVE) EVIDENCE FOR GENDER ROLES, ACTIVITIES, NEEDS AND AVAILABLE OPPORTUNITIES FOR MEN AND WOMEN.

Box 5.6: Analytical tools that can be used for gender mainstreaming

Analytical Framework	Focus of Analysis	Key Analytical Questions	Tools for Data Collection
Moser Framework	■ Gender identification ■ Practical needs and strategic interests	■ What are the practical needs and strategic interests	■ Needs Assessment
Gender Analysis Matrix (GAM) Framework	■ Impact of interventions ■ Identification and analysis of differences ■ Gender roles	■ What is the differential impact	■ Impact Assessment
Social Relations Approach (SRA) Framework	■ Analyze existing inequalities in distribution of resources, responsibilities and power	■ Who has what and what are the relationships between the people	■ Institutional Analysis ■ Socio-political Profile
Capacities and Vulnerabilities Analysis Framework	■ Existing Capacities (strengths) and vulnerabilities (weaknesses)	■ What will help and what will hinder	■ Capacities and Vulnerabilities Assessment
Harvard Analytical Framework and People-Oriented Planning	■ Roles and activities ■ Allocation of resources ■ Productive and socially reproductive work	■ Who does what, how, where and what influences it	■ Activity Profile ■ Access and Control Profile ■ Influencing Factors

Courtesy of Rose Mwebaza

We will now take each of these stages in turn and highlight how gender analysis should take place. Boxes 5.14 and 5.15 at the end of this section apply this advice with specific reference to the project proposal format for the UNDP-GEF CBA programme.

PROJECT PLANNING CYCLE

Project formulation

Project appraisal

Problem identification

Implementation

Impact assessment and lessons learned

Evaluation

Monitoring

5.2.1 Problem identification

Plans to incorporate a gendered approach into CBA projects should be made when the problem is being identified and project formulated; if there is no gender analysis undertaken at the outset, it is usually more difficult to effectively address its absence afterwards.

Some key principles are fundamental to effective gender analysis. As noted above, gender roles often preclude women from decision-making, and thus their voices and opinions are often overlooked (see Box 5.1). A participatory process is thus required to identify the specific vulnerabilities and needs of men and women within the community in question and to capitalize on their respective knowledge and insights in order to ensure that the CBA project not only reduces absolute vulnerability to climate change, but also does not inadvertently reinforce gendered differences in vulnerability and gender inequalities more generally. Box 5.7 summarizes the factors that enable or constrain women's participation, and Box 5.8 shows how a CBA project in Namibia promoted participation of men and women.

Being aware and sensitive to gender differences is vital to CBOs or local organizations aiming to formulate a

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Box 5.7: Enabling factors and constraints for women's participation in decision-making

Enabling factors for women's participation in public life and decision-making include:

- an awareness of their rights and how to claim them

- access to information about laws, policies and the institutions and structures that govern their lives

- confidence, self-esteem and the skills to challenge and confront existing power structures

- support networks and positive role models

- an enabling environment, i.e., a political, legal, economic and cultural climate that allows women to engage in decision-making processes sustainably and effectively

Constraints include:

- economic dependency and a lack of adequate financial resources

- illiteracy and limited access to education and work opportunities

- discriminatory cultural and social attitudes and negative stereotypes perpetuated in the family and in public life

- burden of domestic responsibilities

- intimidation, harassment and violence

- lack of access to information

Brody et al, 2008

Box 5.8: UNDP-GEF CBA and gender field experience from Namibia: example of partner impacts on the gender component of CBA projects

In Namibia, CBA successfully partners with an organization called OIKE, the members of which are elected by 10,000 community members to represent them for developing different rural initiatives. 70% of elected members are women. As a consequence, this CBA project is mainly led by women and their participation has been fully inclusive from the very beginning. In this case, women have been the initiators of the CBA projects, with backstopping from traditional leaders.

CBA project. In promoting adaptation, effort made with the community to discern how gendered roles are manifest in a particular context must also consider how national or other strategic adaptation goals identify problems that need to be addressed (see Box 5.9 for an example of gender-appropriate participation in Morocco).

A participatory process involves asking both women and men what they want and need to adapt to climate change (see Box 5.10 for a summary of principles of sound and gender-sensitive participation). A similar process undertaken in Nepal shows that "they [the women who took part in the research] might not be aware of all the possible adaptation strategies, of all the ways to overcome constraints to the ones they are using, but they certainly know their present situation best and have an urgent list of priorities to secure a livelihood in the face of the new challenges" (Mitchell et al, 2007: 14). The outcome data from such a gendered approach to problem identification will allow disaggregation by sex relating to perceptions of concerns and proposed solutions. Data should identify women's and men's specific roles and responsibilities in the community, their access and control over land/resources/benefits, their inclusion in decision-making processes, as well as their particular capacities/knowledge and vulnerabilities/needs related to adaptation to climate change.

While essential, designing and implementing gendered CBA approaches may also be challenging for the practitioner. Attitudes, beliefs and practices that stigmatize women are often deeply rooted in cultural, social, political and religious norms, which first have to be assessed and understood in order to be overcome. Resistance to change may be linked to the perception of a zero-sum game: i.e., that women's growing involve-

Box 5.10: Summary of principles for sound and gender-sensitive participation based on UNDP-GEF CBA project experiences

- The project team should be aware of cultural context and the different barriers (physical, attitudinal, informational and communicational) that may undermine equal gender participation.

- It is important to communicate, explicitly and very early, to partner communities and NGOs/CBOs that participation from the entire community in CBA project implementation – especially from traditionally disadvantaged and vulnerable groups whose participation otherwise might not be assured – is required.

- If appropriate, make arrangements to speak to women and men separately (e.g., have focus groups for women and focus groups for men before gathering them together). This ensures that their participation is meaningful, i.e., that they are all feel free to speak and be heard without fear of recrimination.

- To facilitate women's participation, planned activities need to be mindful of women's daily routines and where their activities take place. In many countries of the world, meetings should not be planned for evenings, as women can feel insecure in strange places when it is dark. Timing should be adapted to men's and women's working schedules. In Namibia, for example, January-March is the crop season when project activities take a backseat. In Niger, CBA tasks can be scheduled from 2 p.m. to 6 p.m. when both women and men are available, or in the morning before women start their household activities at 8.30 a.m. Some meeting locations may also undermine women's participation because they may not be culturally appropriate. Women may not be allowed to stay in public places or they may feel embarrassed or even threatened in some unfamiliar environments.

- Gender 'training' or raising of awareness should take place within the community to avoid men feeling threatened and to reduce the risk of gender-based violence. It is ideal to identify leaders in the community and to raise their awareness of gender (and how including it can benefit the whole community) so that they can act as local ambassadors.

- Project information could be disseminated through various media, including notices, leaflets, announcements in community forums, and picture-based texts (to serve those who cannot read). In particular, meetings require good facilitation so that everyone has adequate explanation.

- The project team should be responsive and open to adapting their plans and activities as required when information emerges from community members as implementation unfolds.

ment will come at a cost to men's involvement (and benefits). There is therefore a need to explain, advocate and demonstrate that gender equality benefits the whole community. In practical terms, facilitating women's participation is likely to require a change in typical community practices. Meeting times and locations will need to be adapted to enable participation, according to the practices within the community. Box 5.11 outlines an example from Morocco, where facilitating women's participation meant arranging meetings in people's houses rather than in official buildings.

Baptiste de Ville d'Avray/UNDP

Box 5.11: Gaining men's support for a gender-mainstreamed CBA approach in Morocco

When a group of rural women started the association El Amal (hope) in Guenfouda (in eastern Morocco), they had a difficult time finding support from the men holding the power in the community. Year after year, project after project, they proved their professionalism, always respecting the local rules of informing the authorities, and working not only toward their own well-being, but bringing a highly valuable contribution to the community as a whole. At first, the mayor of the village was very sceptical, but is now one of their supporters, facilitating their work whenever possible by making work spaces available, driving them to meetings outside of the village, promoting their work in the region, and helping them to raise funds. Support from the community leader facilitates further support from other men, including husbands. Building men's confidence in a culturally appropriate manner (slowly, through actions and results) was an achievement for these women and helps guarantee sustainable inclusion and women's empowerment.

The following questions are useful for a practitioner to ensure that there has been a gendered approach in problem identification:

- Has relevant gender information, especially socio-economic information, been identified and collected so that it can be included in discussions about project formulation?

- Is background data disaggregated by sex? (In many cases, disaggregation by other social identities such as age and ethnic origin is also required, given that communities are rarely homogeneous units.)

- Have gender specialists (in the CBO or NGO, for example) and representatives of women's organizations within the community been consulted?

- Have both men and women been involved in problem identification (even if the ultimate problem recognized affects one sex more than the other)?

Box 5.12 suggests ways of incorporating gender awareness into the Vulnerability Reduction Assessment tool used within the UNDP-GEF CBA programme.

DEFINITIONS

To understand the APF process, a clear definition of the terminologies below is included:

Climate change refers to any change in climate over time, whether due to natural variability or because of human capacity (UNDP, 2005).

Climate variability refers to variations in the mean state and other statistics of climate on all temporal and spatial scales beyond that of individual weather events. Variability may result from natural internal processes within the climate systems or to variations in natural or anthropogenic external forcing (IPCC, 2001).

Box 5.12: Vulnerability Reduction Assessment tool as used within the UNDP-GEF CBA programme

The UNDP-GEF CBA programme is predicated upon the use of Vulnerability Reduction Assessment (VRA), a participatory impact assessment tool of common-unit indicators that can be used to determine community perceptions of climate risk and adaptive capacity before, during and after project implementation. The VRA comprises 4 indicators based on the UNDP Adaptation Policy Framework. The table shows the questions that might be asked to fulfil the indicators within a community suffering increasing drought risks and then highlights how to add a gender element to these questions.

APF step	VRA indicator	VRA question (examples as applicable to increasing drought risk)	Adding a gender element
Assessing current vulnerability	Vulnerability of livelihoods/welfare to existing climate change and/or climate variability	What happens when there is drought?	Are there differences between men's and women's experiences of drought? Why and how?
Assessing future climate risks	Vulnerability of livelihood/welfare to developing climate change risks	What would happen if drought were twice as frequent?	Would this affect men and women differently? If so, how?
Formulating an adaptation strategy	Magnitude of barriers (institutional, policy, technological, financial, etc.) to adaptation	What stands in the way of adapting to increasing drought? What means are available to manage events occurring more frequently?	What are the different obstacles to men and women in adapting to increasing drought? Will increasing drought increase the relative vulnerability of men and women?
	Assets available to community for adaptation (volunteers, skills, commitment, indigenous knowledge, community leadership, etc.)	What assets are available to assist adaptation to climate change? Who has (or needs) access to these assets?	How many women and men will be involved in the proposed project? What specific skills/ knowledge do women and men have? How much time do women and men have to contribute each week? What might stop women and men from being able to volunteer their time?
Continuing the adaptation process	Ability and willingness of the community to sustain the project intervention	Rate your confidence that the project activity will continue after the project period.	How can the likelihood of continued project activity be improved by addressing men's and women's needs (both common and differentiated?)

Louise Gubb/UNDP

WHILE THE CBO OR NGO CAN LEAD PROJECT FORMULATION, PARTICULARLY IN DOCUMENT PREPARATION, THERE IS NEED FOR FURTHER GENDERED COMMUNITY CONSULTATION TO AFFIRM DECISIONS.

5.2.2 Project formulation

Having identified the problem, assets, barriers and potential solutions within the community, project formulation should logically follow as a way of addressing the identified problem. While the CBO or NGO can lead project formulation, particularly in document preparation, there is need for further gendered community consultation to affirm decisions.

Gender analysis is once again useful as a planning tool at the project formulation stage. Having been used to assess the existing situation at this stage, it can also ensure that the intended objectives, goals, outcomes, activities, indicators and baselines still include a gender approach.

Questions to ask at this stage include:

- What is the current situation of men and women in the sector of your planned intervention?

- Will the proposed project contribute to existing inequalities among men and women?

- Does the proposed project break down or challenge existing inequalities among men and women?

- Will the proposed project change the perceptions or stereotypes about men and women and their roles in any way?

- What options should be considered to strengthen a gender perspective?

- Will the proposed project contribute to women's empowerment? If not, is there place for an allied intervention that will contribute to empowerment, so as not to reinforce the disparity between men and women?

5.2.3 Project appraisal

The procedure for project appraisal varies from organization to organization, but tends to follow broadly similar steps. Within the UNDP-GEF CBA programme, for

example, project appraisal occurs in the UNDP offices and thus is subject to the gender-mainstreaming commitments of UNDP (UNDP, 2008a) and the UN system as a whole (UN, 1997). UNDP has also published a Gender Mainstreaming Learning Manual (UNDP, 2000) that outlines the criteria against which projects should be assessed; this is useful for practitioners ensuring that the relevant questions are answered in the proposal and for other agencies that wish to mainstream gender considerations. These questions include:

UNICEF/Zaidi

- Have gender issues relevant to each project, including gender impact and anticipated outcomes, been systematically identified?

- How far have UNDP staff members (at international and country office levels) informed themselves substantively of the gender dimensions of adaptation in the appropriate country?

- How far have individuals and women's organizations with knowledge and experience of gender mainstreaming participated in project identification, formulation and appraisal?

- Have women, especially female beneficiaries of the project, been consulted equally with men during the formulation process?

- Has all background data been disaggregated by sex?

- Have gender-related links with other projects and programmes been identified and incorporated into documentation?

- Have relevant gender issues been raised at project appraisal meetings, ensuring discussion of the impact of the project on gender equality in the country?

UN Photo/Evan Schneider

5.2.4 Implementation

Implementation refers to the stage in the cycle where the project is underway. If gender analysis and mainstreaming have been adequately considered in the

To facilitate gender-inclusive CBA project planning, the project team must also be gender-sensitive (within CBA team and NGO/CBO partners). In practice, this requires that:

- All team members be clearly committed to gender equality.

- All team members have a basic awareness of gender issues (training may be available from the UNDP Gender Focal Point in the country office).

- All team members be sensitive and flexible and have good interpersonal skills (since gender issues are often power issues).

- There is commitment to self-monitoring of gender equality, including recruitment, decision-making processes and budget allocation.

- There is a gendered team balance, making it possible to reach women in a culturally appropriate way and to change gender perceptions through example.

- All team members are skilled in managing time and meetings, as gender mainstreaming is a process and women's time is critical in communities because of their many roles and responsibilities.

- The team has a focal point for gender, as practice in the UNDP-GEF CBA Programme has demonstrated that this is very effective.

preceding stages of problem identification, project formulation and project appraisal, there is little else that needs to be considered at this stage in terms of the planned activities. Rather, this stage must focus on ensuring that the gender-mainstreamed plans become effective. A commitment to gender mainstreaming within the process of implementation may be necessary in order to ensure that project staff have been trained in gender awareness and that any technical backstopping teams are aware of the gender issues within the project (see Box 5.13 for an ideal profile for the project team). Ensuring that gender mainstreaming is occurring falls within the realm of project monitoring.

5.2.5 Monitoring

As with problem identification and project formulation, the process of monitoring is predicated upon presence within the CBA project community and thus requires similar gender sensitivity and awareness of the need for participation. It is preferable if the practitioners concerned with collecting data for monitoring are from a gender-balanced team, as teams composed solely of men may face difficulties in effectively gaining information from female stakeholders in some cultural contexts, and they may also be unable to fully grasp women's perspectives, and vice versa. As with problem identification and project formulation, collection of data for monitoring also needs to be sensitive to the gendered nature of time budgets and spatial variation of activities: rather than collecting data during 'office hours', practitioners must be flexible in accommodating beneficiaries' schedules (depending on the project and nature of data to be collected). As stated in Box 5.10, for example, CBA tasks in Niger can be scheduled from 2 p.m. to 6 p.m., when both women and men are available, or in the morning before women start their household activities at 8.30 a.m.

As well as team composition and the approach to data collection, the process of monitoring must take place with due regard to gender analysis. This means that the design of monitoring, in terms of indicators collected, must be appropriate for analysing the gendered difference of change over time. This is essential to ensure that a project does not reduce one gender's vulnerability to climate change at the expense of the other gender. It is also imperative to ensure that any problems can be identified during implementation in order to accommodate any necessary adjustments. Key questions include:

- Is the monitoring and evaluation methodology of the given CBA project tailored to the cultural context? For instance, does the approach invite input and feedback from women and men?

- Are generated data, analysis and reports sex-disaggregated, if possible?

- Are gender-related indicators established in the planning phase effectively used and assessed?

- Does monitoring consider both women's and men's roles (even if those roles are different)?

- Is progress toward any specific objectives related to men or women on track?

- Have any gender issues arisen that were not identified at the project design stage? If so, how can they be addressed?

In particular, it is vital that sex-disaggregated data be collected throughout the process of project monitoring. In practice, this means that community meetings, management committee formulation, training, financial management, and project governance statistics should be disaggregated to show the levels of participation by men and women (unless the project is an exclusive men's or women's group). If the analysis of data collected during monitoring reveals any surprises – for example, a reduction

IT IS PREFERABLE IF THE PRACTITIONERS CONCERNED WITH COLLECTING DATA FOR MONITORING ARE FROM A GENDER-BALANCED TEAM, AS TEAMS COMPOSED SOLELY OF MEN MAY FACE DIFFICULTIES IN EFFECTIVELY GAINING INFORMATION FROM FEMALE STAKEHOLDERS IN SOME CULTURAL CONTEXTS, AND THEY MAY ALSO BE UNABLE TO FULLY GRASP WOMEN'S PERSPECTIVES, AND VICE VERSA.

UNDP

UN Photo/Fred Noy

UNDP

COMPARED WITH MONITORING, EVALUATION ALLOWS A MORE OBJECTIVE REVIEW OF A PROJECT AND A FOCUS ON BROADER OUTCOMES. AS EVALUATIONS ARE OFTEN OUTSOURCED, IT IS IMPORTANT THAT THE TERMS OF REFERENCE REQUIRE GENDER EXPERTISE WITHIN THE EVALUATION TEAM.

in the participation by women or the dominance of men within the management committee – remedial steps need to be taken to ensure that implementation remains gender-sensitive.

5.2.6 Evaluation

The data collected during monitoring provides essential input into the final stages of the project cycle: evaluation and impact assessment. If gender analysis was used in the planning phase, gender analysis in evaluation will enable critical appraisal of how well a project has met its defined goals and objectives. However, if gender analysis was not incorporated into the planning phase, it is still possible and appropriate to use this tool during the evaluation to highlight how planned interventions have affected the adaptive capacity of men and women. This, in turn, contributes to knowledge about gender and adaptation to climate change.

Compared with monitoring, evaluation allows a more objective review of a project and a focus on broader outcomes. As evaluations are often outsourced, it is important that the Terms of Reference require gender expertise within the evaluation team. Again, the exact questions to be asked will vary depending on the specific project and its aims and objectives but, in general, a project evaluation should take into account the following points:

- Did this project bring about adaptation and reduced vulnerability to climate change for men and/or women?

- Did this project address both women's and men's specific needs for adaptation? What mechanisms ensured this?

- Has appreciation of both women's and men's knowledge and expertise improved the results of the CBA project? If so, how?

Box 5.14: Specifics of the project cycle for UNDP-GEF CBA projects and where gender analysis should occur

CBA project planning often consists of two phases: concept note and full proposal. CBA projects start with a community-driven project idea. With technical assistance by the CBA project team and partner NGO/CBO, the idea is first developed into a concept note, which consists of:

1. A tentative project logical framework (with objective, outcomes, outputs)
2. A description of the planning phase required for writing the full proposal

If accepted at the concept phase, a UNDP-GEF CBA project receives a planning grant for the development of the full project proposal. At this stage, there is a participatory vulnerability reduction assessment (see Step 1 – problem identification – outlined above).

The CBA concept note and proposal should reflect gender perspectives throughout the documents, specifically in the following parts:

- Rationale
  - How do baseline climate risks and projected climate risks affect women and men? Will there be similarities? If so, what will they be? Will there be differences? If so, what will they be?
  - How do respective roles and responsibilities of women and men affect their abilities to cope with climate change?

- Project approach
  - How does the project address gender differences in vulnerability and adaptive capacity in order to ensure the outcome does not put either women or men at a relative disadvantage to the other?
  - How does the project address any specific gender needs to reduce vulnerability to climate change?

- Community composition and dynamics
  - Which groups within the community are most vulnerable to climate change?
  - How do men's and women's adaptive capacities differ?

- Community participation in formulating the concept note/proposal, implementing and phasing out the project
  - Are the opinions of both men and women sought to identify problems and potential solutions?
  - Is the project fully community-driven by both women and men?

- Proponent description (partner NGO/CBO's background)
  - What is the partner's experience with gender, and is further training and capacity building available if required?
  - Is the NGO/CBO team sensitive to gender concerns?

- Project description (objective, outcomes, outputs)
  - How does the project attempt to benefit both women and men by ensuring equitable outcome?
  - Does the project have potential disadvantages, such as increases in women's workloads or preferential access for men to project resources or decision-making?

- Monitoring and evaluation
  - Is the collection of quantitative and qualitative data aggregated according to gender to reflect a community's vulnerability to current and future climate change?
  - Do monitoring indicators measure evolution of women's and men's adaptive capacities?

- Budget
  - Does it include resources for activities to answer to women's and men's specific needs and to provide meaningful participation?
  - Does the budget plan for partners' capacity building in gender if required?

- Co-financing
  - Does it reflect women's and men's specific contributions (in cash or in kind)?
  - Are co-financing partners gender-aware?

The examples outlined above are neither exhaustive nor compulsory. They need to be adjusted to each specific CBA project and related context.

Box 5.15: Resources available to assist national coordinators and UNV volunteers to ensure that country-level programming and local UNDP-GEF CBA projects are gender-sensitive

The Programme Management Unit (PMU): Just as the PMU is available to provide technical guidance on adaptation to all NCs and UNV volunteers, the PMU can also assist with any requests related to gender integration and mainstreaming. NCs and UNVs can send their questions directly to the PMU and work in collaboration to set plans or strategies. The PMU can also work directly with the Gender Team at UNDP HQ, based on existing partnership, to assist CBA countries.

Project Grants: In instances where integrating gender is crucial to the success of a CBA project, the project proposal may include resources for gender training/activities or for gender-specific assistance.

Capacity Building Funds: All National Coordinators have access to Capacity Building Funds. These funds are a portion of SPA-CBA grant funds that have been set aside for capacity building activities. The Funds can be used for activities to build the capacity of NGOs and CBOs implementing CBA projects. For example, Capacity Building Funds could be used for training in gender awareness for local implementing partners.

Country Offices: Most Country Offices (COs) will either have a gender focal point, with gender resources embedded in their core funding (TRAC), or gender will be considered a mainstreaming activity. In the latter case, it will draw resources from the UNDP Governance Programme (available in all countries). In addition to the above, gender resources at the country level are also available (in the form of parallel support) from UNIFEM or its affiliated institution. Also, gender-based stand-alone initiatives may be available in some Country Offices.

Training Resources: The online Learning Management System offers courses such as the mandatory gender course for all UNDP staff. UNIFEM also offers targeted training.

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- Have men's and women's perceptions (norms, stereotypes, values) been altered during the course of the project?

- To what extent have any objectives of promoting gender equality been met?

- Has the project had any unexpected or unintentional gendered effects?

- Which of the lessons learned and good practices related to mainstreaming gender in CBA projects can be scaled up and documented?

5.2.7 Impact assessment and lessons learned

Impact evaluation can be incorporated into the project evaluation or it can take place some time after the end of a project in order to assess the longevity of impacts after the intervention. Questions at this stage mirror those included in the section immediately above.

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PRELIMINARY LESSONS LEARNED

The UNDP-GEF programme has been under implementation for only a short time, but already offers some initial lessons and observations in regard to gender that may be of use to future projects.

- **Without an express consideration of gender from the very beginning of the project cycle, the choice of adaptation interventions can have unintended gender implications.** The CBA programme intervenes primarily in agriculture and natural resources. Depending on the country, these sectors are typically gendered in terms of roles and responsibilities. In Samoa, for example, CBA focuses on land degradation and biodiversity. Forestry, farming, and ecosystems

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are traditionally the domain of men. Thus, CBA projects focus more on 'men's' issues in the Samoan context. Health and water projects would more directly address women's issues, but these are not part of GEF as currently constructed. Thus, GEF programming is implicitly geared more toward men in Samoa, due to the choice of intervention areas. A similar situation exists in Kazakhstan, where CBA focuses primarily on agricultural and is more likely to work with men, since agriculture is traditionally a man's province. Due to this inherent bias of project intervention areas in some countries, special attention has to be paid to concurrently promoting women's adaptation to climate change, albeit through different mechanisms.

- **An initial analysis of community dynamics is imperative to determine how to most effectively address gender issues.** Some CBA practitioners prefer to establish gender inclusive groups from the beginning of a project to ensure that the participant group represents the different segments of the community. On the other hand, some CBA practitioners, in order first to get an unbiased insight into the community's gender dynamics, initially choose not to communicate any gender requirements. When the CBA coordinator attends the first meeting in a community in Niger, he first notes the presence – or absence – of different groups (e.g., according gender and/or age) for his analysis. Similarly, in Jamaica, the CBA coordinator initially observes the group dynamics within the community without commenting. Then, after observing, he decides how to approach the situation, especially if one group or person seems to dominate others, and determines how to facilitate equal opportunities for all groups to participate appropriately according to their gendered roles.

● **Good facilitation is essential for equitable community participation in discussions and decision-making.** While techniques for engaging women and other traditionally marginalized groups in discussions can be very context-specific, the necessity of good facilitation seems to be consistent across countries. Facilitators must be sensitive to gender. In Samoa, gender-balanced and culturally sensitive facilitation is important for increasing community participation. Good facilitators in the Samoan context understand that the real discussion starts after the formal presentations are over, and they know how to engage different members of the community, not just the traditional chiefs (*matai*). When it became clear that men were dominating discussions at an important community consultation in Niger, the moderator would then specifically turn to the assembled women and ask for their opinions of the topics. Having an additional note-taker can help ensure that gender-differentiated opinions are captured. In some contexts, it may be advantageous to use a mixed gender facilitation team or simply to meet with women separately if they are not likely to express their opinions in the presence of men. The lack of skilled facilitators is often a barrier to good project development. CBA teams can help build the capacity of local facilitators by providing them with training or having them observe more skilled facilitators.

● **New techniques and technologies can be useful entry points for overcoming traditional gender barriers.** One method for overcoming gender attitude barriers is to find an entry point for including women that is culturally respectful, is not threatening to men, and appears somehow 'depoliticized' and harmless. Approaches are, of course, dependent on context, but could involve a cultural

WHILE TECHNIQUES FOR ENGAGING WOMEN AND OTHER TRADITIONALLY MARGINALIZED GROUPS IN DISCUSSIONS CAN BE VERY CONTEXT-SPECIFIC, THE NECESSITY OF GOOD FACILITATION SEEMS TO BE CONSISTENT ACROSS COUNTRIES.

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Adeline Aubry/UNDP

AGE, SOCIAL STANDING, WEALTH AND OTHER TRADITIONAL FACTORS OF POWER DYNAMICS CAN INFLUENCE THE IMPLEMENTATION OF PROJECT DEVELOPMENT. IN MANY COMMUNITIES, OLDER MEN WILL TEND TO DOMINATE DISCUSSIONS.

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initiative, such as a painting session, participatory video making, or theatre. It is important to move slowly, step by step, in order to build men's trust and women's confidence and not to expose women to risks. In Samoa, the Participatory Video training was a very effective way to break down traditional gender roles. All participants (men, women, and youth) contributed equally to the production of a video about their respective perspectives on adaptation to climate change. This training offered a superb opportunity to enhance the dialogue among various levels of Samoan society.

- **Gender considerations must be seen in light of the various power dynamics within a community.** Differences in communities comprise more than just those between men and women. Age, social standing, wealth and other traditional factors of power dynamics can influence project design and development. In many communities, older men will tend to dominate discussions. Thus, it is important to consider not just the needs of women, but of all marginalized groups within a community. One technique used to promote engagement by all parts of the community in Samoa is to require that all groups be represented on the project management committee. Each CBA project established a steering committee composed of *matai* (traditional chiefs), women's committee members, and youth members. However, this is a non-traditional structure in Samoa, and therefore presented some limitations. For instance, the *matai* mostly dominated the discussions. The project facilitators explained to the community that it was valuable to have representation from all groups within the community. Thus, inclusive project committees are a very good way to initiate equal participation, but may require special efforts to become truly inclusive.

- **Gender-balanced participation is critical in all aspects of project planning and implementation.** Whenever possible, men and women should have equal access to resources, education (such as project-supported training), and decision-making. Women need to be part of management teams, even if the project focuses on what is traditionally 'men's work'. Women's input can help make sure their needs are met. For example, if the project involves digging a well, involving women in decisions about the location of the well can ensure that the well meets their needs. In Kazakhstan, for example, even though men are largely responsible for technical aspects of project planning, women still participate in project development, as the projects will benefit the whole community. This is an example of a successful approach to gender mainstreaming and illustrates how men and women can participate differently in accordance with their gendered roles within a particular context.

- **Some partner organizations will need capacity building in gender mainstreaming.** In Kazakhstan, socially focused NGOs were usually more aware of gender issues than CBA's traditional partners, which are mostly environmental NGOs. And in Morocco, a gendered perspective did not come naturally from CBA's partner communities and NGOs in their project ideas and draft concept notes. However, thanks to the gender sensitivity of the CBA team, there were discussions about the matter, and partners showed willingness to discuss the issues. Thus, a CBA project team may need to identify and to address a lack of gender awareness among collaborating NGOs and CBOs at the very beginning of a project.

Thomas Sennett/The World Bank

IF THE PROJECT INVOLVES DIGGING A WELL, INVOLVING WOMEN IN DECISIONS ABOUT THE LOCATION OF THE WELL CAN ENSURE THAT THE WELL MEETS THEIR NEEDS.

● **Projects can be designed to accommodate women's traditional roles and responsibilities.** After assessing the initial round of UNDP-GEF CBA projects, it is clear that projects need to take women's specific needs more into account. Although it is impractical to try to include women in types of work in which women are not traditionally engaged, projects can nevertheless specifically target sectors in which women are traditionally most active. In Niger, for example, CBA focuses on improving farming techniques and ecosystem protection, which are more likely to be men's activities. Yet the Niger CBA team has noticed this lack of opportunities for involving women in their programme and is designing new pilot projects that better accommodate women's roles and responsibilities. Small animal husbandry, for example, is a traditional source of income for women. This has led to the development of one project that is helping women raise a breed of goats well adapted to harsh Sahelian conditions. Consequently, animal husbandry has been successfully included in an integrated project that responds to men's as well as women's vulnerabilities to climate change, and the CBA Niger's partner NGOs are learning from the project and becoming increasingly sensitive to gender.

● **Gender training can help, but it needs to be easy and accessible.** CBA should think about how to make gender training resources available for CBA staff and for partner NGOs and CBOs. If a menu of training resources were available, CBA National Coordinators could work with their partners to suggest appropriate training.

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7

CONCLUSION

Climate change is upon us and adaptation is necessary to reduce vulnerability to its harmful effects. Climate change exhibits a gendered element, in that the respective vulnerabilities of men and women tend to differ, reflecting men's and women's socially and culturally defined roles and responsibilities. Furthermore, these gendered roles vary from place to place. The gendered nature of vulnerability needs to be examined at the local level, ideally using gender analysis to yield sex-disaggregated data. Such analysis ensures that adaptation interventions take account of gender differences and thus do not inadvertently reproduce gender inequalities in vulnerability.

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THERE ARE MANY STRATEGIES AND TECHNIQUES THAT CAN BE EMPLOYED BY CBA PRACTITIONERS TO MAINSTREAM GENDER ISSUES INTO CBA PROJECTS AND ENSURE THAT THEY REDUCE THE VULNERABILITY OF ALL MEMBERS OF A COMMUNITY, REGARDLESS OF GENDER.

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While there clearly is a gendered element to vulnerability, there similarly are gendered differences in adaptation. It is important to remember that women are powerful agents of change. Their local knowledge and particular experience of natural resource management and coping strategies during crisis are vitally important for the formulation of any adaptation strategies that hope to be successful. But in order to capitalize on this knowledge, there must be a gendered approach to adaptation that gives women a voice and the ability to participate within the development process.

There are many strategies and techniques that can be employed by CBA practitioners to mainstream gender issues into CBA projects and ensure that they reduce the vulnerability of all members of a community, regardless of gender. Lessons learned from UNDP-GEF CBA projects to date highlight the importance of analyzing how gender plays a role in a community and then including gender concerns from the very beginning of a project, as this makes it much easier to follow through. It also emphasizes the importance of 'doing things differently' to ensure that the implementation of the project is appropriate to the gendered roles and responsibilities of men and women and that the project team is aware of and sensitive to this.

Like other development interventions, successful CBA projects must address the underlying causes of poverty, vulnerability and wider disparities based on wealth, gender and location. While a CBA project can mainstream gender to reduce the absolute vulnerability of men and women (instead of inadvertently decreasing the vulnerability of one at the expense of the other, or at least of ignoring one and changing the other), gender equality can be brought about only if we collectively examine and rebuild our social and cultural constructions of gender and analyze the division of labor according to gender (see Box 7.1). Success with gender and CBA is a strong step in the right direction.

Box 7.1: Essentials of gender equality

1. **Effective participation.** Refers to the possibilities of speaking, being listened to and valued, rather than simply to numerical participation (percentages-quantity).

2. **Development of skills to gain access to and control over resources and their benefits.** Women's subordinate relationship to men defines a type of access to and limited (and at times non-existent) control over resources and opportunities. This has been used in development as a part of gender analysis.

   - 'Access' is defined as the ability to participate, use and benefit.

   - 'Control' refers to authority, property and the power to make decisions. In some circumstances, women may have access to (the possibility of using) a resource – land, for example – but have limited control over it (as they do not own it, they cannot decide about whether to sell or to rent).

   - 'Resources' (understood as goods and means) refers to different types of resources, including time (one of women's scarcest resources) and those which are economic or productive (e.g., land, equipment, tools, work, credit) or political (e.g., leadership, information and capacity to organize). The benefits of using resources are economic, social, political and psychological, including the satisfaction of having met basic and strategic needs, such as food, housing, education, training, political power, and status.

3. **Joint responsibility and equitable redistribution of work.**

   - Productive work: Includes producing goods and providing services for consumption or sale. This type of work usually refers to activities that bring an income and is counted in national censuses and statistics.

   - Reproductive work: Includes the care and maintenance of the domestic unit and its members, as well as management and care of children, food preparation, collecting water, buying provisions, doing domestic chores and caring for the family's health. This type of work is not considered as work in society and no monetary value is placed on it.

   - Community work: Includes collective organization of social and service events. This type of work is generally not considered in economic analyses, even when it involves many hours of voluntary work and makes important social and economic contributions.

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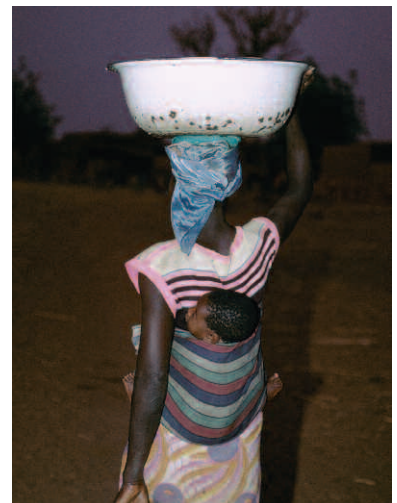
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ANNEXES

ANNEX A: MILLENNIUM DEVELOPMENT GOALS

The Millennium Development Goals form a blueprint agreed to by all of the countries and development organizations in the world and are aimed at promoting development through targets to be achieved by 2015. Eight Millennium Development Goals are defined and subdivided into targets:

1. Eradicate extreme hunger and poverty

- Halve, between 1990 and 2015, the proportion of people whose income is less than $1 a day
- Achieve full and productive employment and decent work for all, including women and young people
- Halve, between 1990 and 2015, the proportion of people who suffer from hunger

2. Achieve universal primary education

- Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling

3. Promote gender equality and empower women

- Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015

4. Reduce child mortality

- Reduce by two thirds, between 1990 and 2015, the under-five mortality rate

5. Improve maternal health

- Reduce by three quarters the maternal mortality ratio
- Achieve universal access to reproductive health

6. Combat HIV/AIDS, malaria and other diseases

- Have halted by 2015 and begun to reverse the spread of HIV/AIDS
- Achieve, by 2010, universal access to treatment for HIV/AIDS for all those that need it
- Have halted by 2015 and begun to reverse the spread of malaria and other diseases

7. Ensure environmental sustainability

- Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources
- Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss
- Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation
- By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers

8. Develop a global partnership for development

- Address the special needs of least developed countries, landlocked countries and Small Island Developing States (SIDS)
- Develop further an open, rule-based, predictable, non-discriminatory trading and financial system
- Deal comprehensively with developing countries' debts
- In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries
- In cooperation with the private sector, make available benefits of new technologies, especially information and communications.

ANNEX B: GENDER AND CLIMATE CHANGE ONLINE RESOURCES

Climate for Change – Gender Equality and Climate Policy http://www.climateforchange.net/	This European project attempts to improve women's participation in decision-making on climate change, with emphasis on the local level. The work undertaken with experts is reflected in the publication *Climate for Change Toolkit*.
Climate-L.org http://climate-l.org/	A knowledge base of United Nations and intergovernmental activities addressing global climate change.
Community-Based Adaptation Exchange http://community.eldis.org/cbax/	A shared online resource designed to bring together and grow the CBA community. It provides a site for the exchange of up-to-date information about community-based adaptation, including news, events, case studies, tools, policy resources, and videos.
ENERGIA http://www.energia.org/	The International Network on Gender and Sustainable Energy has much information on gender and energy, including academic articles, case studies and strategies for action.
Environment and Energy http://www.undp.org/ energyandenvironment/ gender.htm	Gender is a crosscutting issue in all of UNDP's work. UNDP has recognized that gender equality lies at the heart of human development and human rights, as inequalities impede progress in human development, the achievement of the MDGs, and the realization of internationally recognized human rights.
Genanet http://www.genanet.de	Project of the LIFE organization. Promotes women's participation in developing ecological technologies and in projects on environmental conservation and equity; develops educational concepts and facilitates relations between politicians, feminists and conservationists.
Gender and Climate Change http://www.gencc. interconnection.org/	Presents basic information on the relation between gender and climate change, including the themes of mitigation and adaptation.
Gender and Disaster Network (GDN) http://www.gdnonline.org	The Gender and Disaster Network (GDN) is an educational project initiated by women and men interested in gender relations in disaster contexts. The GDN seeks to promote gender equity on access to and safe management of water sources. Presents a wide range of information and tools to work on the theme, as well as case studies, projects and policies.
Gender and Water Alliance http://www.genderandwater.org/	Provides guides and strategies to mainstream the gender component in risk management and climate change.
gendercc – women for climate justice www.gendercc.net	A global network of women and gender activists and experts from all world regions working for gender and climate justice.

Genre en Action http://www.genreenaction.net/ (French website)	A French network launched in January 2003 that aims to strengthen capacity and knowledge in gender in order to mainstream gender issues into sustainable development.
Global Gender and Climate Alliance (GCCA) http://www.gender-climate.org/	The Global Gender and Climate Alliance (GCCA) was launched at the UNFCCC COP-13 meeting by UNDP, UNEP, IUCN and WEDO. The principal objective of this Alliance is to ensure that policies, initiatives and decision-making processes on climate change include the gender approach at global, regional and national levels. The fundamental principle is to guarantee the inclusion of women's voices in decision-making and in policy-making. The alliance continues to grow and is currently a joint initiative of 13 UN agencies and 25 civil society organizations.
IUCN – Gender and Environment www.generoyambiente.org	Site specializes in linking the gender approach and the environment. It presents a wide range of information, including articles about the gender theme and climate change.
Inter-Agency Network on Women and Gender Equality (IANWGE) http://www.un.org/womenwatch/ianwge/	A network of Gender Focal Points in United Nations offices, specialized agencies, funds and programmes that aims to coordinate the mainstreaming of gender perspectives and promote gender equality in follow-up to the Fourth World Conference on Women in Beijing in 1995 and the twenty-third special session of the General Assembly (Beijing +5) in 2000.
Latin America GENERA http://www.americalatinagenera.org	A knowledge platform promoted by UNDP to foster gender equity in the Latin American region. It collects publications, tools, and experiences from different stakeholders in the region (governmental, non-governmental, UN system agencies and donors).
Linking Climate Adaptation Networks http://community.eldis.org/.599266eb/	A community of over 900 practitioners, stakeholders, researchers and policy-makers exchanging information on climate adaptation research and practice around the globe via the Networks email list.
Oxfam: Climate Change http://www.oxfam.org.uk/what_we_do/issues/climate_change/bp104_climate.htm	Contains excellent information related to climate change around the world, as well as links to publications that deal with matters of gender, development and climate change.
Planet can't wait! **womentoact.com** http://www.womentoact.com/en/	A network through which women are committed to take personal and professional action to fight against the effects of climate change.
United Nations Population Fund (UNFPA) – Gender Equality http://www.unfpa.org/gender/	Advocates for legal and policy reforms and gender-sensitive data collection to promote gender equality and improve women's health.

UN/ISDR Global Network of Civil Society Organizations for Disaster Reduction http://www.unisdr.org/eng/partner-netw/ngos/rd-ngo-eng.htm	UNISDR and UNDP's Special Unit for South-South Cooperation set up a Global Network of NGOs for DRR in order to support local-level implementation of the Hyogo Framework for Action through building the resilience of local communities to disaster.
Women's Environment and Development Organization (WEDO) http://www.wedo.org/	Provides many articles and much information on the themes of gender, development and global policies. Also contains information on themes related to climate change and gender.
Women in Europe for a Common Future (WECF) http://www.wecf.de/	Makes great efforts to achieve a healthy environment for all. It uses women's potential to conserve the environment, health and the economy. WECF's activities are based on its members, men as well as women, and their individual views and necessities. Therefore, it implements local solutions and influences international policies.
Women's Environmental Network www.wen.org.uk	Seeks to educate, empower and inform women and men who are concerned about the environment. It also organizes, from the perspective of women, campaigns on the environment and health.

ANNEX C: GLOSSARY OF KEY TERMS AND CONCEPTS

UNDP, 2007c

Accountability	Responsibility of an entity for its actions. In terms of human rights, accountability refers to whether a state, person or other entity can be held responsible, legally or otherwise, for the protection, promotion and fulfilment of human rights and/or for the violation of such rights. In general, only states can be held accountable in international law for human rights protection and/or violation. However, in recent years, there has been a movement toward holding non-state actors accountable for human rights protection and/or violation, especially through non-legal mechanisms.
Advocacy	The act of pleading for, supporting, or recommending a cause or course of action.
Affirmative Action	A practical policy to increase the diversity of an organization through human resources initiatives such as quotas for hiring women, people of colour, and people with disabilities.
Beijing Declaration/ Platform for Action 1995	Represented an international agenda for achieving women's rights and empowerment. The Beijing Declaration was a statement of commitment by the 189 participant governments that the status of women had to be improved by removing obstacles to education, health and social services. These governments recognized that efforts to improve women's participation in decision-making roles and the further participation of women in economic, social, cultural and political spheres must coincide with action to deal with problems of violence against women, reproductive control, and poverty. The Platform for Action laid out specific directives for governments, international organizations, national organizations and institutions to achieve the commitments of the Beijing Declaration.
The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)	An international treaty that lists the human rights of women. It is commonly referred to as the 'Women's Convention' or 'CEDAW'. CEDAW was adopted by the United Nations General Assembly in 1979 and entered into force in 1981. As of May 2003, 173 countries had signed CEDAW, though many have broad reservations about it. CEDAW contains guarantees of equality and freedom from discrimination by the state and by private actors in all areas of public and private life. It requires equality in civil and political rights and in the enjoyment of economic, social, and cultural rights. CEDAW covers direct as well as indirect discrimination. Under CEDAW, state parties assume different obligations with respect to the elimination of discrimination in a number of fields. A number of provisions in CEDAW require immediate steps to be taken to guarantee equality, while other provisions are more programmatic, under which state parties must take 'all appropriate measures' or 'all necessary measures' to eliminate particular forms of discrimination.
Decent work	Productive work that generates adequate income and ensures adequate social and legal protection. The primary goal of the ILO is to promote the opportunity for women and men to obtain decent and productive work (in the formal and informal sectors alike), in conditions of freedom, equity, security and human dignity.
Disaggregation by sex	Data or statistics that are collected and presented by sex to show the respective results for women and men separately. The phrase 'gender disaggregation' is sometimes used to refer to sex disaggregated data.

Discrimination	**Direct discrimination** occurs when a person is treated less favourably than another in a comparable situation, on grounds such as sex.
	Indirect discrimination occurs when an apparently neutral provision, criterion or practice would disadvantage people on grounds such as sex unless the practice is objectively justified by a legitimate aim and the means of achieving that aim are appropriate and necessary.
Empower	To enable someone to have legal power and authority. It also refers to people's efforts to form relationships between themselves and the world so that they may be better able to change the things that are causing them problems. This involves the creation of new ideas, new understanding and new knowledge. Education, for example, should be an empowering, active process.
Engendering	To make visible the different impact on or impact of women and men and their genders in a given context. Engendering also involves the recognition that the gender division of labour and its associated norms, values and ideologies about masculinity and femininity are defined by a complex of power relations that tend to accord women a lesser political voice, less social/cultural value and less access to and control over economic resources. These power relations of gender vary with historical and regional context and are cross-cut by other social relations of class, caste, ethnicity, or race within a given society.
Gender and Sex	Usually, sex is understood to refer to the biological difference between male and female bodies. Gender, on the other hand, refers to the sociological and cultural distinction between men and women. One's gender is therefore most often comprised of those roles and attributes that are not purely 'natural' or biologically determined, but are rather dictated by norms and traditions. Because gender is not biologically given, the attributes of both male and female gender can – and do – change over time and across cultures.
Gender Analysis: Also referred to as **gender-sensitive, gender-based** or **gender-aware analysis**	This is analysis that (a) makes visible any disparities between genders and (b) analyses these disparities according to established sociological (or other) theories about gender relations.
	Gender-sensitive analysis: This term reminds us that gender-related differences are not always obvious. We need particular sensitivity in order to make these real and potential differences visible to policy makers.
	Gender-based analysis: This term stresses that we are specifically looking for differences that are based on gender.
	Gender-aware analysis: This term reminds us that, although gender differences often exist, traditional research and analysis do not always make us aware of these differences. We require a specific gender perspective in order to create this awareness. Each of these terms emphasizes a different aspect of gender analysis, but they are often used interchangeably.
Gender balance	The ratio of women to men in any given situation. Gender balance is achieved when there are approximately equal numbers of men and women present or participating. This is sometimes also referred to as **gender parity.**
Gender-based violence	Violence against women is any act of gender-based violence that results in physical, sexual, psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether in public or private life.

Gender-blindness	Ignorance of the different socially determined roles, responsibilities and capabilities of men and women. Gender-blind policies are based on information derived from men's activities and/or assume that those affected by the policy have the same needs and interests as males.
Gender budgeting	A variety of processes and tools that attempt to assess the impact of government budgets, mainly at the national level, on different groups of men and women, through recognizing the ways in which gender relations underpin society and the economy. Gender or women's budget initiatives are not separate budgets for women. They include analysis of budgets and recognition of the effects of gender-based policy and are also commonly referred to as Gender-Responsive Budgeting or Gender-Sensitive Budgeting.
Gender Disparities	Differences between men and women in respect to their status, situation, rights, responsibilities, or other attributes. Also known as 'inequality of outcome', disparities are not always the result of gender discrimination (e.g., women's ability to bear children), but, in most cases, seemingly 'natural' disparities are often the result of direct or indirect discrimination.
Gender/Sexual Division of Labour	Learned behaviour in a given society or community that largely determines the division of labour in the productive systems by prejudicing perceptions about which activities, tasks and responsibilities are 'male' and 'female'.
Gender Equality	Equality exists when men and women are attributed equal social value, equal rights and equal responsibilities and have equal access to the means (resources, opportunities) to exercise them.
De jure equality	Equality under the law. Sometimes called 'formal equality' or 'paper governance'.
De facto equality	Equality in practice.
Gender Equity	The process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent men and women from operating on a level playing field. Equity leads to equality.
Gender Impact Assessment	Examining policy proposals to see whether they will affect women and men differently, with a view to adapting these proposals to neutralizing any discriminatory effects and promoting gender equality.
Gender-neutral	Gender-neutral policies are not specifically aimed at either men or women and are assumed to affect both sexes equally. However, they may actually be gender-blind.
Gender Perspective or Gender Lens	Using a 'gender perspective' entails approaching or examining an issue, paying partic- ular attention to the potentially different ways in which men and women are or might be affected. This is also called using or looking through a 'gender lens'. In a sense, it is exactly that: a filter or a lens that specifically highlights real or potential differences between men and women.
Gender Relations	The social relationships and power distribution between men and women in both the private (personal) and public spheres.

Gender Roles	The roles assigned to men and women, respectively, according to cultural norms and traditions. Most often, gender roles are not based on biological or physical imperatives, but rather result from stereotypes and presumptions about what men and women can and should do. Gender roles become problematic when a society assigns greater value to the roles of one gender – usually of men.
Gender Stereotypes	Arise from (often outdated) presumptions about the roles, abilities and attributes of men and women. While, in some specific situations, such stereotypes can be found to have a basis in reality, stereotypes become problematic when they are then assumed to apply to all men or all women. This can lead to both material and psychological barriers that prevent men and women from making choices and fully enjoying their rights.
Reproductive Health	A state of complete physical, mental and social well-being, not merely the absence of disease or infirmity, in all matters relating to the reproductive system and to its functions and processes. Reproductive health therefore implies that people are able to have a satisfying and safe sex life and that they have the capability to reproduce and the freedom to decide if, when, and how often to do so.
Reproductive Labour	Most often, domestic work or other caring work (often done by women) that is performed without pay or the expectation of pay and not calculated as part of the gross domestic product. It involves the maintenance of social and family structures upon which productive labour depends. It is also referred to as 'social reproduction'.
Sexual Harassment	Unwanted sexual attention that intrudes on a person's dignity. This includes requests for sexual favours, unwelcome or demeaning remarks, or touching. It is a form of discrimination and an abuse of power.
Socialization	The teaching of people to accept and perform the roles and functions that society has given them. From birth, men and women are socialized into accepting different gender roles. In most societies, the establishment of different roles and expectations for men and women is a key feature of socialization.
Violence against women	Any act of Gender-Based Violence (GBV) that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion, or arbitrary deprivation of liberty, whether in public or in private. Violence against women shall be understood to encompass, but not be limited to, the following: ■ Physical, sexual, and psychological violence occurring in the family, including battery, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence, and violence related to exploitation ■ Physical, sexual, and psychological violence within the general community, including rape, sexual abuse, sexual harassment and intimidation (at work, in educational institutions, and elsewhere), trafficking in women, and forced prostitution ■ Physical, sexual, and psychological violence perpetrated or condoned by the state, wherever it occurs.
Women's Empowerment	A 'bottom-up' process of transforming gender power relations by the developing individuals' or groups' awareness of women's subordination and building their capacity to challenge it.