



# Gender Analysis and Nationally Determined Contributions (NDCs)

SHORT GUIDANCE FOR  
GOVERNMENT STAKEHOLDERS

## **ABOUT UNDP**

UNDP's work on climate change spans more than 140 countries and USD \$3.7 billion in investments in climate change adaptation and mitigation measures since 2008. With the goal to foster ambitious progress towards resilient, zero-carbon development, UNDP has also supported the implementation of the Paris Agreement on Climate Change by working with countries on achieving their climate commitments or Nationally Determined Contributions (NDCs).

## **THE UNDP NDC SUPPORT PROGRAMME**

The NDC Support Programme provides technical support for countries to pursue a “whole-of-society”, integrated approach that strengthens national systems, facilitates climate action and increases access to finance for transformative sustainable development. The programme helps countries address these financial barriers by deploying a structured approach for scaling up sectoral investments and putting in place a transparent, enabling investment environment. Beyond direct country support, UNDP facilitates exchanges and learning opportunities on NDC implementation at the global and regional level by capitalizing on our close collaboration with the UNFCCC and other strategic partners.

## **GENDER INITIATIVE**

Coordinating and connecting the interlinked processes of climate change and gender equality, by using NDCs as a platform, offers an opportunity to promote inclusive and successful development outcomes. The NDC Support Programme is supporting the work in 17 countries to ensure that gender equality aspects are factored into the NDC processes by leveraging analysis, strengthening institutional mechanisms, ensuring gender-responsive climate actions and disseminating best practices to enhance national-level capacities.

The Programme, which works in contribution to the NDC Partnership, is generously supported by the German Federal Minister for the Environment, Nature Conservation, and Nuclear Safety (BMU), the German Federal Ministry of Economic Cooperation and Development (BMZ), the European Union and the Government of Spain.

## **DISCLAIMER**

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Compiled by **Una Murray**, drawing from UNDP's Guidance Note for Consultants/Gender Specialists Conducting in-depth Gender Analysis; UNDP's ToRs Sample Gender Specialist UNDP, CO & Topic Guide Women's Empowerment in a changing Agriculture and Rural Context (Murray, 2015) <https://www.gov.uk/dfid-research-outputs/topic-guide-women-s-empowerment-in-a-changing-agricultural-and-rural-context>

# 1 WHAT DO WE MEAN BY GENDER?

From an early age, the process of **socialization** (through which we learn how to behave) is not neutral, but rather shapes the different roles and responsibilities assigned to an individual based on whether a child is male or female. **Gender roles** are not the biological roles, but learned ones. Influences such as the family, culture, the media, education, policy and institutions that surround us are significant. Gender is also influenced by age, class/caste, race, ethnicity, location (rural or urban), religion and socio-economic status. Gender roles affect the **constraints** imposed upon and **opportunities** available to boys and girls and women and men, and determine to a considerable extent what they can or cannot do in both their domestic lives, their social life, and later in their work life. Throughout life, being male or female can affect relations or interactions with state agencies, public sector support agencies, the private sector or other entities outside the household.

Gender serves to determine what opportunities present themselves (including education). For example, in some cultures, women are not expected to participate in the same types of activities as men outside the household. Support and information on for example weather changes may not reach women if shared in places where men rather than women interact. This can be significant if the implementation of a strategy expects women to react to or engage with climate information. Women can of course react and engage, but they may not have first hand information.

# 2 WHY LOOK AT GENDER ISSUES IN CLIMATE CHANGE?

Gender is a **central organizing principle of societies**, and often governs the processes of work, production, consumption and distribution. For instance, how tasks are divided amongst household members, and how major decisions are made. We want to try to better understand **who does what, why and how they are affected** by climate change or **how they can contribute** to addressing climate change. Such a process will help to implement climate change policy and ensure information or resources reach the most appropriate groups. A gender analysis will also help to ensure the experiences of certain groups are drawn upon to implement changes proposed in climate change programmes of action or roadmaps.

If climate related policy is not developed with an understanding of the lives of its citizens, especially gender inequalities amongst citizens, how do we know whether the strategies will suit all citizens? For example, how will policy affect those who are most vulnerable or those who may be able to capitalise on opportunities offered through implementation? In fact, **unintended negative consequences** can arise with policies and strategies, which although well intended, base their actions on incorrect socioeconomic information, misconception or stereotypes. For example, development gains are lost when women do not have the opportunity to engage. If we hope to mainstream gender equality in climate change actions, we must first **assess how and why gender differences and inequalities are relevant to the climate action** in each sector of focus (energy, transport, agriculture, waste management, forestry etc.).

### 3 WHAT IS A SECTORAL GENDER ANALYSIS IN THE CONTEXT OF CLIMATE CHANGE?

A gender analysis can be a study of the different roles of women and men in a particular sector such as energy or agriculture. **The aim is to understand what men and women do, what resources they have, what challenges they face in light of climate change, and what their needs and priorities are in order to adjust to climate change.** For example, in some agrarian areas, rural women do the bulk of crop weeding, which may have consequences when a new practice is introduced that increases their workload. Taking the energy sector, liquefied petroleum gas (LPG) may be a preferred policy option to using firewood for household cooking, but LPG would have to be available in affordable and consistent quantities for women in particular. Some governments are striving to generate employment in the development of energy efficiency measures, but equality of pay for women and men in this sector may not be enforced, thereby reducing incentives for women to engage. Another aspect that requires greater attention is valuing women's unpaid work, particularly in the care economy. Information on women's contributions can be collected through time use surveys and household labour force surveys, which can help to value unpaid work, and plan for redistributing or reducing such work. If and when gender differences have important implications, we try to use them to inform climate change actions in that sector (and also to inform planning and projects).

One key aspect to understand is whether individuals have the **power to respond to initiatives** set up under climate change policy. Power to change may be different for women and men because of the gender roles and relations they have in the household. For instance, women may not be able to sign contracts with the private sector without male permission. We should not assume that all persons in household have same resources (for example ability to access finance to purchase clean stoves in the energy sector or to avail of tax incentives for electric cars; or subsidies to build flood barrages for resilience; or control over land to be able to changing farming practices). Women and men may have **different constraints, risk, opportunities and decision-making power**. Given these differences, an important aspect that we try to figure out in a gender analysis is the **root cause of inequalities** and lower power positions of some. We can try to assess the **likely impact of a change** (policy change) on both women and men, given gender roles and gender relations, their constraints and decision-making power.

## 4 HOW DO WE CONDUCT A SECTORAL GENDER ANALYSIS?

There are many methods and frameworks for undertaking a gender analysis in a particular sector. Most necessitate **collecting sex disaggregated information**, surveying or interviewing men and women in the sector, and comparing their situation. Listening to the experiences of a range of women and men on the ground is key. Apart from disaggregating into male and female effects, information collected should provide an **understanding of the effects of climate change on different groups**, including rural, indigenous, landless, and so on.

Within the overall context of climate change and within the sector of focus (e.g. forestry), it is necessary to know how men and women **make a living** and who typically does what (**division of labour**). **Who owns resources** is also an important question, as well as knowing whether the constraints or opportunities may be different for women and men. The analysis should examine the differentiated **effects of climate change on livelihoods** in the sector. A good gender analysis sectoral report will demonstrate important links between being either male or female as well as other variables, such as being male from a particular social group, or being an older female from a particular ethnic group.

Some analytical tools pay more attention to symptoms (values and policies) of why women are not always equal to men (women's subordinate position in society). Some **methods** examine structures of intermediaries and their service delivery in terms of gender for that sector. National and sectoral gender differences should be gathered from different sources and key recommendations summarised for climate change planning processes. **Analytical tools** and reports should demonstrate inequalities and patterns at different levels and outline what is changing, and what inequalities are slow to change. Those involved in the policy process must be clear with regard to why the analysis was undertaken and when, what the scope entailed, who was involved and so on. The national mandate on gender equality should validate the reasons why we require gender information from different sectors.

## 5 WHAT ARE THE COMPONENTS FOR AN IN-DEPTH GENDER ANALYSIS FOR NDC PROCESSES?

In parallel, and for government stakeholders, it is necessary to focus on the **structures, processes, institutionalisation** of addressing gender equality in the NDC formulation and **implementation procedures** itself. For effective gender integration of the sectoral gendered implications into the NDC process we require **systems** in place for internal analysis, coordination. An analysis of **policy instruments** to streamline equality responses in the NDC is also necessary. Furthermore, we need to know whether those engaged in the policy process have positive **attitudes** towards addressing gender equalities and the capacity to attempt to do so.

In the NDC process, we can organize gender integration across a range of aspects, such as:

- a. Policy alignment
- b. Institutional coordination
- c. Capacity building
- d. Sex-disaggregated data and gender information
- e. Dedicated financial resources

### 5.1 POLICY ALIGNMENT

At the NDC policy process level, an underlying question is how **climate policies** in the country help achieve or promote gender-related objectives. Another question is whether climate policies can take into account the gender differentiated impacts of climate change and close gender gaps. To answer these questions, we can initiate the following issues around alignment.

- Examine **national climate change policy** and **sectoral policies** that are relevant for NDCs and assess the extent to which gender differentiated aspects have been incorporated. This means assessing how the different needs, opportunities and impacts of climate change on men and women have been considered in the sector.
- Examine **national gender policies** and **national strategies on gender equality** to understand what the country is striving for in terms of gender equality. In association, another area to examine is the extent to which climate impacts are considered in the national gender policy or strategy.

- Provide **guidance** on concrete actions to promote **synergies** between various policies to ensure gender equality issues are integrated. This entails reviewing and then outlining further mechanisms to be put in place to implement the gender-related objectives of the climate policies.

### 5.2 INSTITUTIONAL COORDINATION

Here the analysis should examine whether there are systems in place that integrate gender into the **key existing climate-related coordination mechanisms**. These could include for example national level coordination mechanisms or those at the sub-national level, and incorporate the gender equality issues articulated by civil society groups, the private sector, academia and so on. The analysis should identify opportunities that could be further utilized to strengthen the coordination mechanisms among climate change institutions, gender machineries, key line ministries and non-governmental actors. Some of these institutions will already have a mandate to mainstream gender, whereas others will have an ability to influence the policy and implementation objectives, but need to understand the key gender equality issues in climate actions.

The results of an examination of institutional coordination mechanisms should articulate concrete actions that are needed to **improve the institutional cooperative arrangements** within the overall climate change policy framework and coordination process. For example in some instances, efforts will be required to increase women's participation in national and subnational decision-making processes so they can have a voice. In other instances, specific sectors pertinent to the NDC should be able to articulate the key gender challenges in their sector and outline some steps they can take to address them through the NDC implementation process. In many cultures, women are insufficiently represented at the decision-making level, in their sectoral work place.

### 5.3 CAPACITY BUILDING

Not all institutions or sectors will have the relevant capacity to integrate gender equality considerations within their climate efforts. A gender analysis can focus on **gaps in capacities** in relation to either gender (for some institutions,

or sectors), or climate change (for the gender machineries). In some instances, there may be a negative **attitude** towards addressing gender equality. In other instances, there may be a **lack of skills**. Some sectoral ministries have a gender focal point network within each ministry, and these could prove to be a suitable entry point, if they become more knowledgeable on climate change. The **opportunities for improving capacity** and concrete recommendations for doing so should be made in the analysis report. In many countries it may be necessary to highlight challenges for capacity building efforts including the availability of financial and human resources.

#### 5.4 SEX-DISAGGREGATED DATA AND GENDER INFORMATION

Ideally the implementation of the NDC can draw on information and nationwide data that has been collated and disaggregated by sex. In reality, this is not always available. **Gender equality indicators** have usually not yet been integrated into relevant monitoring and reporting systems. The gender analysis should investigate how reliable **databases** that already exist for monitoring and reporting on climate action can also include sex-disaggregated indicators by climate related sectors. It is important to articulate which **actions are needed by the central bureau of statistics, sectoral line ministries**, and other bodies to improve the collection, availability, and analysis of sex-disaggregated data and the formulation of indicators for decision-making processes. Clear recommendations on gaps in this regard must be highlighted.

#### 5.5 DEDICATED FINANCIAL RESOURCES

The mandate may exist for gender equality in NDC implementation, but without resources it is virtually impossible to implement any such mandate. The gender analysis should be able to identify **national frameworks, guidelines, policies, or mandates** that support or demand the integration of gender equality within climate-related budgeting. There may be differences between national, sub-national and local government with regard to integrating gender equality within climate budgets. With regards to **domestic funds**, analyze the extent to which gender equality issues are incorporated in **budget formulation**. The analysis should look into the availability of domestic and **international climate**

**finance** in key selected sectors and assess the extent to which gender equality is taken into account. The gender analysis report should contain recommended actions to better **integrate gender equality in existing or new financial mechanisms** under the NDC process.

## 5.6 ARE GENDER INPUTS RELEVANT FOR THE NDC PROCESS?

For the NDC process, we should draw on the **results of and recommendations from any recent sectoral gender analyses**. These findings inform the NDC policy as well as NDC roadmaps and respective project planning. A better understanding of how the different experiences or roles for men and women affect how they benefit from climate action measures in key NDC sectors is useful. Where there are differences, the analysis should point out the implications of these differences and how important such implications are. Thus, in context of NDCs and other climate change policy instruments, this **gender information is important to inform the policy process as to how public policy may affect women and men differently**, as well as how it may affect different social groupings. Results from a gender analysis may **demonstrate that policy and implementation is unlikely to be gender neutral**, due to inequalities in society or specific issues in a sector.

For NDCs, the results of a gender analysis should provide **concrete, action-oriented recommendations for governance, planning and policy** to ensure better outcomes for all. A report can bring together information from **different sectors** that will help determine if there is a more systematic approach to introduce or implement gender-responsive climate change policy. The 'gender report' should also provide **recommendations for the broader focus of the NDC coordination** drawing on national gender equality commitments.

In preparing a gender analysis to inform the **NDC process**, the following is recommended:

- The gender analysis report is **succinct**.
- The report provides a **specific list of recommendations** on gender-responsive policy alignment, institutional coordination, capacity building, sex-disaggregated data collection, and finance into the priority NDC sectors.

## 6 RESOURCES

**How to conduct a gender analysis, a guidance note for UNDP staff**. UNDP Bureau of Policy and Programme Support Gender Team UNDP (2016).

**Gender Analysis, Good Practice framework** CARE International Gender Network. Care (2012)

**Gender Analysis? European Institute for Gender Equality**, EU (2018) EIGE

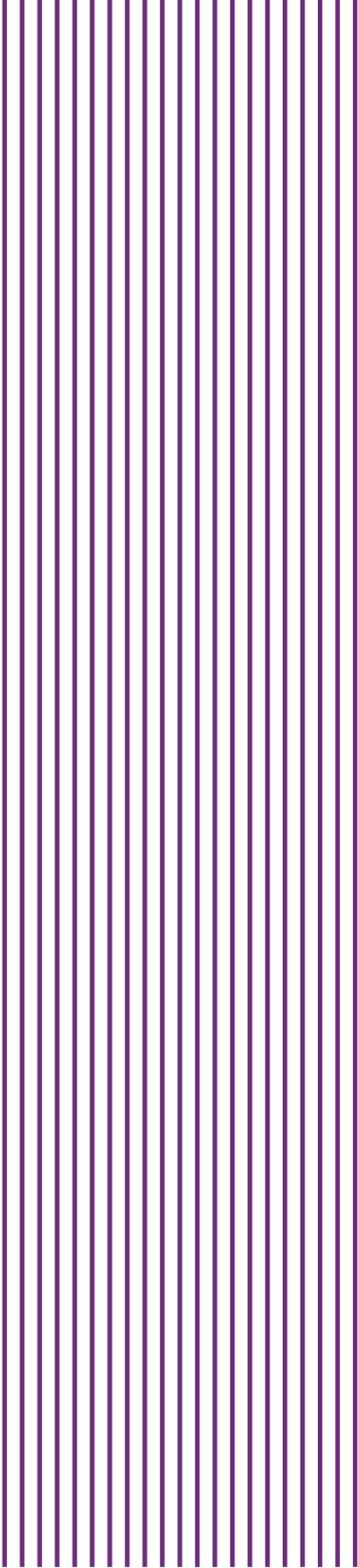
**Gender Mainstreaming in Mitigation and Technology Development and Transfer Intervention** Section 3.1 outlines gender analysis. UNDP (2015).

**Gender Responsive National Communications/ BURs Toolkit**- Gender analysis is integrated throughout this toolkit UNDP and UNDP-UNEP (2015)

**NDC Partnership- Knowledge Portal/ Toolbox on Gender**

**Gender and Inclusion Toolbox Participatory Research in Climate Change and Agriculture** CCAFS, CARE International, ICRAF

**Mainstreaming Gender in Green Climate Fund Projects**. A practical manual to support the integration of gender equality in climate change interventions and climate finance. UN Women and Green Climate Fund (2017).



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