

# INFORMATION BRIEF

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## INCORPORATING GENDER-SENSITIVE CONSIDERATIONS INTO LOW-EMISSION DEVELOPMENT PLANNING & IMPLEMENTATION

There is a direct relationship between gender equality, women's empowerment and climate change. On the one hand, women are disproportionately vulnerable to the effects of climate change, which can, in turn, exacerbate existing gender disparities. (About two-thirds of the world's population living in poverty are women, which highlights their vulnerability<sup>1</sup>.) On the other hand, it is well-known that women have unique knowledge and skills and can play an important role in supporting households and communities to mitigate and adapt to climate change that can help make the response to climate change more effective and sustainable. However, much remains to be done in terms of improving gender equality and women's empowerment in efforts to address climate change.

Just as climate change affects women and men in different ways, their respective contributions and impacts should be taken into consideration when designing mitigation actions. In this context, the focus on sustainable development co-benefits for Nationally Appropriate Mitigation Actions (NAMAs) and Low Emission Development Strategies (LEDS) provides an important opportunity and entry point to empower women and acknowledge their social and socio-economic contributions, making the relations between men and women equal.

This Information Brief has been developed to highlight how gender-sensitive considerations can be better incorporated into national projects being implemented under the UNDP Low Emission Capacity Building (LECB) Programme, with funding from the European Commission and the governments of Germany and Australia. The Programme is assisting 25 countries to build the public and private sector capacities needed to scale up country-driven climate-change mitigation actions through design support in five work areas: GHG national inventory systems; Low Emission Development Strategies (LEDS); Nationally Appropriate Mitigation Actions (NAMAs); Measuring, Reporting and Verification (MRV) systems; and engagement of the private sector.

### FIVE KEY STEPS TO INCORPORATE GENDER

1. Establish a baseline through gender analysis
2. Mobilise gender expertise and create partnerships
3. Ensure the effective participation of women
4. Ensure a gender-sensitive strategy
5. Monitor and report on gender mainstreaming

*Source: Guidance Note on Gender Sensitive REDD+, UN-REDD Programme, Nov. 2013*

<sup>1</sup> Climate Change and Gender: economic empowerment of women through climate change mitigation and adaptation? (GTZ, 2010). <http://www.oecd.org/social/gender-development/46975138.pdf>

Specifically, the Information Brief proposes two ways to include gender in LECB Programme work:

1. As part of institutional arrangements for project implementation, including partnerships and monitoring and reporting efforts:
  - Ensure that gender experts and women are well-represented within project institutional arrangements (e.g. as part of the National Project Steering Committee, Technical Steering Committee, Project Management Unit, or as participants in national capacity building workshops) as a way to engage women and civil society and ensure their concerns are voiced and their capacities are built to allow for a more equitable contribution of either sex.
  - Ensure that gender considerations are integrated into project indicators, goals and targets and that relevant sex-disaggregated data is collected in order to assess the effectiveness of gender mainstreaming.
  
2. Through active participation in substantive work areas to design more effective mitigation actions and strategies:
  - Apply gender analysis to identify how to ensure the most effective and active participation of women in the design (and future implementation) of mitigation actions and strategies, such as NAMAs and LEDS.

This **Information Brief** includes references to key websites. A more detailed list of resources can be found in the accompanying **Toolkit**.



*The Grameen Shakti (GS) Solar Programme has installed solar home systems in well over a million homes in rural Bangladesh. One success factor has been the training of women technicians through Grameen Technology Centers to decentralize GS's production, marketing, repair and maintenance services.*

## **Gender entry point #1: Institutional arrangements of project implementation**

To steer and coordinate LECB project work at the national level, participating countries have proposed using existing national institutional structures and/or new steering committees. As these institutional arrangements provide an important entry point to ensure representation of women and civil society, it is recommended to explicitly include gender in the statutes, regulations, and composition tools of the various institutions, e.g., through the use of specific quotas, such as minimum 30% female representation. As under-represented groups are often not familiar with technical issues, training prior to participation in these processes is recommended to ensure that individuals can actively participate.

The most common institutional arrangements for LECB projects are described below:

### LECB National Steering Committee:

It is recommended to have representatives from civil society, women's groups, and from the Ministry of Gender, Labour and Social Development (or equivalent) on the Steering Committee to give guidance on relevant national initiatives that could be linked to LECB activities, as well as to provide experiences and best practices on mainstreaming gender concerns and those of other vulnerable communities. As noted above, having a quota of at least 30% female representation is recommended.

### LECB Technical Committee(s):

It is recommended that the Technical Committees, whether national in scope or thematic, comprise a broad range of relevant ministries and agencies including institutions, academia (e.g. Department of Women and Gender Studies) or NGOs with a particular focus on gender issues to provide input, diversity of opinion and a gender perspective to the project activities and outputs. As noted above, having a quota of at least 30% female representation is recommended.

### Project Management Unit (PMU):

It is proposed that the PMU incorporate a gender monitoring and evaluation (M&E) component within the overall project monitoring framework to ensure timely identification of gender gaps and needs, as well as to track progress in responding to these gender considerations during project implementation. In this context, it is recommended to consult with gender experts on the identification of both "gender sensitive" indicators – that recognise and account for gender differences -- as well as „gender blind“ indicators – those that ignore important gender considerations and, as such often hide inequalities and inequities (UN-REDD, 2013).

### National NAMA committee:

While the LECB project is not responsible for establishing a national NAMA committee/decision-making authority, the LECB PMU can raise awareness on the important need for a diversity of voices on such a committee as a best practice for ensuring that a full range of NAMA implementation barriers are captured.

Finally, national stakeholder engagement and capacity building workshops provide a useful opportunity to discuss cross-cutting issues, including gender, and how such considerations are vital to the roll-out of successful NAMAs and LEDS. It is therefore encouraged to invite key actors from gender, governance, and poverty to LECB workshops to advise on integrating key concerns into climate change strategies and decision-making. Given that such stakeholders might be less exposed to technical climate change issues, it is useful to provide background documents well in advance so that such representatives can actively participate. Look also to identify women's networks within the country for strategic partnerships and to identify opportunities to incorporate local knowledge that strengthens the role of women.



## **Gender entry point #2: Active participation in substantive work areas to design mitigation actions and strategies**

Under the LECB programme, countries are participating in a range of national activities to build capacities for low-emission development. However, some LECB work areas offer greater opportunities for gender considerations and should be prioritised. The five main work areas of the LECB programme are now considered in more detail:

### **1. Robust national systems established for preparation of greenhouse gas (GHG) emission inventories**

A national GHG inventory quantifies GHG emission sources and sinks for agriculture, land-use change and forestry, energy, industrial processes, and waste using internationally agreed methodologies. A national inventory system incorporates all the institutional and legal arrangements and procedures that result in a more sustainable, periodic and transparent collection of GHG emissions data. Thus, gender considerations emerge indirectly under this work area. Firstly, improved GHG inventories allow for better projection of GHG emission trends that can identify mitigation options that have positive impacts for women as well as the need for additional studies and research in the field of resource use. Secondly, an increase in the number of trained female GHG inventory/mitigation experts could be encouraged as part of longer-term improvements.

### **2. Nationally Appropriate Mitigation Actions (NAMAs) formulated within context of national development priorities**

NAMAs are voluntary actions taken by developing countries to reduce GHG emissions to levels below those of “business as usual” that are aligned with sustainable development priorities, including any existing Low Emission Development Strategy (LEDS). In most countries, the potential “co-benefits” of the NAMA (e.g., poverty reduction, job creation, energy access) are more important than the GHG reductions for engaging policymakers and also provide an ideal entry point for integrating gender-sensitive concerns.

One approach for identifying gender considerations is to take a broader process-related, enterprise-wide, or value chain approach, i.e., understand which emission-relevant activities along the causal chain are primarily carried out/paid for by either sex, and assess their impact and connection to each gender in this context, as well as in the broader context of GHG emission reductions. For example, biomass use is a key source of GHG emissions in Africa and parts of Asia, and therefore sustainable charcoal initiatives are a priority. Analysing the whole value chain using a gender-sensitive perspective can create a more nuanced response to addressing barriers to success of such a NAMA – for instance, a UNDP feasibility study on a sustainable charcoal NAMA in

There is a strong role for women to play in addressing climate change mitigation, particularly in the sectors of energy, forestry, agriculture and land use, and waste. Nonetheless, it is well recognised that men and women often have different priorities, roles, and opportunities within these sectors – and mitigation strategies and actions must take such gender differences into account in order to succeed.

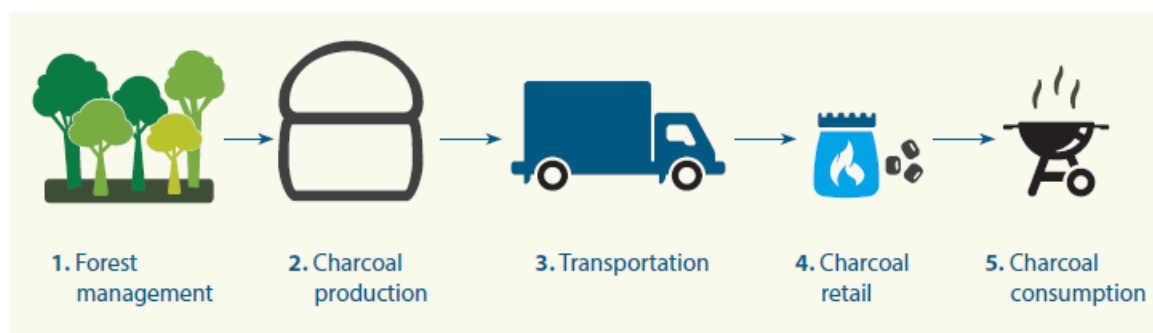
For example, providing energy for the household is usually a women’s job and energy-inefficient biomass is the fuel of choice in some regions of the world (for many reasons, including cost and culture). Introducing special cook stoves can reduce GHG emissions while increasing productivity, because less fuel wood needs to be collected, and provide health benefits because there is less indoor smoke. In Asia and Latin America, where new jobs are being created in the off-grid renewable energy sector, considering women for new economic opportunities can create greater financial empowerment.

In terms of agriculture and land use, women can be provided with agro-forestry opportunities (e.g., plant trees that capture, or sequester, carbon but also produce a crop for sale), trained in forest preservation and/or sustainable agriculture practices, and contribute to systems that capture methane from agricultural and livestock waste for cooking and lighting.

The introduction of more energy-efficient buildings and technologies and improved public transport services can also be used to create more opportunities for women – from training in green jobs skills to increased access to new business opportunities.

Uganda<sup>2</sup> found that under the current system (Figure 1), charcoal producers have access to private lands where they produce charcoal to sell to intermediaries/wholesalers who use transporters to ferry charcoal to urban centres where wholesalers then sell on to retailers (ranging from individual shop owners to large stores) before reaching homes. Analysing the sustainable charcoal NAMA value chain from a gender perspective would improve understanding of a range of implications including: Who owns the private lands (e.g., Clans or individuals? Men, women or both?), who produces the charcoal? (typically it is poor, young men who earn between 5 to 10% of total revenue along the chain), how will an improved value chain redistribute revenues? (away from typically male wholesalers who often have a strong political voice), how to incentivise consumers (typically women) to purchase sustainable charcoal?, and what opportunities exist for creating more jobs – especially for women – as business owners, marketers, manufacturers, etc?

**Figure 1: Charcoal value chain**



Source: Authors.

Other entry points during NAMA design include:

- Include women's groups in defining both NAMA co-benefits and also potential barriers to implementation of proposed NAMAs, thereby contributing to a diversity of opinion and comprehensiveness of the underlying NAMA analysis.
- Incorporate gender indicators and disaggregate relevant data and financial expenditures that demonstrate gender-sensitive sustainable development achievements and co-benefits. Involve women's representatives (from government, NGOs or academia) and gender experts to help identify appropriate indicators.
- Promote mitigation measures that can empower men and women alike in terms of education opportunities, income opportunities, and other benefits. It has been demonstrated that women's economic participation and their ownership and control over productive assets (not just through micro-credits) speeds up development, helps overcome poverty and reduce inequalities, and improves children's nutrition, health, and school attendance<sup>3</sup>. Women also usually invest a higher proportion of their earnings in their families and communities than men.

<sup>2</sup> UNDP (2012): Nationally Appropriate Mitigation Action Study on Sustainable Charcoal in Uganda. [http://www.mdgcarbon.org/downloads/CharcoalNAMASTudy\\_9Jan2013.pdf](http://www.mdgcarbon.org/downloads/CharcoalNAMASTudy_9Jan2013.pdf)

<sup>3</sup> OECD (2010): Investing in Women and Girls. <http://www.oecd.org/dac/gender-development/45704694.pdf>

### 3. Low-Emission Development Strategies (LEDS) formulated within context of national development priorities

A LEDS describes the actions, policies, and programmes that will deliver a low-carbon (and climate-resilient) pathway that is fully aligned with a country's short- and long-term national development goals and encourage the pursuit of social, gender equality and women's empowerment, and economic objectives through more sustainable development paths<sup>4</sup>. As a LEDS is cross-sectoral by nature, and typically driven by a broad, participatory process, there is again a range of entry points for gender considerations, such as:

- Include women's groups and gender experts in defining the LEDS, thereby contributing to a diversity of opinion and ensuring there is full consideration of how the LEDS can help the achievement of poverty reduction, gender equality and women's empowerment, and national sustainable development goals.
- Ensure Gender Equality Strategies/Policies or other relevant documentation are included in literature reviewed as part of the scoping for LEDS, in order to respond to issues such as:
  - *Can the LEDS overcome legal distinctions between sexes?* A World Bank study indicates that 103 out of 141 countries have legal distinctions between sexes that likely hinder women's economic opportunities<sup>5</sup>
  - *Ownership versus control over assets:* How are identified mitigation options impacted by issues of ownership and access to and/or control of goods and services (e.g., land, finance, credit, equipment, etc)?
  - *Social pressure/customs:* What are the implications of traditional mentality or perception of gender roles with respect to identified mitigation options? How can these be overcome?
  - *What issues are prioritised and solutions identified?* Will men and women be affected differently? Will their different roles, priorities, and capacities be taken into account? Will men and women have equal opportunity to participate in the LEDS implementation (e.g., through equal access to climate finance and new business opportunities)?
- Ensure the LEDS creates a policy environment that enhances equal economic opportunities for women. The Women's Green Business Initiative recommends removing legal, administrative, and financial constraints on women's economic advancement and providing incentives for green jobs for women, through the use of gender-based job segmentation, carefully designed quota systems, and anti-discrimination laws.

See Annex 1 for possible screening questions that could be tailored to the LEDS design process.

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<sup>4</sup> UNDP (2011): Preparing Low-Emission Climate-Resilient Development Strategies - Executive Summary. <http://www.undp.org/content/dam/undp/library/Environment%20and%20Energy/Climate%20Strategies/UNDP-LECRDS-Guidebook-v17-web.pdf>

<sup>5</sup> GGCA/UNDP (2012). Policy Brief 1: Overview of Linkages between Gender and Climate Change. [http://www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/PB1\\_Africa\\_Overview-Gender-Climate-Change.pdf](http://www.undp.org/content/dam/undp/library/gender/Gender%20and%20Environment/PB1_Africa_Overview-Gender-Climate-Change.pdf)

4. Measuring, Reporting, and Verification (MRV) systems have been designed to support the implementation and evaluation of NAMAs and LEDS

MRV is a central component of NAMAs and LEDS and was agreed within the UNFCCC negotiations as a way to increase the “transparency of mitigation efforts made by the developing countries as well as build mutual confidence among all countries.”<sup>6</sup> Beyond international obligations, a well-designed MRV system can track overall performance and demonstrate that the proposed actions have taken place and that measurable GHG emissions reductions and other benefits have been achieved. Any NAMA or LEDS that can contribute to gender equality and women’s empowerment, either directly or indirectly, should include either quantitative or qualitative indicators to assess the contribution to gender equality and women’s empowerment. For examples of such indicators, see [Annex 2](#).

5. Mitigation action plans in selected industries have been established, along with associated MRV systems:

Under the LECB Programme, the technical support provided to industries (including petrochemicals, steel, fertilizer production, cement, and manufacturing) is focused more upon making the business case for companies to reduce GHG emissions through mitigation action plans. Thus, gender-sensitive considerations emerge somewhat indirectly under this work area.

Possible interventions include:

- Encourage increased numbers of trained female staff as an outcome of mitigation action plans to achieve women’s empowerment. Across Latin America and the Caribbean, UNDP sponsors a certification programme that encourages public and private companies to boost gender equality in workplaces: 1,700 firms in 12 countries have qualified by meeting programme standards on hiring and workplace practices.
- Raise awareness of the role of women to better equip companies to address consumer market shifts According to the Global Business Certification Standard for Gender Equality, women constitute the largest emerging consumer market and have specific buying patterns and preferences. For example, a 2007 study showed that businesses in the banking and finance sector saw an almost immediate increase in sales when taking into account the gender differences of their customers and tailoring their marketing specifically toward women.
- Include trainings/raise awareness on the socio-economic implications of reducing GHG emissions and how men and women can be differently impacted.

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<sup>6</sup> UNFCCC (2011). FCC/CP/2011/Decision -/CP.17 Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention. United Nations Framework Convention on Climate Change. Bonn, 2011.

## CASE STUDY: BHUTAN – INTEGRATING GENDER INTO LEDS AND NAMAS

In 2012, Bhutan launched its Carbon Neutral Strategy (CNS) as a follow-up to the carbon neutral commitments pledged by the government during the Copenhagen UNFCCC-COP15 meeting in 2009. With the support of the UNDP LECB Programme, the government is now undertaking the design of NAMAs and LEDS in the sectors of transport, waste, and industry.

Gender disparities in Bhutan are considered low. Many attribute this to the country's matriarchal tradition, which gives equal status to women and men in the eyes of the law. Thus, LECB stakeholders in Bhutan had not initially considered assessing GHG emissions reductions through a gender lens and were skeptical when UNDP Bhutan proposed the idea. However, this initial skepticism gave way to solid action as LECB stakeholders received training to apply a rapid gender needs assessment and identified numerous gender issues in the transport, housing and waste sectors. For example, the landmark *Bhutan Transport 2040 Integrated Strategic Vision* includes an impressive range of options for NAMAs and LEDS – such as switching over to electronic public transport and policies to discourage private cars – but as a result of the gender training, the Vision was recognised as “gender blind”.

The rapid gender needs assessment identified a number of entry points and key needs to address gender concerns and speed up progress towards national climate goals as part of the NAMA and LEDS development process. These included ensuring women's participation at all levels of the project's management and implementation by setting a target to ensure that 30% of the participants in its trainings, seminars, workshops, and management forums are female. This new target could provide valuable opportunities for disadvantaged women involved in the prioritised sectors. For example, in the waste sector, a number of the pickers employed by the municipalities are female and many more of them now stand to gain new skills and knowledge. To learn more click [here](#).

## KEY RESOURCES

There is a large body of information available on the nexus between gender and climate change. Some of the most useful websites are listed below. Please also see the accompanying **Toolkit** to this Information Brief, that can be found at: <http://www.lowemissiondevelopment.org/knowledge-center>, for specific reading recommendations and training tools.

- **UNDP:** <http://www.undp.org/content/undp/en/home/ourwork/womenempowerment/overview.html>
- **Global Gender and Climate Alliance:** <http://www.gender-climate.org/>
- **Women's Environment & Development Organisation:** <http://www.wedo.org/>
- **UN Women:** <http://www.unwomen.org/en/what-we-do/economic-empowerment/sustainable-development-and-climate-change>

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## ANNEX 1: Potential Screening Questions for Gender Mainstreaming in the LEDS process<sup>7</sup>

### A. Alliances and partnerships

- Are positive relationships established with key national actors for gender equality (e.g. women's groups, NGOs, academia, government counterparts)? What are the outcomes/current engagement levels of these alliances?
- How well-represented are gender experts and women's groups on the various working groups established for designing the LEDS (e.g., technical, policy and cross-cutting)?

### B. Current capacities/understanding on gender mainstreaming, equality and women's empowerment

- Do all core LEDS team members have an understanding of gender mainstreaming? Have they received any training?
- Do core LEDS team members support the gender equality agenda (e.g. gender integration in programmes, gender parity goals, affirmative actions, and women's leadership)? Are they able to act as gender advocates (address situations of discrimination; resolve conflicts through dialogue without compromising principles of equality)?

### C. Enabling policy framework

- Do Gender Equality Strategies/Policies or other relevant documentation/legislation exist at the national level? Have they been included in literature reviewed as part of the scoping for the LEDS? Are all core LEDS team members aware of these strategies/policies?
- Are there clear guidelines regarding integration of gender into national/corporate strategies? Have examples of best practices been compiled and shared? Are guidelines on workplace diversity consistently applied?

### D. LEDS design

- Does the LEDS respond to national needs on gender equality? Does it address barriers to gender equality and women's empowerment?
- To what extent, and how effectively, have gender equality concerns been integrated into the mitigation initiatives emerging from the LEDS design? What is the anticipated impact of these mitigation initiatives on gender equality and women's empowerment?
- Are there any targeted interventions for women's empowerment? What is their anticipated impact?
- Are the targeted interventions recognised by key interlocutors (NGOs and civil society organisations, women's movements and other social movements) as useful?
- How will impact on gender equality and women's empowerment be measured? Have women's groups and/or gender experts participated in the design of indicators to measure progress and impact (either quantitatively or qualitatively)?

### E. Financial resources

- Have resources for targeted interventions for women's empowerment been earmarked in the budget? What proportion of total resources is being invested in gender equality?

### F. Factors facilitating synergy

- Participatory processes during LEDS design, involving cross-disciplinary teams.
- Open and transparent systems of decision-making and planning.
- Systematic documentation and codification of best practice.
- Effective information-sharing and knowledge management.

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<sup>7</sup> Adapted from: The UNDP Gender Equality Seal. Quality Certification to accelerate gender mainstreaming to mainstreaming. Draft Concept Note.

## **Annex 2: Gender Equity Indicators**

IUCN, in collaboration with USAID and Chemonics, prepared a fact sheet on gender indicators (<http://www.mtnforum.org/sites/default/files/publication/files/5354.pdf>) that explains how such indicators can be used to assess aspects of gender (in)equality in order to:

- Measure conditions or situations that affect men and women differently;
- Signal changes in power relations between women and men over time;
- Determine access, use and control of resources and distribution of costs and benefits;
- Point out changes in living conditions and in the roles of women and men over time;
- Provide important inputs for planning, implementation, and evaluation of projects and programmes.

Examples of such indicators include:

### **Energy**

- Reduction in the amount of time or money spent by women and men to obtain energy supplies (fuelwood, charcoal).
- Increased number of girls attending school.
- Amount of time spent by women on rest, relaxation and learning activities.
- Number/percentage of women and men adopting energy-saving technologies.
- Number/percentage of women and men involved in energy-related employment and training.
- Number/percentage of women and men involved in energy policy dialogue.
- Reductions in the number/percentage of women and children visiting clinics for respiratory or eye conditions.
- Number/percentage of women trained to use alternative technologies.

### **Forestry**

- Increased number of women that benefit from natural resource concessions.
- Female ownership or co-ownership of equipment and tools for production, processing, commercialization and other services associated with natural resources.
- Increased female participation in project management training programs related to productive and conservation activities.
- Perception of women and men who consider that the operating plan of co-management responds to their needs and interests.
- Number of forest management plans with gender-sensitive activities (e.g., non-timber forest products, medicinal plants, wildcrafting).

### **Urban**

- Numbers of households headed by men, women, or couples connected to sewer systems and potable water systems.
- Number/percentage of female-headed households receiving housing-related loans.
- Number of women trained in house construction-related skills.
- Increased number of women with voice and voting rights in community consultation process for urban planning.
- Number/percentage of women in municipal institutions with environmental decision-making authority.