

Joint Submission by the United Nations Development Programme (UNDP) and the Food and Agriculture Organization of the United Nations (FAO) to the United Nations Framework Convention on Climate Change (UNFCCC) in relation to the “Call for submissions on how to mainstream gender considerations into national adaptation planning and implementation” of the Adaptation Committee

Introduction

The United Nations Development Programme (UNDP) and Food and Agriculture Organization of the United Nations (FAO) welcome the opportunity to make this joint submission on their views on how to mainstream gender considerations in the national adaptation planning process in response to the call for inputs from the Adaptation Committee. This submission draws upon concrete, replicable examples and practical tools that have been used to incorporate gender in adaptation actions, focusing on the joint BMU-funded initiative *Integrating Agriculture in National Adaptation Plans Programme (NAP-Ag)*¹. Since 2015, under the NAP-Ag programme, UNDP and FAO have been working with Colombia, the Gambia, Guatemala, Kenya, Nepal, the Philippines, Thailand, Uganda, Uruguay, Viet Nam, and Zambia to identify and integrate climate adaptation into adaptation planning in the agriculture sectors (crop production, livestock, forestry, fisheries, and aquaculture).

1. What are good examples of lessons learned and best practices in prioritizing/incorporating gender in the process to formulate and implement national adaptation plans in your country or constituency?

The NAP-Ag has piloted a gender mainstreaming approach to program design and implementation linked to the overall NAP process. This approach is in line with international commitments, including the Gender Action Plan (GAP) and the Koronivia Joint Work on Agriculture. The NAP-Ag has identified several good practices and lessons learned from work across the Programme countries. These include the following:

- **Include gender analysis in the adaptation planning process.** Collecting and analyzing sex-disaggregated data can provide key information about the past, current, and future adaptation strategies of women and men engaged in the agriculture sector. These reveal the diversity of experiences depending on farm size, sector, socio-economic group, location, and age, and can help in targeting resources to promote adaptation practices among different groups. Uruguay’s experience collecting and using gender-disaggregated data finds that preparing an adaptation plan can be made more robust when informed by gender analysis (publication forthcoming).
- **Address gender and intergenerational relations that can affect adoption of adaptation options.** The forthcoming NAP-Ag case study from Uruguay, *Making the case for gender-responsive adaptation planning in Uruguay: The importance of sex-disaggregated data*, highlights the importance of addressing the gender and intergenerational household relations in the context of adaptation planning. It found that gender relations, particularly in the context of household decision-making and participation in trainings and groups, can affect the adoption of adaptation actions. The data also suggest that there may be a significant age difference in willingness to undertake farming activities, with youth outmigration posing a significant challenge for the continuation of rural activities in some areas or countries.
- **Incorporate a goal of gender equality in the vision, objectives, and activities of any new or revised adaptation strategies or plans.** Uganda’s gender-responsive adaptation planning processes, outlined in the 2017 NAP-Ag case study, [Gender and Adaptation Planning in the Agriculture Sectors: The case of Uganda](#)² found that it is important to move beyond language that simplifies gender to women-targeted interventions and refers to women as vulnerable rather than as important agents of change. Instead, it is important to describe gender-responsive adaptation goals that respond to gender-differentiated needs, to increase women’s voices in decision-making and ensure equitable benefit-sharing from adaptation interventions.

¹ <https://www.adaptation-undp.org/naps-agriculture/>

² <http://www.fao.org/3/I8282EN/i8282en.pdf>

- **Ensure funds are dedicated to gender-mainstreaming efforts.** This can be done in several ways. One, by budgeting for gender in strategic planning documents. For example, Uganda’s NAP for the Agriculture Sectors incorporated a budgeted gender component to climate change adaptation as one of its eight priorities. This includes a significant allocation to conduct a gender-specific assessment of climate change impacts on agriculture, and to develop and apply tools for gender-sensitive climate smart agriculture budgeting and planning. Two, a gender-responsive budget can include an allocation of funds to carry out gender-responsive activities, recruit a gender specialist, and/or support the engagement of women’s groups during stakeholder consultations.
- **Build inter-institutional collaboration on gender analysis from the outset of adaptation planning.** The NAP-Ag’s experiences in Uruguay reveal that inter-institutional collaboration is central to guaranteeing the commitment of different actors to mainstreaming gender in adaptation planning, and to ensuring better use and dissemination gender-disaggregated data. The process also shows the need for negotiation and mediation among stakeholders to satisfy the different interests around the gender analysis.
- **Build skills/capacity for gender mainstreaming.** For gender mainstreaming to be successful in adaptation planning, staff at all levels must be sensitized on the main principles, tools and methods on gender mainstreaming; therefore, investing in gender expertise and building capacity is key. The NAP-Ag approach was to ensure that gender experts were hired by the teams in Uganda, Zambia, the Philippines and the Gambia that would work with the Project Coordination Units (PCU) that oversaw gender mainstreaming. In the case of Zambia, it also extended this to extension staff, and to the Ministry of Agriculture (MoA) Gender Focal Point. Training can also build awareness of field workers to gender-sensitive research approaches and questions before workers engage in focus group discussions in rural communities.
- **Plan for the sustainability of benefits:** To avoid the risk that project benefits for women and men diminish when the project ends, attention should be given to the mechanisms that can help sustain benefits. In Zambia, this included strengthening women’s access to land and using cooperatives as an entry point to working with communities over the longer term.

2. How can gender best be incorporated into adaptation action?

A 2018 NAP-Ag Programme Briefing Note, [Promoting gender-responsive adaptation in the agriculture sectors: Entry points within National Adaptation Plans](#)³ and a forthcoming NAP-Ag publication, *Gender in adaptation planning for the agriculture sectors: Guide for Trainers*, identify a number of entry points where gender can best be incorporated into adaptation actions. These include:

- Aligning adaptation actions and processes with global and national gender policy commitments, including those focusing on agriculture and rural development, women’s empowerment and gender equality, and climate change;
- Ensuring gender-responsive stakeholder engagement which means that women and men participate as stakeholders and the issues of different stakeholders are addressed using a gender lens to identify different needs and challenges;
- Reviewing existing adaptation actions for gender responsiveness (projects, programmes, policies) to identify lessons learned, good practices, and gaps (in the context of a NAP, this may include stocktaking);
- Conducting a gender analysis to identify the potentially gender-differentiated adaptation-related needs, interests, and challenges in the agriculture sectors; and
- Ensuring vulnerability and risk assessments and appraisal of adaptation options also consider gender-differentiated needs, interests, and challenges.

In terms of implementation strategies, entry points for incorporating gender in adaptation actions include:

³ <http://www.fao.org/3/I8906EN/i8906en.pdf>

- Reinforcing gender-related commitments when integrating the NAP into sectoral planning. Uganda did so in the process of developing their NAP-Ag Framework;
- Integrating gender-responsive budgeting. For example, Uganda included a gender-responsive budgeting process in their planning processes;
- Using gender analysis and committing to increasing gender mainstreaming capacity in funding proposals for work related to a NAP. Uruguay included a strong gender analysis which identified different gender-differentiated areas of interest, e.g. knowledge, decision-making, which are useful for informing adaptation planning;
- Maintaining good gender mainstreaming practices in the adaptation projects that result from the NAP. The NAP-Ag's case study from Zambia highlighted several practices important for gender mainstreaming in adaptation planning, and;
- Managing for gender-sensitive results and long-term change. The NAP-Ag's forthcoming *Guide for Trainers* includes a module on managing for change from a gender perspective.

Entry points for incorporating gender in monitoring, evaluating, and reporting/communicating include:

- Developing gender-sensitive indicators and collecting and using disaggregated data for monitoring. The NAP-Ag case study from Uruguay highlighted the importance of this issue in the context of adaptation planning for the agriculture sector.
- Documenting and communicating lessons learned on gender in adaptation. The NAP-Ag Programme documented lessons from several Programme's countries through case studies, briefing notes, videos, and a training manual for sharing in Programme countries and wider audiences.

3. In your experience, what are remaining gaps related to incorporating gender considerations into adaptation planning and implementation?

Addressing structural inequalities (e.g. in policies, laws, norms, institutions, etc.) and inequitable power relations in adaptation planning and implementation. Typical approaches to the integration of gender considerations in adaptation planning (and historically in agriculture and other sectors in general) have focused on increasing women's participation in activities – whether training, extension, or others. Less attention has, until recently, been paid to identifying and addressing the structural inequalities and inequitable power relations in which women and men live and engage in livelihoods. If adaptation processes do not identify and address inequitable power relations or social norms, nor identify and address gender-differentiated adaptation needs and interests, they risk creating new gender inequalities which can worsen vulnerabilities.

Mainstreaming gender in appraisal and prioritization of adaptation options. One of the critical gaps related to incorporating gender consideration into adaptation planning and implementation is in the area of appraisal and prioritization of adaptation options. In particular, key tools and approaches used in appraisal and prioritization such as Cost-Benefit Analysis, Cost-Effectiveness Analysis, and to a lesser extent, Multi-Criteria Analysis, have typically lacked attention to gender. In 2018, the GEF funded UNDP-UN Environment [National Adaptation Plan Global Support Program \(NAP-GSP\)](https://www.globalsupportprogramme.org/nap-gsp)⁴ sought to address this issue in part through the development of a module on gender in the appraisal and prioritization of adaptation options; this was subsequently tested at the May, 2018 [Pacific Regional Training Workshop on Appraisal and Prioritization of Options for Adaptation Planning](https://www.globalsupportprogramme.org/nap-gsp-regional-training-workshop-appraisal-adaptation-options-and-prioritisation-pacific-islands)⁵.

Gender mainstreaming in adaptation planning. The NAP-Ag Programme's activities across the programme countries found that many government institutions lack the capacity and/or the resources (e.g. human, financial) to sustain capacity strengthening on gender mainstreaming in adaptation planning. To this end, the NAP-Ag Programme contributed to several countries' capacity strengthening exercises on gender mainstreaming, although much more action is needed to institutionalize gender mainstreaming capacity across regions. In 2018, the NAP-Ag organized

⁴ <https://www.globalsupportprogramme.org/nap-gsp>

⁵ <https://www.globalsupportprogramme.org/nap-gsp-regional-training-workshop-appraisal-adaptation-options-and-prioritisation-pacific-islands>

gender in adaptation planning trainings for government and other stakeholders in the [Gambia](#)⁶ and the Philippines. These trainings follow on similar NAP-Ag gender and adaptation trainings held in 2017 in [Colombia](#)⁷, [Zambia](#)⁸, [Uganda](#)⁹, and [Nepal](#)¹⁰ and in [Kenya](#)¹¹ in 2016. Similar trainings were also held in Uruguay and Viet Nam. From these experiences and the development and testing of materials, the NAP-Ag Programme developed, tested, and brought together in one package, a set of training materials, *Gender in adaptation planning for the agriculture sectors: Guide for trainers* as well as country case studies, a briefing note, and a series of videos – all with the intent of strengthening gender mainstreaming capacity in adaptation planning. In 2018 and 2019, NAP-Ag also tested revised training materials on mainstreaming gender and climate change in value chains in Zambia and Uganda to strengthen stakeholders’ work on market/value chain development; these materials will be finalized in 2019.

Documentation and communication of lessons learned and good practices on gender in adaptation planning.

Gender mainstreaming in adaptation for the agriculture sectors can be strengthened if insights into what works are documented and shared widely. This calls for effective targeted messaging, communication, and awareness raising campaigns for different audiences. It is important to consider the different audiences (e.g. stakeholders involved in the adaptation planning process, women and men farmers, farmers’ organizations and cooperatives, young agricultural entrepreneurs, policy-makers, central government planners, etc.) and the most effective ways of communicating the different messages arising from the process in order to reach them (e.g. printed media, community discussions, policy brief, social media, etc.).

Conclusion and Way Forward

UNDP and FAO support the objective of the Adaptation Committee to incorporate gender as a cross-cutting consideration in all areas of its work and provide the following suggestions as a way forward:

- The lessons, good practices and practical tools on incorporating gender through the NAP-Ag Programme provide opportunities for replication in other interested developing countries. UNDP and FAO will make the forthcoming *Gender in adaptation planning for the agriculture sectors: Guide for Trainers* resource available to all online and would be available to provide further information and training;
- The Adaptation Committee could consider drawing on lessons, good practices and practical tools on gender mainstreaming in adaptation projects and programmes in submissions made by Parties and non-Party stakeholders under the Gender Action Plan.

⁶ <https://www.adaptation-undp.org/linking-gender-and-climate-experts-adaptation-planning-gambia>

⁷ <http://www.fao.org/in-action/naps/news-events/detail/es/c/1073526/>

⁸ <http://www.fao.org/in-action/naps/news-events/detail/en/c/1046585/>

⁹ <http://www.fao.org/in-action/naps/news-events/detail/ru/c/881167/>

¹⁰ <http://www.fao.org/in-action/naps/news-events/detail/en/c/1051569/>

¹¹ <http://www.fao.org/in-action/naps/news-events/detail/en/c/453373/>