

Submission from the Center for International Forestry Research (CIFOR), on behalf of the CGIAR Research Program on Forests, Trees and Agroforestry (FTA)

KEY MESSAGES

There is ample evidence to demonstrate that climate policies and actions which fail to meaningfully address gender issues pose risks undermining gender equality while also jeopardizing efficiency and long-term sustainability of other targets. At the same time, potential synergies exist between addressing gender inequality and environmental objectives.

In this submission, CIFOR, on behalf of the CGIAR Research Program on Forests, Trees and Agroforestry (FTA) and in partnership with the World Agroforestry Centre (ICRAF) and Bioversity International:

- i) Responds to Action E.1 of the Gender Action Plan to highlight sex-disaggregated data and gender analysis, where applicable: (a) on the differentiated impacts of climate change on women and men, with special attention paid to local communities and indigenous peoples; (b) on integration of gender considerations into adaptation, mitigation, capacity-building, Action for Climate Empowerment, technology and finance policies, plans and actions.
- ii) Proposes the following set of activities to further enhance the effective implementation of the Gender Action Plan:
 - a. We recommend that the SB48 in-session workshop (21/CP.22, article 13) includes a focus on gender-responsive forest- and tree-based mitigation and adaptation policy and action.
 - b. We propose a series of regional workshops (under activity A.1) with particular emphasis on enhancing the capacities of Parties and national and regional stakeholders to develop and implement gender-responsive mitigation and adaptation policies and programs in forest- and tree-based landscapes and sectors.
 - c. We propose the Secretariat to organize a Technical Expert Meeting with an objective to share research findings and exchange experiences, lessons and good practices on gender-responsive mitigation policy and action in the land-use sector.
 - d. We propose that the Secretariat – in partnership with relevant organizations – develops guidelines identifying key areas and opportunities for enhancing synergies between activities under the Convention and the 2030 Agenda for Sustainable Development.
 - e. We further recommend these guidelines go beyond the collection of sex-disaggregated data to also account for intra-community diversity and complexity, including intersecting categories such as, ethnicity, class and age.

This submission responds to Decision 3/CP.23, activity E.1 of the Gender Action Plan. Activity E.1 invites submissions on: (a) Information on the differentiated impacts of climate change on women and men, with special attention paid to local communities and indigenous peoples; (b) Integration of gender considerations into adaptation, mitigation, capacity-building, Action for Climate Empowerment, technology and finance policies, plans and actions; (c) Policies and plans for and progress made in enhancing gender balance in national climate delegations. These issues are also the focus of the workshop planned for SB48 in May 2018.

i. Responding to Action E.1. of the Gender Action Plan

(a) Information on the differentiated impacts of climate change on women and men, with special attention paid to local communities and indigenous peoples

Actual and projected climatic changes will impact differentiated social groups in different ways. For example, climate change is prompting fluxes in forest and tree resources, shifting migration patterns, and changing livelihoods (Djoudi and Brockhaus 2011; Sultana). There is ample evidence to demonstrate the multiple ways in which gender norms and power relations influence local women and men's exposure and capacity to respond to these changes. In most instances, however, gender also intersects with other factors of social differentiation such as age, socioeconomic status, and ethnicity to structure social impacts of climate change (Carr and Thompson 2014). In this section, we will present evidence on differentiated impacts of climate change in the forestry and tree-based sectors, and make a case for vulnerability assessments and national communications that are responsive to multiple and intersecting inequalities.

Gender, forests and climate change – a dynamic relationship

There is ample evidence to demonstrate the ways in which gender interacts with climate change in forest and tree-based landscapes. The different cultural, domestic and economic roles that women and men play in their households and communities influence the sets of knowledge they develop about forest and tree resources and the environment (Bee 2016). Globally, there tends to be significant gender differentiation in the collection of forest products (Sunderland et al 2014). In turn, this knowledge contributes to their varying adaptive capacities and strategies in the face of a changing natural resource base (Djoudi and Brockhaus 2011). Gender inequalities and norms limiting women's access to and control of resources, such as land, capital and technical services, can hinder their capacities to navigate the challenges of a changing climate (Brody et al. 2008; Lambrou and Piana 2006; Rodenberg 2009). Furthermore, while both women and men are integral players in natural resource management, men often have greater opportunity than women to participate in decision-making on sustainable development of forest and tree resources.

As the effects of climate change become more tangible, communities' responses to shocks, like droughts, are having an effect on traditional gender roles and perceptions around them. Research in the mountainous rural areas of China's Yunnan province, where disruptions in traditional weather patterns and increasingly extreme weather are expected to impact agricultural livelihoods, observe such changes

in water management at the village level (Su et al. 2017). The study observed that no woman has ever been appointed water manager (responsible for water tank and pipe maintenance and for domestic water allocation at the village level), due mainly to a perception that it fell outside women's traditional domestic roles and capacities. However, as water scarcity increased, conflicts over water allocation became more frequent, and women became increasingly active in monitoring water allocation along with water managers in order to reduce the risk of conflict in the community. Women were seen as able to solve these conflicts and ensure equal distribution through negotiation. The findings call attention to the impacts of climate change in changing gender roles and the spaces that are opened for women to take on multiple and non-traditional roles.

Moving beyond men vs. women

Women's higher mortality in climate-induced natural disasters, women's greater reliance on natural resources and women's higher relative poverty (e.g. women represent 70% of those living on less than USD 1 per day) are often cited as reasons why gender matters in relation to climate change. A growing body of research has questioned the empirical validity of such statements (see e.g. Medeiros and Costa 2008; Chant 2010; Arora-Jonsson 2011). Gender researchers have found that many frequently cited facts about women's vulnerability to climate change are only based on qualitative estimates (e.g. Chant 2001, Kabeer 2008, Sen 2008). Analysis of a sample of natural disasters across different countries between 1981 and 2001 shows that the gender gap in mortality rates only makes sense when combined with other forms of disadvantage, such as class, caste and ethnicity, which vary from place to place (Arora-Jonsson 2014).

Indeed, research demonstrates that gender-related vulnerabilities are neither essential to women nor static (IPCC 2014). For instance, Arora-Jonsson (2011) demonstrates how gendered mortality patterns related to natural disasters are often influenced by intersecting social variables such as class and caste and vary greatly between contexts. For instance, in certain instances in India, women's vulnerability was a function of poverty (homestead in unfavorable location) and gender (women spending more time around the homestead). In other instances, upper-caste women were more vulnerable due to the need to maintain caste-related ideas of female honor even at a time of crisis. Finally, during Hurricane Mitch, men were found to be more vulnerable due to the social and cultural norms which encourage risky behavior (2011).

By isolating 'gender' from other social relations (such as age, class, ethnicity), such views on why gender matters for climate change risk confusing socially constructed roles and responsibilities with biological sex. The IPCC 5th Assessment report recognizes the poor empirical validity of such statements, and understands gender-based vulnerability as intersecting with other social relations and contexts. "While earlier studies have tended to highlight women's quasi-universal vulnerability in the context of climate change [...] this focus can ignore the complex, dynamic, and intersecting power relations and other structural and place-based causes of inequality" (IPCC 2014: 808).

CIFOR research conducted in Northern Mali demonstrates this point. Northern Mali increasingly faces frequent and unpredictable droughts, and other climatic variabilities. Research in the region (Djoudi and Brockhaus 2011; Brockhaus et al. 2013; Djoudi et al. 2013,) has traced the effects of these variabilities and the range of adaptation strategies being employed by local communities. One of the key findings is that strategies adopted by women and men are being determined by gender norms, ethnic and class relations. By and large, men are adopting out-migration for employment purposes as a viable adaptation strategy. This has meant that women are left behind and compelled to cope with the changing climate without the men. Hence, women's vulnerability has increased because of the adaptive strategy chosen by men, as male activities are being added to women's already high workload. Without secure tenure and command over financial resources, many women are unable to pursue agriculture in the drying climate. There is further differentiation among women as well. Many women from lower social classes are defying traditional gender norms and enter into charcoal production a means of adaptation. However, the social stigma associated with the 'dirty' activity bars especially women from higher social classes from engaging in charcoal production, thus further limiting their adaptive capacities.

The vulnerabilities and adaptive capacities of women and men are thus affected by gender and intersecting social variables, such as class and ethnicity, along with adaptive strategies of other groups. This example thus illustrates the need for gender and vulnerability assessments to go beyond static ideas of women and men's respective capacities, needs and priorities, which still continue to be predominant in the field of gender and climate change (Djoudi et al. 2016). Instead, vulnerability assessments must pay close attention to the local social, economic and political contexts and account for intra-community diversity and power relations too. The Paris Agreement clearly states that "Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity". Acknowledging multiple and intersecting forms of inequality, it would be important for National Communications as well as other reporting activities e.g. under GAP activity C.3 to collect and report on more nuanced and disaggregated socioeconomic data.

(b) Integration of gender considerations into adaptation, mitigation, capacity-building, Action for Climate Empowerment, technology and finance policies, plans and actions

The forestry and agroforestry sector has much to contribute to climate change mitigation and adaptation, as well as to addressing inequalities between women and men, and empowering disadvantaged women and men in ways that contribute to sustainable rural landscapes. According to the IPCC, the AFOLU (Agriculture, Forestry and Other Land Uses) sector is responsible for roughly a quarter of global GHG emissions. Around half of these emissions result from deforestation and forest degradation (IPCC 2014). Forest and tree-based mitigation action, then, offers great mitigation potential through "enhancement of the removals of greenhouse gases (GHG), as well as reducing emissions through better management of land and livestock" (IPCC 2014, 816). According to a WWF analysis of 75 INDCs from forested countries, reforestation, afforestation and restoration goals were amongst the

most common (WWF 2015). Ecosystem services provided by trees and forests also enhance human well-being and help reduce social vulnerability, through e.g. providing safety nets to communities when crops fail, offering protection against extreme weather, regulating water flows and enhancing soil nutrient retention (CBD 2009). At the same time, climate change is also threatening to undermine the resilience of forest ecosystems at an unprecedented speed (IPCC 2007). Sustainable and effective climate policy and action in the forest and tree-based sector thus needs to consider contributions of forests and trees to mitigation and adaptation goals, as well as actions to help forests themselves adapt to climate change (Guariguata et al 2008, Locatelli et al 2010).

Research and experiences from many parts of the world have shown that gender-blind climate change policies and actions can serve to exacerbate gender inequalities. At the same time, long-term sustainability and effectiveness of climate action hinge on the active participation of both women and men. Indeed, the Expert Group Meeting convened by UN Women, UN DESA and UNFCCC in Bonn 2015 concluded that systematically addressing gender inequalities in responses to climate change can be “one of the most effective mechanisms for building climate resilience and reducing emissions” (EGM/GR-CR/Report, November 2015). However, our work shows that synergies between gender equality and climate goals need to be created and not pre-assumed. This section will draw on research findings primarily from the CGIAR research program on Forests, Trees and Agroforestry to demonstrate the critical need for gender-responsive climate policy, as well as assess evidence on the status of gender integration in current mitigation and adaptation policy and action.

Gender and climate change mitigation

There is a real and pressing need for global mandates on gender equality in SDGs and climate change to be translated into national policies or programs on climate change mitigation. However, the Paris Agreement lacks specific references to gender in the context of mitigation. Analyses of the Intended Nationally Determined Contributions (INDCs) submitted by Parties to the UNFCCC show that only 40% included any references to gender or women. Most of these references were very generic, and were justified on the grounds that women belong to vulnerable populations (Huyer 2016). An extensive analysis of 388 Indonesia-related REDD+ documents produced by intergovernmental agencies, national/subnational agencies, international NGOs and businesses found that only 83 mentioned gender. Of those, very few included gender mainstreaming principles to a level that could be considered integrated and substantive (Tickamyer et al. 2014; Wornell et al. 2015). Many mentions of gender only referred to demographics or statistics alone and/ or were superficial. There was typically an acknowledgment of why gender should be considered and/or the importance of gender inclusion, but gave few details on how it has been integrated into policy or projects at national and subnational levels (Arwida et al 2017).

However, ample research demonstrates that climate policies and actions which fail to meaningfully address gender issues pose risks undermining gender equality while also jeopardizing efficiency and long-term sustainability of other targets. At the same time, potential synergies exist between addressing gender inequality and environmental objectives. As various national as well as local governments are seeking to address climate change in their policymaking and planning in forest and tree-based sectors, it becomes increasingly urgent to develop mechanisms that promote women and men’s equal access to

decision-making spaces on climate change related planning, strategies and policies to ensure that their preferences and interests are adequately represented and addressed.

For instance, CIFOR's global comparative study of REDD+ projects found that despite REDD+ aiming to address gender inequalities and minimize risks to women, gender issues are insufficiently accounted for in REDD+ implementation. Across 22 subnational REDD+ initiatives in six countries where this research was carried out, CIFOR found that women's groups were substantially less knowledgeable about REDD+ and participated less in REDD+ initiatives than mixed gender (male-dominated) focus groups. When women participate, their participation in stakeholder consultations is often nominal and tokenistic, due to structural gender inequalities with respect to information sharing and knowledge (Larson et al 2015). In the early phase of REDD+, interviews in intervention villages found that only 38 percent of women's focus groups had heard of REDD+, in comparison to 60 percent of village focus groups, which were about 70 percent male. Preliminary analysis of findings three years later suggests that 18 percent of women's focus groups demonstrated a decline in women's well-being over the past three years. In comparison, control sites showed no change over the same period. A regression analysis suggests that REDD+ is a significant factor in these differences. While more analysis on the causal mechanisms is needed, the combination of the two data sets suggest that the failure of REDD+ projects to meaningfully address gender early on may be associated with the decline in women's well-being (Larson et al, forthcoming).

Bee and Sijapati Basnett's (2016) review of REDD+ program design showed that gender was being understood as 'equal participation' of women and men in REDD+ design without a clear understanding of what that meant, and how to achieve meaningful participation of a range of women. There was also an assumption that women's participation would automatically lead to benefit-sharing arrangements that would promote gender equality. However, research in Vietnam shows that although many REDD+ projects and programs aim to apply a gender-sensitive approach in allocating benefits from REDD+, there was little effort to ensure that women had a voice in identifying what benefits they would prefer and how they wished to receive them. As a consequence, benefits generated by REDD+ risked reflecting only powerful male social groups' priorities, and excluding women altogether and/or exacerbating pre-existing gender and social inequalities (Pham and Brockhaus 2015, Pham et al 2016).

For climate change solutions to be truly sustainable, those whose lives and wellbeing are at stake must be involved in decision making and leading the way (UN Women 2014). In the forestry sector, there is also ample evidence of a positive relationship between women's participation in forest management decisions and enhanced forest management outcomes, including more resilient institutions (Coleman and Mwangi 2013), more equitable benefit-sharing (Agarwal 2010), and improved forest condition (Leisher et al 2016). Hence, there are synergies between addressing the drivers of climate change as well as underlying causes of gender inequality. At the same time, these synergies need to be created and not be pre-assumed. Simply adding women to climate change policies and programs and/or mobilizing women to address climate change without considering how these policies and programs would also be beneficial to women, is ineffective and unjust. It risks shifting responsibilities of climate change action to poor women, directing attention away from the underlying drivers of climate change. Relatedly, policies

and approaches designed to address climate change can inadvertently increase gender inequalities and undermine women's rights if they end up reducing women's access to resources (Bee and Sijapati Basnett 2016), increasing women's care burden (Westholm and Arora-Jonsson 2015), and limiting women's voice in climate change related decision-making processes (Pham et al. 2016).

Gender and climate change adaptation

CIFOR's research on mitigation/adaptation linkages in Burkina Faso compared household adaptive capacities under different forest- and tree-based mitigation strategies. The findings show that women's adaptive capacities, especially in terms of options for livelihood diversification and secured access rights, are significantly higher in indigenous tree-based parklands (*Vitellaria* and *Parkia* trees) and small-scale restored lands than in monoculture tree plantations (Djouidi and Brockhaus 2011).

However, some monoculture tree plantations contain higher carbon stocks than parklands. When carbon stock is seen as the only priority for mitigation action, trade-offs between carbon stock and women's adaptive capacity become invisible. Therefore, assessing the potential impacts of any planned mitigation actions on women and men's adaptive capacities will help identify potential tensions or trade-offs between gender equality and climate action, and help in developing better options to generate co-benefits between the two.

Adaptation initiatives and interventions should not only be compatible with local livelihoods but also build on local knowledge. In the Andean forests, for example, where local people have developed complex knowledge systems and coping strategies in a context of extreme climatic conditions, research compared agroforestry practices as options for climate change adaptation by determining the benefits of trees from the perspective of smallholder women and men in the indigenous communities living in the area (Mathez et al. 2016 a, 2016b). The study showed that Andean farmers have important knowledge on the buffering role of shrubs and trees for increased temperatures and soil and water conservation, including erosion control, promotion of soil fertility, and the management of increasingly scarce water resources. However, their knowledge is limited regarding species that can protect their productive systems against extreme climatic events such as heavy rainfalls, hail, and strong winds. The recommendations that followed showed that a combination of existing local knowledge and targeted scientific knowledge could lead to innovative solutions and inform agroforestry and climate change adaptation projects in the Andes and other mountain areas.

Recommendations to gender-responsive mitigation and adaptation policy and action thus include:

- Conducting an ex ante gender analysis, identifying potential risks to women's rights and integrating adequate safeguards. This analysis should go beyond the collection of sex-disaggregated data to also account for intra-community diversity and complexity, including intersecting categories such as, ethnicity, class and age. It should also assess potential synergies and trade-offs between gender equality and other policy/program objectives.

- Implementing gender-responsive Free, Prior and Informed Consent (FPIC), and ensuring meaningful and gender-equitable participation in design and implementation of projects and policies.
- On national level, ensure that gender is mainstreamed across relevant sectoral ministries and agencies. Develop gender-responsive action plans that are evidence based and developed in consultation with key stakeholders, including gender ministries and women’s organizations as well as ministries of finance and planning. Such action plans should be informed by socioeconomically disaggregated data and gender analysis, and include i.a. assessment of gender-related risks and opportunities across sectoral climate policies and initiatives; activities and safeguards to mitigate risks and enhance gender equality; assessment of human and financial resources required to implementing the identified actions; clear targets and guidelines for monitoring and reporting progress; and clearly established accountabilities. The Green Climate Fund’s draft Gender Equality and Social Inclusion (GESI) policy outlines a number of requirements in line with the above and includes provisions to require all Accredited Entities to “have policies, procedures and competencies in place ... to implement the GESI Policy” (p.11). National/sectoral gender action plans could then both help facilitate access to GCF-funds as well as help ensure various climate actions align with a collectively developed framework and contribute towards same targets.
- Defining targets on how projects and policies will address gender inequalities, collecting baseline data and periodically reporting on progress with respect to the full spectrum of gender equality, including paid and unpaid work, full and effective participation, access and control over productive resources and other aspects defined in the Sustainable Development Goals framework.

ii. Recommendations for the consideration of the Secretariat

This section outlines a number of recommendations aimed at strengthening the effective implementation of the UNFCCC Gender Action Plan, with particular emphasis on building and strengthening the capacities of Parties and relevant stakeholders to design and implement gender-responsive forest- and tree-based mitigation and adaptation policies and programs. The CGIAR research program on Forests, Trees and Agroforestry has developed an extensive body of knowledge on the topic, and is happy to offer its support in implementing the below recommendations.

We recommend that the SB48 in-session workshop (21/CP.22, article 13) includes a focus on gender-responsive forest- and tree-based mitigation and adaptation policy and action. According to the IPCC, the AFOLU (Agriculture, Forestry and Other Land Uses) sector is responsible for roughly a quarter of global GHG emissions. Around half of these emissions result from deforestation and forest degradation (IPCC 2014). Forest and tree-based mitigation action, then, offers great mitigation potential through

“enhancement of the removals of greenhouse gases (GHG), as well as reducing emissions through better management of land and livestock” (IPCC 2014, 816). According to a WWF analysis of 75 INDCs from forested countries, reforestation, afforestation and restoration goals were common (WWF 2015). However, analyses of the Intended Nationally Determined Contributions (INDCs) submitted by Parties to the UNFCCC show that only 40% included any references to gender or women. Most of these references were very generic, and were justified on the grounds that women belong to vulnerable populations (Huyer 2016). The recent decision by the Green Climate Fund to allocate significant funds toward forest sector results-based payments is likely to boost forest-based mitigation action. There is thus an urgent need to highlight potential gender-related risks and opportunities related to forest and tree-based mitigation action, and to equip Parties to effectively advocate for gender-responsive mitigation action on global, regional and national levels.

We propose a series of regional workshops (under activity A.1) with particular emphasis on enhancing the capacities of Parties and national and regional stakeholders to develop and implement gender-responsive mitigation and adaptation policies and programs in forest- and tree-based landscapes and sectors. For instance, across Asian countries (Fiji, Sri Lanka, Thailand and Viet Nam, Cambodia, Indonesia), FAO and RECOFTC (2015) find a lack of technical expertise on gender and gender analysis in key forest institutions. This is manifest in the lack of gender working groups, limited knowledge of gender methods, and weak gender analysis skills within such groups as well as a lack of influence of those groups within those institutions. At the same time, many national agencies and ministries tasked with mainstreaming gender in climate policy often lack relevant sector-specific expertise in areas such as forestry and agriculture. The regional workshops would aim to enhance the capacities of national policy makers to develop gender-responsive climate policies in productive sectors, as well as to equip national gender machineries and women’s organizations to advocate for effectively addressing gender in sectoral mitigation and adaptation policies and initiatives.

We propose the Secretariat to organize a Technical Expert Meeting with an objective to share research findings and exchange experiences, lessons and good practices on gender-responsive mitigation policy and action in the land-use sector. The TEM should include a particular emphasis on identifying viable policy options and scalable actions for leveraging synergies between mitigation actions and the adaptive capacities of women and men. For instance, FAO and RECOFTC (2015) find that a lack of evidence-based gender data in forestry often hinders the decision-makers’ ability to make well-informed decisions. While there is an increasing body of research on linkages between gender, forest and tree-based landscapes, and climate change, the evidence does not sufficiently inform national climate policies. The TEM would provide an opportunity to highlight existing data, convey evidence-based recommendations and forge partnerships between the gender-environment research community and policy makers.

We propose that the Secretariat – in partnership with relevant organizations – develops guidelines identifying key areas and opportunities for enhancing synergies between activities under the Convention and the 2030 Agenda for Sustainable Development, with particular emphasis on gender-related targets, including paid and unpaid work, full and effective participation, access and control over productive resources and other aspects defined in the SDGs. These guidelines would allow for more

coherent reporting under activity C.3, as well as assist Parties – all of whom are signatories to the 2030 Agenda – to identify potential synergies between climate action and gender equality, as well as more transparently and efficiently report on progress in their National Communications. **We further recommend these guidelines go beyond the collection of sex-disaggregated data to also account for intra-community diversity and complexity, including intersecting categories such as, ethnicity, class and age.**

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