



LOW EMISSION
CAPACITY BUILDING
PROGRAMME



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Environment, Nature Conservation
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Gender Capacity Needs Assessment

Bhutan Low Emission Capacity Building Project (LECB)

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Abbreviations

ADB	Asian Development Bank
AusAID	Australian Assistance for International Development
AWP	Annual Work Plan
BAP	Bali Action Plan (<i>COP13 decision</i>)
BMU	German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety
BPCL	Bhutan Post Corporation Limited
CCAFS	Climate Change, Agriculture and Food Security
CIDA	Canadian International Development Assistance
CO ₂	Carbon dioxide
COP(s)	Conference of Parties
DHS	Department of Human Settlement
DoI	Department of Industry
DoR	Department of Roads
DRC	Department of Revenue and Customs
DRE	Department of Renewable Energy
EC	European Commission
ECBCS	Energy Conservation Building Codes and Standards
ECP	Environment, Climate Change and Poverty
EDP	Economic Development Policy
EEDMU	Energy, Environment and Disaster Management Unit (<i>UNDP Bhutan</i>)
EU	Environment Unit
FYP	Five Year Plan
GAP(s)	Gender Action Plan
GCF	Green Climate Fund
Gg	Giga grams
GGCA	Global Gender and Climate Alliance
GHG(s)	Greenhouse Gas(es)
HRD	Human Resources Development
ICT	Information and Communication Technology
INC	Initial National Communication
IPCC	Intergovernmental Panel on Climate Change
ISWM	Integrated Solid Waste Management
ITS	Intelligent Transport Service
IUCN	International Union for Conservation of Nature
LDC	Least Developed Country
LECB	Low Emission Capacity Building
LCDS	Low-Carbon Development Strategies and Plans
LECRDS	Low Emission Climate Resilient Development Strategy
LED/S	Low Emission Development / Strategy
LPG	Liquified Petroleum Gas
LUCF	Land-Use Change and Forestry
MDG(s)	Millennium Development Goal(s)
MoEA	Ministry of Economic Affairs

MoF	Ministry of Finance
MoIC	Ministry of Information and Communication
MoLHR	Ministry of Labor and Human Resources
MoWHS	Ministry of Works and Human Settlement
MRV	Monitoring, Reviewing and Verification
MSTCCC	Multi Sectoral Technical Committee on Climate Change
MSW	Municipal Solid Waste
NAMAs	Nationally Appropriate Mitigation Actions
NCWC	National Commission for Women and Children
NES	National Environment Strategy
NFI	National Forest Inventory
NHDCL	National Housing Development Corporation Limited
NHDR	National Human Development Report
NLFS	National Labour Force Survey
NPAG	National Plan of Action for Gender
NWF	National Work Force
PHCB	Population and Housing Census of Bhutan
PMB	Project Management Board (LECB)
PPP	Public Private Partnership
RBP	Royal Bhutan Police
RCSC	Royal Civil Service Commission
RGoB	Royal Government of Bhutan
RSPN	Royal Society for Protection of Nature
RSTA	Road Safety and Transport Authority
SLF	Sanitary Land Fill
SNC	Second National Communication
TCC	Thimphu City Corporation
TNC	Third National Communication
ToR(s)	Terms of Reference
TWG	Thematic Working Groups
UNCTAD	UN Conference on Trade and Development
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
VTI	Vocational Training Institute
WB	World Bank
WEC	World Energy Council

1 Introduction

The consideration of gender issues in climate change negotiations began from the Sixth Conference of Parties (COP6) of the United Nations Framework Convention on Climate Change (UNFCCC) in The Hague, Netherlands in November 2000 with a female youth representative calling for gender consideration in the climate talks¹. Typically, it is those under poverty that bear the brunt of climate change because they depend heavily upon natural resources and lack capacities to adapt to climate change impacts. “About two-thirds of the world’s population living in poverty are women”².

The United Nations Development Programme (UNDP) urges national governments to mainstream climate change in respective national policies, plans and programmes because the risk of adverse impacts of climate change has the potential to reverse or undo much of the development gains achieved under the Millennium Development Goals (MDGs)³. UNDP also urges gender mainstreaming in climate change programmes because climate change is expected to impact men and women differently. One of the pressing challenges in addressing the gender dimensions of climate change in developing countries is the need for greater national expertise on gender and climate change and on broader issues of sustainable development. Without adequate capacity at all levels, it is challenging to mainstream gender into climate change and national policies and programmes. Especially for developing countries, capacity development is a must to be able to address climate change impacts in a gender disaggregated manner.

The decisions of successive UNFCCC COPs after COP6 on capacity building issues encouraged wider participation of stakeholders and stressed crucial participation of women and women’s organizations. In concurrence to Article 4(5) of the Convention, the COPs insistently requested

¹ Wamukonya, N (UNEP) & Skutsch, M (University of Twente), 2002. *Is there a Gender Angle to the Climate Change Negotiations?*, Roskilde, Denmark and Enschede, Netherlands.

² UNDP, 2013. *Low Emission Capacity Building Programme. (Draft) Guidance note on incorporating gender considerations into Low-Emission Development Planning.*

³ UNDP-GGCA, 2012. *Overview of Linkages between Gender and Climate Change. Capacity building series, Africa, Training module 1: Overview of linkages between gender and climate change.*

developed countries and international agencies to support capacity building in implementation of climate change activities in developing countries⁴.

The UNDP in collaboration with the European Commission (EC), the German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU), and the Australian Government (AusAID and the Department of Climate Change and Energy Efficiency) initiated a Low Emission Capacity Building (LECB) programme. Bhutan is one of the 25 beneficiary countries.

Gender mainstreaming at a project level means that projects are designed to ensure that both women and men are entitled to equally participate and benefit from a project. Sometimes, however, women may be more disadvantaged than men in similar circumstances. This may impact negatively on various dimensions of women's lives including education, health, economic opportunities and participation in management and decision-making processes. When this is the case, special provisions have to be made so that women can overcome the obstacles that have prevented them from participating and benefitting in the past.

As a follow-up of a regional Workshop on Gender Mainstreaming (GM) that took place in Chiang Mai in 2007 and in line with UNDP's overall strategy, the UNDP Country Office (CO) Bhutan initiated gender mainstreaming as a strategy for improved results in the energy and environment (E&E) portfolio, with focus on climate change-related projects. The process will build on lessons learned by the Cambodia CO during 2010-2011 through a gender mainstreaming initiative which was supported by UNDP APRC and the International Network on Gender and Sustainable Energy (ENERGIA). The process of integrating gender into climate change policies and programmes in Bhutan is being supported by the Global Gender and Climate Alliance (GGCA) and UNDP APRC.

As part of the above initiative, the LECB programme in Bhutan was selected as a candidate project to be gender-mainstreamed. Thus, the Gender Capacity Needs Rapid Assessment for the

⁴ UNDP, 2012. Low Emission Capacity Building Programme: A global initiative to support national climate change mitigation efforts, low emission development strategies and enhanced measuring, reporting and verification systems.

LECB Project Nationally Appropriate Mitigation Actions (NAMAs) and the Low Emission Development Strategy (LEDS) identified sectors has been initiated.

2 Rationale for mitigation commitment and sectors of NAMAs and LEDS

(Dedicated to capacity building of the new comers to climate change)

Emission of greenhouse gases from Bhutan is not significant and in fact it is negative when accounting forest sinks. Under the UNFCCC, developing countries like Bhutan are not under obligation to mitigate climate change. However, for Bhutan it is undesirable to not participate in climate mitigation actions since Bhutan is not spared of the ill-effects of climate change. The Intergovernmental Panel on Climate Change (IPCC) and other scientific researchers warn that landlocked countries with fragile mountain ecosystems like Bhutan are at high risk of climate induced disasters. As a LDC, the country has minimal capacity to adapt to the threats posed by climate change occurring from historical GHG emissions. But, for Bhutan there is an opportunity to take a proactive and lead role in moulding the future of climate negotiations. Under Article 4 of the UNFCCC, the principle commitment of the parties to the convention is “common but differentiated responsibilities”.

Understanding the principle earnestly it is a moral responsibility for all countries to cooperate in climate change mitigation efforts. In line with this realization, the Royal Government of Bhutan pledged to remain carbon neutral at COP15 in Copenhagen in 2009. As a follow up to this pledge, the government adopted its “Green” Economic Development Policy in 2010 and formulated a “National Strategy and Action Plan for Low Carbon Development” commonly referred to as “Carbon Neutral Strategy” in 2012. The strategy recommended development of NAMAs in the key sectors of energy intensive industry, crop production, livestock raising, municipal solid waste, road transport, residential sector and improvement of data on sequestration and data on carbon footprint. In formulating the LECB Programme, the national stakeholders decided to consider development of NAMAs for transport, housing (residential and institutional) and waste management sectors, and development of LEDs for the transport and industry sectors in as key deliverables of the LECB programme. These sectors were prioritized based on the recommendation of the previously mentioned documents and trends in emissions in these sectors as detailed in the SNC.

Since NAMAs, LEDS, & MRV are new concepts and approaches to addressing climate change mitigation emergin from the international UNFCCC process, adequate capacity building at the country level is required. Mainstreaming of gender into climate change is also driven by such international processes and with the absence of adequate capacity and information in both mitigation and gender issues within such sectors, a better understanding of such issues is required for the project managers.

However The

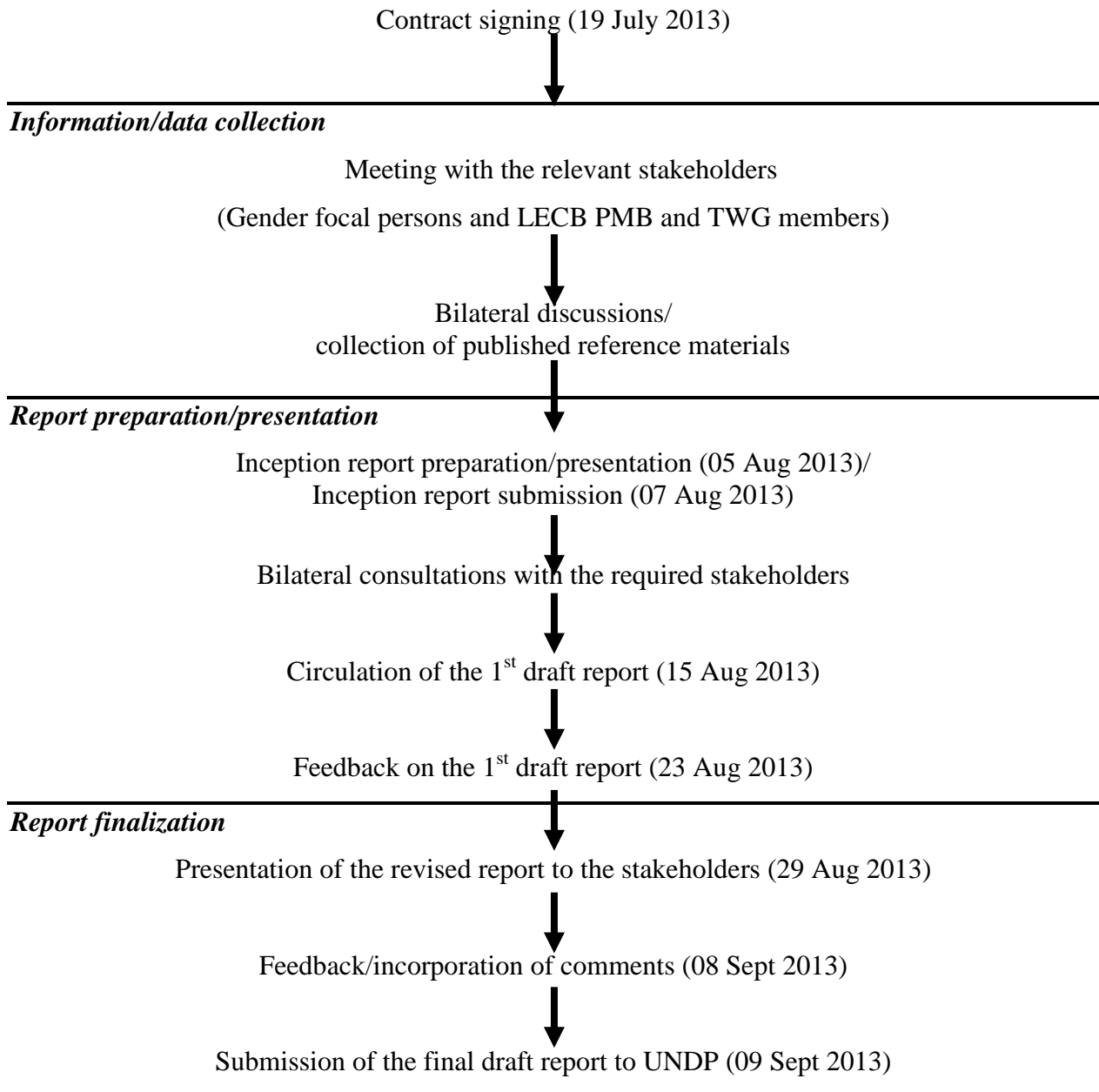
3 Scope of the capacity needs rapid assessment study

This rapid assessment will identify gender gaps and capacity needs of the institutional/individual LECB project stakeholders on gender mainstreaming in the identified NAMAs and LEDS sectors. The task also includes recommending practical entry points for effective gender mainstreaming of the identified NAMAs and LEDs in the LECB project.

4 Methodology

The study broadly follows the UNDP Capacity Assessment User Guide, 2008, Assessing & Developing Capacities for Implementing Gender Mainstreaming Strategies - Asia Pacific Gender & Capacity Development Team Collaborative Initiative, 2012, the *(Draft)* Guidance note on incorporating gender considerations into Low-Emission Development Planning for the Low Emission Capacity Building Programme and the MDF Netherlands Training & Consultancy modules, 2012. In conducting this assessment, steps as shown in figure 2 below have been followed.

Figure 2: Gender capacity needs rapid assessment process



5 Literature review

According to UNDP, capacity is “the ability of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner”⁵. Therefore, UNDP defines capacity development as a ‘process through which individuals, organizations and societies obtain, strengthen and maintain the capabilities to set and achieve their own development objectives over time’. In order to develop capacity effectively identification of what key capacities already exist and what additional capacities may be needed to reach these objectives has to be undertaken. “A capacity assessment is an analysis of desired capacities against existing capacities which generates an understanding of capacity assets and needs that informs the formulation of a capacity development response”⁶.

While climate change is an accepted challenge, it is also important to embrace it as a call for innovative policies, plans and programmes in promoting cleaner technologies to achieve emission reductions and sustainable development together⁷. The Royal Government of Bhutan formulated a “Framework to Mainstream Environment, Climate Change and Poverty (ECP) concerns into the Eleventh Five Year Plan (2013-2018)”, and a “National Strategy and Action Plan for Low Carbon Development” commonly referred to as “Carbon Neutral Strategy”. Through the National Environment Commission (NEC) the government is now preparing to update the National Environment Strategy (NES) – *The Middle Path* through a low emission climate resilient consideration⁸. Climate change mainly relates to Greenhouse Gas (GHG) emissions from energy production and consumption. It is therefore crucial to identify energy intensive and major GHG emission sectors to apply climate change mitigation options and correspondingly integrate capacity gaps for gender mainstreaming.

Mitigation of climate change construes to mean two actions; “Emissions Reduction” and “Low Emission Development (LED)”. The first action commonly referred to as “Emissions

⁵ UNDP, 2010. Capacity Development – Measuring Capacity. Capacity Development Group, Bureau for Development Policy, New York.

⁶ UNDP, 2008. Capacity Assessment Practice Note.

⁷ UNDP-GGCA, 2012. Gender and Energy - Climate Change Policy Brief 3. Africa.

⁸ UNDP Bhutan, 2012. UNDAF: Bhutan One Programme (2014-2018). (*Draft version 05*). Thimphu.

Reductions" or "Emissions Cut" is looking at technological modification options or other means applicable on the existing GHG emission sources to reduce prevailing GHG emission rates. The second action, "Zero Emissions" or LED is a planning aspiration to be applied in future developmental activities to have minimal GHG emissions⁹. Technically, mitigation of GHG emissions cannot occur through reduction of production or slowdown of economic growth. Mitigation has to be achieved through substitution of redundant technologies with cleaner technology, habitual change of consumption pattern and adaptation of Zero or Low Emission developmental policies¹⁰.

For developing countries, emission reduction is not an obligation. However, the fact is that quite a few developing countries have their national GHG emissions exceeding over many smaller developed nations. The trend is that, in few years GHG emissions of many developing countries will exceed national GHG emissions of most developed countries. The "Bali Action Plan" (BAP) (UNFCCC COP13 in Indonesia, 2007) therefore urged developing countries to initiate voluntary emission reductions (NAMAs) under the principle of "common but differentiated responsibilities" for global sustainable development. The BAP in COP decision *1/CP.13* also specifically urges developed countries to support development and implementation of NAMAs in the developing countries. The Copenhagen Accord which remained as a draft decision of COP15 stipulated the requirement of LEDS in climate mitigation. The Cancun Agreement adopted at COP16 in Mexico reinforced the decision by ensuring initiation of NAMAs and LEDS in the developing countries. "Developing country parties will take nationally appropriate mitigation actions in the context of sustainable development, supported and enabled by technology, financing and capacity-building, aimed at achieving a deviation in emissions relative to 'business as usual' emissions in 2020"¹¹.

⁹ UNEP, 2013. Understanding the Concept of Nationally Appropriate Mitigation Action. Risoe Centre.

¹⁰ UNDP, BMU, AusAID, 2013. Low Emission Capacity Building Programme. *(Draft) Guidance note on incorporating gender considerations into Low-Emission Development Planning*.

¹¹ UNFCCC, 2010. Cancun Agreement. The Cancun Agreements: Outcome of the work of AdHoc Working Group on Long-term Cooperative Action under the Convention. *Decision 1/CP.16*. FCCC/CP/2010/7/Add.1.

NAMAs are an important tool for climate change mitigation since it gives policy-makers the opportunity to design mitigation measures in accordance with national circumstances and priorities as fleshed out in Low-Carbon Development Strategies and Plans (LCDS) or other relevant development plans. This enables states to avoid the lock-in of outdated, high-emission technologies and catalyses the transformation of the economy towards low-carbon and sustainable growth patterns. The open and flexible nature of the NAMA has given rise to three finance-sourcing typologies, which are outlined below, including the expectations for monitoring, reporting and verifying (MRV) the results of the NAMA¹²:

- Unilateral NAMAs (to be financed domestically; domestic MRV in accordance with guidelines developed under the climate convention)
- Supported NAMAs (to receive international support, MRV according to international guidelines developed under the climate convention)
- Credited NAMAs (to receive private sector funding that results in carbon credits)

For developing countries, the planning of “supported NAMAs” can open up promising new opportunities for fast-track and long-term funding by public and private actors.

LEDS are national, high-level, comprehensive, long-term strategies, developed by domestic stakeholders, which aim at decoupling economic growth and social development from GHG emissions growth. In other words, the goal of a LEDS is to make development climate-compatible. Building on the broad obligations of Article 4.1.b of the convention, all countries are required to formulate programmes on climate change mitigation, the notion of LEDS has been mentioned by the Parties in Copenhagen and Cancun. LEDS give Parties the extraordinary chance to formulate integrated, consistent strategies on climate change mitigation and provide long-sighted guidance for daily policy decisions. The Cancun Agreement recognises that a LEDS is indispensable to sustainable development¹³. Typically, LEDS comprise most or all of the following elements:

- A compilation of emissions data and projections
- Economy-wide, broad long-term mitigation goals (in the range of 15 to 30 years)

¹² UNEP, 2013. Understanding the Concept of Nationally Appropriate Mitigation Action. Risoe Centre.

¹³ UNFCCC, 2010. Cancun Agreement. The Cancun Agreements: Outcome of the work of AdHoc Working Group on Long-term Cooperative Action under the Convention. *Decision 1/CP.16*. FCCC/CP/2010/7/Add.1.

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- A survey of cost-efficient mitigation options and their prioritisation
 - The stipulation of concrete short- and mid-term mitigation actions

Adequately tailored to national needs and circumstances, LEDS is expected to pave the way towards low-carbon, climate resilient and sustainable growth.

Gender Analysis in a nutshell is a systematic method for ensuring that gender considerations form part of the policy planning exercise. The purpose of gender analysis is broader than equal opportunity, which has as a goal of increasing women's participation in places where they are underrepresented. The aim of gender analysis is to formulate and develop interventions that are better targeted to meet both women's and men's needs and constraints¹⁴. The gender capacity needs assessment therefore is meant to identify specific needs of women to enhance their ability as an individual or institution to perform functions and solve problems in achieving sustainable objectives. Gender in Bhutan is protected by laws including the Constitution. Article 9 of the Constitution protects equal rights of the citizens as a principle of the State Policy and section 17 & 18 under the article specifically protects women and children from the common social gender disparity. The Gender Assessment carried out by the Ministry of Economic Affairs (MoEA) in 2008¹⁵ recognizes that the laws in Bhutan treat women and men equally. For example, Bhutan's Inheritance Act of 1980 guarantees equal inheritance rights to men and women. "Traditional inheritance practices – which in Bhutan favor daughters – are even more progressive than modern law. As a result, 60 per cent of rural women hold land registration titles – a higher figure than anywhere else in South Asia"¹⁶. Yet, gender analysis and mainstreaming into the national policies and programmes are always highlighted to keep on track the pursuance mode.

"Climate change is not gender-neutral"¹⁷. The IPCC highlighted that climate change impacts will vary depending on a number of factors including adaptive capability and gender. Accordingly, their abilities to contribute in mitigation actions also will be different. Women's involvement in

¹⁴ MDF, 2012. Gender Analysis Overview. *Training & Consultancy-MDF*. The Netherlands. www.mdf.nl.

¹⁵ RGoB, 2008. Gender Assessment of Ministry of Economic Affairs. Thimphu.

¹⁶ UNCTAD, 2011. Who is benefitting from trade liberalization in Bhutan? A Gender perspective.

¹⁷ IPCC, 2007. Fourth Assessment Report.

mitigation therefore needs independent considerations¹⁸. The focus on capacity building on gender mainstreaming in NAMAs and LEDS therefore need specific assessment and appropriate attention. Gender mainstreaming in national plans in Bhutan was initiated with the 10th FYP. The guideline issued by the GNHC to the sectors stated that ‘Each sector shall mainstream gender issues while formulating the Tenth Five Year Plan (2008-2013) and disaggregate data by gender wherever possible’¹⁹. The Bhutan National Human Development Report (NHDR) 2011 specifically recommends enhancement of civil society and active citizenship participation with special focus on women and their roles. The recommendation (#9) specifies; analysis of climate change impacts from both men and women’s perspectives, and focus on gender differences in capabilities to cope with climate change adaptation and mitigation. As of now, no such studies have been undertaken. The National Commission for Women and Children (NCWC) is undertaking Gender Diagnostic studies in the areas of environment, urban development, energy and transport sectors. Unfortunately, the study focus on social aspects and to limited extent on climate adaptation. The focus on climate mitigation options is non-existent.

One crucial reason why climate mitigation projects, and for that matter even adaptation projects requires to consider gender issues is that potential climate programme/project funding windows like Green Climate Fund (GCF) and The World Bank (WB) specifically calls for a “gender-sensitive approach” in climate fund proposals²⁰. In this context, with a focus on sustainable development, gender sensitive NAMAs and LEDS provide more opportunity to address gender issues while ensuring financial support from the above funding windows. As a caution, it is however important to be mindful that the entry points for gender interventions must be logical since gender mainstreaming in all climate change-related activities is not feasible²¹.

¹⁸ Wamukonya, N (UNEP) & Skutsch, M (University of Twente), 2002. Is there a Gender Angle to the Climate Change Negotiations?, Roskilde, Denmark and Enschede, Netherlands.

¹⁹ RGoB, 2008. Gender Assessment of Ministry of Economic Affairs. Thimphu.

²⁰ Schalatek, L. and Burns, K., Ed. Karlsson, G. and Rojas, A. 2013. Operationalizing a Gender-Sensitive Approach in the Green Climate Fund. ENERGIA –International Network on Gender and Sustainable Energy.

²¹ UNDP, BMU, AusAID, 2013. Low Emission Capacity Building Programme. *(Draft) Guidance note on incorporating gender considerations into Low-Emission Development Planning.*

6 Gender Capacity Needs Rapid Assessment

Internationally, inequity in access to education and training persisted, despite increased efforts on gender equality programmes²². A study conducted on the Status of Mainstreaming Gender in Environment Conservation and Management in 2008 states that Bhutan displays gender neutrality but gaps do exist particularly in education/literacy at tertiary level, employment, training opportunities, leadership roles, etc²³. However, some stakeholders during the bilateral consultations disagree to the gender disparity when it comes to education, employment and training opportunities²⁴. The scenario is said to be changing rapidly. Although the difference of education attainment beyond grade 12 show 8.6% male against 4.3% female in 2012²⁵ the trend is decreasing. Whatever gaps existed in the education opportunities earlier were said to be due to the social inclination towards daughters for family care and property inheritance. Today, in the school enrolment the criteria is age threshold (6 years old to be admitted in government schools) and not gender, for that matter not even race or physical disability. In the job market, everyone has equal opportunity and everything is competitive, relevance by qualification and job responsibility. The argument of the stakeholders is substantiated by the Labour Force Survey and Labour Market Information Bulletin 2012. The labor force participation has become competitive; 65.7% male against 63.2% female in 2012. In fact female participation in labor force steadily increased from 38.4% while male participation declined from 75.2% in 2001. While unemployment rate of women is 2.2% against men's 1.9% in 2012, women's unemployment rate notably reduced from 5.3% in 2009²⁶. The Bhutan Living Standards Survey 2012 Report also highlighted the difference in literacy rate between urban and rural more than between men and women.

The prevalence of the social inclination on daughters until few decades ago seems to have deviated women from holding higher positions in the political and civil service domain

²² Wamukonya, N (UNEP) & Skutsch, M (University of Twente), 2002. Is there a Gender Angle to the Climate Change Negotiations?, Roskilde, Denmark and Enschede, Netherlands.

²³ Yangzom, K. 2008. Status of Mainstreaming Gender in Environment Conservation and Management in Bhutan. A study conducted for NEC under the DANIDA Environment and Urban Sector Program Support. Changshe Norbu Consultancy. Thimphu.

²⁴ MoEA, 2008. Gender Assessment of Ministry of Economic Affairs. Thimphu.

²⁵ NSB-ADB, 2013. Bhutan Living Standard Survey 2012 Report. Thimphu.

²⁶ MoLHR, 2013. Labour Market Information Bulletin-2012. Thimphu.

especially in the professional fields of engineering, medical science and other technical areas. However, the situation is improving in these areas too. The LECB Project Management Board (PMB) and the Thematic Working Groups (TWGs) has nine professional women members of which six are Engineers. According to the data provided by the Department of Industry (DoI)/Environment Unit, MoEA, six major industries in the south have 135 professional women employees comparing to very few in the past. Several prominent private sector firms including major industries are headed by women and important institutions are represented by women on the Board of Directors²⁷. The study on gender mainstreaming in environment conservation also has noted that strategic level gender issues have been considered in the Bhutanese national planning as early as 1981. The 2008-2013 National Plan of Action for Gender (NPAG) has recognized increase in employment rate of women overall and in the industries in particular, although there is inconsistency in the information between the National Labour Force Survey 2006 and Population and Housing Census of Bhutan (PHCB) 2005.

The issue of gender, hence, is not as serious in Bhutan in terms of education, employment and training opportunities. Nomination of candidates for participation in project management teams and trainings are all based on relevancy of sector, qualification and responsibility and not gender or hierarchy based. The sectors have full autonomy to nominate candidates. It is not dictated by coordinating or donor agencies. As such, this gender rapid assessment focus has been specifically on identifying overall capacity need indicators, gaps and corresponding opportunities to enhance women's participation specifically in LECB NAMAs and LEDS target activities. The areas of focus have been mainly on institutional and individual capacity needs to make it practical and implementable as per the recommendations from stakeholders in the inception meeting. Not much focus has been accorded to policy level capacity building for two reasons. Firstly, all policies support gender elevation or at least there is no gender disparity. Secondly, policy level capacity building will be a bit ambitious for the LECB project.

The international gender and climate change studies conventionally have been in the areas of socio-economic sectors like education, health, food security and agriculture, biodiversity and to a

²⁷ GNHC-NCWC, 2007. National Plan of Action for Gender 2008-2013. Thimphu.

certain extent on energy and waste management²⁸. Nationally very limited studies have been carried out on climate change and gender. Opportunities to address gender issues in climate change are evident in the implementation of the 11th FYP and the update of the National Environment Strategy – *The Middle Path*. The focus on LECRDS is provided broadly in the 11th FYP and the update of the NES. Through adequate attention in framing the annual work plans and budget of the sectoral agencies in implementation of the 11th FYP, climate mitigation and women’s participation can be achieved to a certain extent. The NEC with support from UNDP is in the process of developing a Framework for NES in the 2013–2014 fiscal year. Highlight of gender case studies in the Framework as well as in the Terms of Reference of the consultants for NES update are some feasible entry points to mainstream gender in the NES. The NES is a guiding tool to mainstream environment in the national developmental policies, plans and programmes. Gender highlight in the NES will ensure gender mainstreaming in future policies, plans and programmes.

6.1 Nationally Appropriate Mitigation Actions

NAMAs for Transport, energy efficiency in housing (residential and institutional) and Municipal Solid Waste management sectors have been considered for Bhutan’s LECB programme. The NAMAs for a time frame of 2015-2025 will be developed by the end of the LECB project in 2015 with clear scope, objectives, emission reduction targets and MRV systems. The NAMAs will also have clear institutional arrangements including lead/coordinating agency for each NAMA.

6.1.1 Transport

NAMAs in the transport sector can be in the form of policy interventions, technological change in transport using Intelligent Transport Service (ITS), facility infrastructure and transport management improvements. The main mode of transportation in Bhutan is road transport with porters and ponies still prevalent in most part of the country where road service is not available²⁹. Being a mountainous and landlocked country, naval transport is not at all feasible.

²⁸ ADB, 2013. Gender and Urban Poverty in South Asia. *Proceedings Report of the 2012 Subregional Workshop sponsored by ADB and AusAID*.

²⁹ MoIC-ADB, 2012. Bhutan Transport 2040 Integrated Strategic Vision. Thimphu.

There is also very limited scope of river transport, especially in the low lying southern region of the country. Air transport until lately has been confined only to international travel from Paro. Since 2011 domestic air services between Paro, Bumthang, Yonphula and Gelephu has been initiated. Rail transport mainly for freight services in the southern borders are being considered and feasibility studies are being conducted. Although gender neutral, the “Bhutan Transport 2040 Integrated Strategic Vision 2012” developed by Ministry of Information and Communication (MoIC) with support from the Asian Development Bank (ADB) has looked at transport strategies from the context of; road networking, civil aviation, inter-city passenger transport, freight transport, regional connectivity, road safety, transport regulation and transport sector management. The vision of the transport strategy is “to provide a safe, reliable, convenient, cost-effective and environment friendly transport system in support of the strategies for socio-economic development”. The guiding principles of the strategy are; transport user affordability, macro-management affordability, safe transport, inclusiveness, asset sustainability, good governance and green solutions. The strategy is broad enough covering all possible NAMAs and LEDS requirements.

Transport sector is a socio-economic sector where women’s employment and participation has high potential . It is therefore very important to focus gender capacity building in transport sector including provision of special seating arrangements for pregnant women, elderly and disabled citizens in public bus services and specific embarking/disembarking facilities for this category of citizens. Some of the anticipated gender issues in transport sector are; participation of women at decision making levels for transport policies and programmes, employment opportunities for women in transport sector, gender friendly public transport policy, facilities and infrastructure, safety measures in public transport services for women, children, elderly and disabled citizens that could prevent sexual harassments and assaults, safety measures for women who own and use non-motorized transport facilities, awareness and training programmes for women who drive motorized private cars and taxis, gender division of labour (unpaid and paid work), annual budget allocations for gender issues, etc.³⁰. Consideration of all these issues in the LECB project will be ambitious. Most of the concerns are to be addressed through implementation of the 11th

³⁰ CIDA, 1997. THE WHY AND HOW OF GENDER-SENSITIVE INDICATORS: A PROJECT LEVEL HANDBOOK. Minister of Public Works and Government Services. Canada.

FYP and successive national developmental plans wherein gender mainstreaming in updating NES takes the guiding role.

As of 2012, more than 30 private operators are operating about 209 buses on 115 routes that includes both inter and intra districts routes³¹. A total of 1,010,924 passengers trips were made on inter-city passenger buses in the fiscal year 2011-2012. Bhutan Post Corporation Limited operates about 30 buses daily within Thimphu city. Twelve (12) bus conductors are women. 5,299 of total 66,430 vehicles in the country as of 30 June 2012 are taxis and there are 158 female professional drivers which include taxi drivers³². To construct and maintain roads, National Work Force (NWF) laborers including women are employed across the country. Many children of these NWF laborers are seen playing and sleeping along the roadside, exposing to vehicular emissions and dusts. Provision of day-care centre, special health care services and school admission quota for the children as well as minimum nine months maternity leave in line with the pledge of the present ruling government for women employees in transport sector could be pertinent gender issues to consider. Most relevant and urgent issues mainly awareness generation, preliminary capacity building requirements will be considered by the LECB project.

Opportunities for gender capacity building in the LECB include enhancing participation of women and gender representatives in the Project Management Board, Thematic Working Group to develop NAMAs and in the capacity building training, seminar and workshops. A minimum 30% women's representation should be encouraged in the capacity building trainings, seminar/workshops by inviting gender focal persons from responsible agencies. Invitation to increase women's participation in UNFCCC negotiations, preparation of National Communications and NAMAs are other possible entry points. Another visible entry point for gender considerations in future is to highlight gender mainstreaming aspects in the Terms of Reference (ToR) of consultants that will be employed for various tasks under the LECB.

³¹ MoIC-ADB, 2012. Bhutan Transport 2040 Integrated Strategic Vision. Thimphu.

³² RSTA, 2012. Annual Report: Financial Year 2011-2012. Thimphu.

6.1.2 Housing (residential and institutional)

NAMAs in the housing sector will primarily focus on energy saving and energy efficiency options. The conventional use of energy in a residential or institutional setting is for lighting, operation of electric/electronic appliances, heating/cooling, cooking and animal feed preparation (in the rural households). Firewood, Sawdust, Charcoal, Kerosene, Diesel, and Liquefied Petroleum Gas (LPG) are commonly used in urban residential sectors and rural households. The options to offset use of these fuels or reduce consumption of the fuel in residential sectors include improving housing ventilations to preserve heat or enhance air circulation, switching over to electric appliances from conventional cooking/heating oven/stoves and replacement of the fossil fuels with renewable energies like hydroelectricity, solar and biogas³³. The Department of Renewable Energy (DRE) with support from UNDP has plans to develop an energy efficiency policy soon and the department has undertaken a Baseline Energy Consumption study³⁴. It is in the process of conducting a study to develop Energy Conservation Building Codes and Standards (ECBCS). The implementation of the ECBCS itself can be NAMA for the housing sector or the information from this study will be useful for developing NAMAs for Housing. In this regard, it is recommended that the LECB Project be implemented in close coordination with the Energy Efficiency programme in DRE.

Energy management in housing (residential and institutional) includes services of accessing energy sources to putting off the energy (collection of firewood/LPG/kerosene/connecting electricity to putting off of the lights and heaters, air conditioner, etc.). In 2012, the total number of households in Bhutan was 127,942, out of which 37,512 are headed by women³⁵. This indicate almost 30% of the household is headed by women assuming who undertake energy management. For institutions, although no statistical figures are available, most employees who are involved in energy and waste management are women like, office caretakers and sweepers. Therefore, it is important to have at least 30% women's participation in the capacity building programmes under the NAMAs for Housing. Officials from the NCWC and the gender focal

³³ UNDP-GGCA, 2013. Gender and Climate Change. Policy Brief. Africa

³⁴ DRE, 2012. Bhutan Energy Efficiency Baseline Study. *Final Report*. Thimphu.

³⁵ NSB-ADB, 2013. Bhutan Living Standard Survey 2012 Report. Thimphu.

persons from the line agencies should be encouraged to be invited in the training, seminar/workshops as well as in the development of the Housing NAMAs.

Some broader gender mainstreaming capacity building for energy efficiency in housing like; identification and training of women and female-headed households on know-how to choose effective electrical appliances, undertake maintenance of appliances and house wiring and participation of women in decision-making related to energy policies (alternative renewable energy sources) and sustainable forest management, etc. can be covered by the 11th FYP in the annual sectoral work plans and budgeting. The LECB can supplement awareness programmes and development of the NAMAs itself. A simple technological switchover to electric ovens from firewood burning, kerosene or LPG stoves as a NAMA initiative will eliminate GHG emissions in the housing sector. The gender equality diagnostic study for Energy by NCWC can aim to cover comprehensively the energy efficiency issues in the housing sector and provide opportunity for the LECB Project to pick up Housing NAMAs from the study.

6.1.3 Waste Management

The Waste Prevention and Management Act of Bhutan, 2009 has specified management requirements for various categories of wastes, identified responsible agencies and mechanisms to manage wastes. Further the Waste Prevention and Management Regulation 2012 has elaborated on categories of waste and responsibilities of implementation for waste management and monitoring to guide the stakeholders in waste management. It is made clearly visible that waste is not just municipal waste and waste management is not sole responsibility of the municipal authorities. Waste Management is neither an activity that can be resolved sectorally nor by few interested individuals. Similarly, it is not men or women independently involved in waste management³⁶. Waste management has to be undertaken collectively and through mix of technologies and ideas.

³⁶ Scheinberg, A. *et al.* 1999. Gender and Waste. *Urban Waste Expert Programme (UWEP) Working Document 12*. The Netherlands.

Some of the anticipated gender issues in the waste management sector are; number/percentage of women employed in municipal institutions with environmental decision-making authority, numbers of households headed by women connected to sewer systems and waste collection services, number/percentage of women involved in municipal waste management, number/percentage of female-headed households receiving loans for waste management initiatives, etc. The Environment Unit of the Thimphu City Corporation (TCC) which is responsible for Municipal Waste Management of Thimphu has six (6) women professional employees out of 18 regular employees. Four (4) are engineers heading sections under the Unit. In the municipal solid waste collection process and disposal at Memelakha, 31 drivers, 5 men and 5 women waste collectors are employed. At the composting site in Serbithang, 3 men and 5 women are employed. All these employees, both men and women seem to have not received adequate waste management awareness/training. Even the officials at the management office are not professionally trained in waste management³⁷. It is therefore crucial to invite at least 30% women or gender focal person representation in the MSW management sector NAMAs development and related trainings, seminar and workshops.

The Act and the Regulation for Waste Prevention and Management highlights 3Rs (reduce, reuse and recycle) principle for MSW management. The MoWHS and TCC have developed Solid Waste Management



Figure 3: Photo of women delivering and collecting MSW in Thimphu.

Master Plan, Urban Infrastructure Development Plans back in 2009 and 2010. The Royal Society for Protection of Nature (RSPN) has formulated a Public Private Partnership Policy Framework for Solid Waste Management in 2006 and Thimphu City Corporation has initiated the same in 2010. The NEC is in the process of developing an Integrated Waste Management Strategy, which is in the final draft version. Unfortunately, consideration of a transfer station missing in all these

³⁷TCC, 2010. Thimphu Municipality Bhutan: Public-Private Partnership for Solid Waste Management. *Capacity Assessment Report and Capacity Development Strategy*. Thimphu.

plans and strategies. The arrangement for transfer station is a key component for the success of the 3Rs concept and it is also the area where maximum women participate. The infrastructure development of the transfer station can happen only in the implementation of the development plans 11th FYP. However, the LECB project can contribute to elevate awareness on the benefits of the transfer station for waste management, as well as other benefits such as GHG emission reductions and enhanced employment for women. The promotion of transfer stations can also be part of the NAMAs for MSW management.

6.2 Low Emission Development Strategy

As stated earlier, climate change mitigation through LEDS is a planning measure in the upcoming developmental ventures. Through formulation and adoption of national policies, plans, strategies, programmes and projects the developmental progress in each country can encompass cleaner technology options for future climate stability and sustainable development. In its activities, gender equality in terms of participation in decision-making, employment, training, seminar, workshops and awareness campaigns can be emphasized. The aspiration of LEDS in climate change negotiations was well articulated in the Copenhagen Accord and reinforced in the Cancun Agreement. Transport and Industry are the two sectors identified for LEDS in Bhutan LECB Project.

6.2.1 Transport

The Bhutan Transport 2040 Integrated Strategic Vision seems to have identified all possible options of LEDS in the transport sector. The LEDS like the NAMAs can also be identified, prioritized and selected from this visionary strategy. All possible options for low emission technology transfer like switching over to electric buses in public transport sector to policy shifts of enhancing public transport to discourage private cars are covered in the strategy. Gender issues however have not been specified in the strategy. Provision of facilities for senior citizens/women and those with special needs observed in the draft version of the strategy could not be re-traced in the final draft. The potential indicators for gender mainstreaming will however not be much different from those of NAMAs. A few specific capacity building opportunities that the LECB project can contribute in the process of developing transport LEDS has been mentioned in the tabular summary provided as Annex 1 of the document.

6.2.2 Industry

The Economic Development Policy 2010 is the overarching policy for future industrial development. As part of the initiative to promote Brand Bhutan, the policy already has committed to diverge from energy-intensive and polluting industrial development to a less energy-intensive and less polluting industrial development. Economic activities will concentrate in the areas of high quality green services (education, health, ICT, Tourism, and Financial Services), agro and forest-based products, renewable energy, information and culture, waste management, etc. In this context, the LEDS for industrial development can be simply an elaboration of the EDP. Again, for gender issues, it will not be vastly different from other sectors like transport. However, to confirm the findings, fielding of a consultant with specific ToR is recommended. The tabular summary in Annex 1 has the possible options and entry points for gender capacity building in Industrial sector LEDS under the LECB project.

7 Conclusions

Gender in Bhutan is protected by laws including the Constitution and some gender considerations in Bhutan are more progressive than modern laws. Gender disparity thereby is believed not a serious issue in Bhutan. Yet, gender analysis and mainstreaming into the national policies and programmes are always highlighted to keep in tune with the pursuance mode. In line with IPCC's recommendations to consider women's abilities to contribute in mitigation actions Bhutan has initiated gender mainstreaming in national plans with the 10th FYP. One crucial reason why climate projects should consider gender is that the potential climate programme/project funding agencies demand proposals to be gender-sensitive.

Gender disparity from the cultural perspective in Bhutan is fast changing. Today, enrollment of girls in schools is increasing as well as in the job market, and everyone has equal opportunities. Everything is competitive, and opportunities are provided based on relevance by qualification and job responsibility. Female participation in labor force steadily increased from 38.4% while male participation declined from 75.2% in 2001 to 65.7% in 2012. The unemployment rate of women notably reduced from 5.3% in 2009 to 2.2% in 2012. The major concern is in the difference in literacy rate between urban and rural than between men and women. The gender capacity needs rapid assessment as such is focused specifically on overall capacity need

indicators, gaps and corresponding opportunities to enhance women's participation. The implementation of the 11th FYP and the update of the National Environment Strategy – *The Middle Path* also has ample opportunities to promote gender mainstreaming and the associated capacity to undertake this. To ensure gender mainstreaming in the implementation of the 11th FYP and the update of the NES, the Terms of Reference for consultants is an easy win and crucial entry point.

In developing NAMAs for Transport, Housing and Municipal Solid Waste management sectors and LEDS in Transport and Industrial sectors, there seems to be a limited scope to disaggregate gender issues. Other than encouraging women's participation in LECB Project Management Board, Thematic Working Groups and ensuring minimum 30% women and gender focal persons' participation in training, seminar, workshops and development of NAMAs and LEDS by inviting gender focal persons, there are limited avenues. The other visible entry point to sustain gender mainstreaming in NAMAs and LEDS is to ensure consideration of gender issues in the ToRs of the consultants. The Transport sector NAMAs and LEDS have opportunities to identify activities from the Transport 2040 Strategy and the LEDS for industries has an opportunity to elaborate EDP 2010. The awareness on energy efficiency and shift of cooking/heating technologies to electrical appliances in housing sector has the scope to expand to rural areas through the LECB Project. The awareness on the benefits of transfer station benefits to municipal authorities can also be promoted distinctively by the project.

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