

# Gender review of climate change legislative and policy frameworks and strategies in East Africa

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Ruth Aura  
Mary Nyasimi  
Laura Cramer  
Philip Thornton



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**Contact:**

CCAFS Program Management Unit, Wageningen University & Research, Lumen building, Droevendaalsesteeg 3a, 6708 PB Wageningen, the Netherlands. Email: [ccaafs@cgiar.org](mailto:ccaafs@cgiar.org)

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## Abstract

Climate change is currently acknowledged as one of the pressing global threats to the environment and humanity. This threat has moved the global community to take action on adaptation and mitigation efforts to cushion its devastating effects. Cognizance has been taken of the disproportionate impact that climate change poses to women and other vulnerable groups. The various legislative, policy and strategic frameworks on climate change available at the global and regional level is a tacit acknowledgement of the seriousness of the problem and the role of women in adaptation and mitigation strategies. For instance, through several of its decisions, the United Nations Framework Convention on Climate Change has included a focus on addressing women's rights and gender equality with respect to climate change mitigation and adaptation strategies. In Africa, the African Union is committed to addressing climate change issues with a gender perspective. Consequently, African countries have formulated their respective climate change policies, strategies and action plans as well as green growth and low carbon strategies aimed at integrating climate change considerations into development and sectoral plans with a gendered perspective. Kenya, Uganda, Tanzania and Ethiopia are among the East African States, which have followed suit by responding to the African Union commitments to the course by developing several legislative and policy frameworks to aid the course addressing climate change.

The focus of this paper is to establish whether these frameworks are in accordance with international and regional frameworks on climate change in addressing gender-specific impacts of climate change in the areas of climate-smart agriculture, food security, water, health, human rights and security. This paper, therefore, reviews climate change related policies and strategies in East Africa through a gendered lens. The countries whose legislative and policy frameworks are in focus include: Kenya, Uganda, Tanzania and Ethiopia. The study assesses how these countries have integrated gender in their climate change legislation, policies and strategies to support the vulnerable while addressing climate change.

Findings show that all four countries include gender terms within their various policies, programs and plans. All the documents reviewed indicated that they were drafted after a gender analysis on climate risks, impacts and vulnerability. Furthermore, all the documents identified gender, vulnerable groups and youth as the target groups most vulnerable to the impacts of climate change and mentioned the inclusion of gender responsive monitoring and evaluation systems. The documents also included gender mainstreaming and supported the enhancement of education, training and capacity building for women. Despite this, none of

the documents mention direct benefits to women and youth or budget allocations for gender specific actions.

In all the policies and plans, women are identified in particular instances as being greatly involved in agriculture and food production and at the forefront of innovations and projects addressing climate change. Most of the frameworks generalised the issue of training and institutional strengthening. There is generally no capacity within existing government departments to consider gender in climate response activities. It is thus pertinent that the frameworks consider building the capacity of gender focal points in all relevant institutions to incorporate gender issues in all climate change responses. This is to ensure that institutions not only deal exclusively with gender are women and children, but that this role will also be considered in every other department.

**Keywords**

Gender, Policies, Climate change, Budget allocation

## About the authors

Ruth Aura, Advocate/ Lecturer/ Researcher  
Odhambo & Odhambo Advocates  
Nakuru, Kenya

Mary Nyasimi, Science Officer  
Gender and Social Inclusion  
The CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS)

Laura Cramer, Science Officer  
Priorities and Policies for CSA  
The CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS)

Philip Thornton, Flagship Leader  
Priorities and Policies for CSA  
The CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS)

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## Acronyms

ACRP	Agriculture Climate Resilience Plan
ADSIP	Agriculture Sector Development Strategy and Investment Plan
ARC	Agriculture Resource Centre
ASDP	Agriculture Sector Development Programme
AU	African Union
CAHOSCC	Committee of Africa Heads of State and Governments on Climate
CCAFS	Climate Change, Agriculture and Food Security Change
CRGES	Climate Resilient Green Economy Strategy
CSA	Climate-Smart Agriculture
CSAF	Climate-Smart Agriculture Framework
CWGPCC	CAHOSCC Women and Gender Programme on Climate Change
DADP	District Agriculture Development Plan
EADD	East Africa Dairy Development
EMU	Environment Management Unit
EPACC	Ethiopia's Programme of Adaptation to Climate Change
GHG	Greenhouse Gas
(I)NDC	(Intended) National Determined Contributions
MAFC	Ministry of Agriculture Food Security and Cooperatives
MTP	Medium Term Plans
NAP	National Adaptation Plan
NCCAP	National Climate Change Action Plan
NCCC	National Climate Change Council
NCCFP	National Climate Change Focal Point
NCCP	National Climate Change Policy
NCCS	National Climate Change Strategy
NCCSC	National Climate Change Steering Committee
NCCTC	National Climate Change Technical Committee
NDC	Nationally Determined Contribution
NEMA	National Environmental and Management Authority
PAEA	Practical Action Eastern Africa
SCODE	Sustainable Community Development Services
UNFCCC	United Nations Framework Convention on Climate Change
WEEK	Women in Energy Enterprises in Kenya

# Introduction: Overview of climate change adaptation and mitigation measures in Africa

Climate change is a pressing global threat recognized at international, regional and local levels and has left humans and other living organisms vulnerable to the point of adjusting their adaptation system (Burton, 2011). The adaptation system encompasses factors such as ecological, social and economic changes, which are a response to the harsh climatic conditions (Burton, 2011). This has made it difficult to safeguard the socio-economic rights for those considered as vulnerable persons in society. This is compounded further by the lack of proper and holistic approach in combating climate change (Fortmann, 2010). Climate change has differentiated impacts on men and women. However, women are considered the most vulnerable population since they are disproportionately affected by, and bear the brunt of, climate change in most jurisdictions. Therefore, there is now a deliberate effort to integrate gender issues in climate change to address women-specific issues through legislation, policies and programmes.

The United Nations Framework Convention on Climate Change (UNFCCC) has, through several of its decisions, included a focus on addressing women's rights and gender equality with respect to climate change mitigation and adaptation strategies. For instance, the UNFCCC has included gender aspects across adaptation and capacity building, which sends a signal that gender equality and women's participation are necessary for effective action on all aspects of climate change (WEDO and GCCA, n.d.). Other decisions that have had a special focus on gender equality in tackling climate change impacts at an international level include: 2012 Decision 23/CoP.18 on gender balance and women's participation; 2014 launch of the Lima Work Programme on Gender aimed at achieving gender-responsive climate policy in all relevant activities under the Convention; The Green Climate Fund took a fund-wide, gender sensitive approach in 2011, which was enhanced with a Gender Action Plan in 2014; Draft gender sensitive language going into the Twenty First Conference of Parties (COP21). (WEDO and GCCA, n.d.).

At the continental level, the impetus was boosted when, in 2014, the African Union (AU) committed to addressing climate change issues with a gender perspective (AU, 2011). This is evidenced by the steps that the African heads of state undertook at the assembly of the AU's twenty-third ordinary session in Malabo through the Committee of African Heads of State and Governments on Climate Change (CAHOSCC) (AU, 2011). In this session, the heads of states agreed to develop a CAHOSCC Women and Gender Programme on Climate Change

(CWGPCC) to engage women and gender in climate change related actions. The result of the African states' concerted efforts is an improvement in addressing and including gender into climate change policies and programmes.

African countries have formulated their climate change policies, action plans and strategies, including green growth and low carbon strategies, to integrate climate change considerations into development and sectoral plans with a gendered perspective (e.g., Kenya's National Climate Change Response Strategy, Ethiopia's Climate Resilient Green Economy, Tanzania's Agriculture Climate Resilience Plan 2014-2019, Uganda's National Climate Change Policy 2015). This is because African countries recognize that climate change impacts are likely to undermine development outcomes in the short- and long-term and that they have a disproportionate impact on gender (Beg, 2002). Therefore, each country, with the support from various donors and financiers, has planned adaptation and mitigation responses that integrate gender and climate change resilience into their agricultural, energy, infrastructure and other sectoral development plans to enhance readiness to address the climate-related shocks.

A gender-sensitive response requires disaggregated data as well as assessments of differential impacts of climate change on women and men. It requires an understanding of existing inequalities between women and men and ways in which climate change can exacerbate these inequalities. It has been noted, that current climate change policies and strategies tend to inadequately address the needs of women and children, particularly in the contexts of nutrition, food security and health. Additionally, women are poorly represented in consultation and decision-making processes during the development of climate change adaptation strategies at local, national and global levels (Crawshaw and Shaw, 1996). These concerns have triggered action from the international community to take steps to address the issue at the global level through the formulation of legislation and policy frameworks to address problems of gender and climate change. Mirroring these global trends, African countries have formulated legislation and policies that address gender and climate change issues at the regional level. At the national level, many countries in Africa have incorporated international and regional climate change interventions and strategies into their national mitigation and adaptation policies and action plans. However, implementation of the legislative and policy frameworks remain a major challenge in most countries.

East African states have made several positive advances in addressing the effects of climate change. Amongst the responses, the states have developed several policy and legislative frameworks that provide guidelines on mitigation and adaptation efforts. An analysis of these frameworks is discussed in this paper to confirm whether they are in accordance with

international frameworks on climate change in addressing gender-specific impacts of climate change.

Whereas the international community has swung into action to address climate change with a gender perspective, implementation at the national level has been a mirage. Women are conspicuously underrepresented in consultation and decision-making processes in climate change interventions in most countries, yet they are disproportionately affected. Women's involvement in climate change activities is inadequate and not up to the required international standards guaranteed under international instruments related to gender and climate change. The main concern, therefore, is to determine the cause of the slow pace to address women's issues at the national level, despite the commitment shown by states at the international and regional level. While this important question is not addressed by this paper, it needs to be investigated to effectively address gender and climate change issues at national or local levels. This review of state policies and plans provides an opportunity to highlight the gaps and strengths within gender and climate change frameworks and to allow and encourage the respective countries to ensure compliance with the relevant international instruments on the subject matter. It is against this backdrop that this review is seen as important, strategic and timely.

This paper therefore, reviews climate change related policies and strategies in the East African countries of Kenya, Uganda, Tanzania, and Ethiopia through a gendered lens. Drawing upon gender inclusion criteria, the study assesses how these countries have integrated gender in their climate change policies and strategies. In undertaking the analysis, several issues were identified which informed the thematic areas in the paper. For instance, the policies and laws were reviewed to establish whether a gender analysis on climate risks, impacts and vulnerability was conducted to provide a baseline. The study also analyzed whether identification of gender, youth, and other vulnerable groups was done. Other areas questioned whether the frameworks provided direct benefits to women, youth and other vulnerable groups. An examination on issues of participation, empowerment and whether women and youths are targeted by the activities and programmes was also undertaken.

The frameworks were thoroughly reviewed to determine the extent to which provision of support for education and training, as well as equality building for targeted groups, was achieved. Equally important is whether gender-specific budgetary allocations were made for each of the strategies and plans. Gender mainstreaming as an elaborate aspect of climate change mitigation and adaptation was also studied. Additionally, whether the frameworks made provisions for gender responsive monitoring and evaluation system was verified. These

thematic areas have guided the analysis on how the four countries are addressing gender and climate change in their policy and legislative frameworks.

Towards this end, the study was guided by the following specific objectives:

- a) To review how countries promote gender mainstreaming in climate change policy and regulatory frameworks such as nationally determined contributions (NDCs), nationally adaptation plans (NAPs) and the climate-smart agriculture framework.
- b) To review how countries promote gender-sensitive adaptation measures to address the impacts of climate change on women.
- c) To review the governance structures for implementing the plans and policies and determine if they are gender transformative/sensitive.
- d) To assess how the policies and plans include the priorities and needs of women.
- e) To assess how the plans and policies support and enhance education, training and capacity building for women so as to increase awareness and their participation in decision making on climate change issues.

## **Methodology**

This research was carried out as a desk review of available government documents. The documents were gathered through online searches and personal contacts. Each policy document was reviewed according to the following criteria:

- Gender analysis on climate risks, impacts and vulnerability
- Identification of gender, youth, and other vulnerable groups
- Direct benefits to women, youth and other vulnerable groups
- Participation and empowerment of women and youth
- Support and enhance education, training and capacity building
- Budget allocation for gender-specific action
- Mainstreaming gender
- Gender-responsive monitoring and evaluation systems

A synthesis of findings from the documents of each country is presented in the following sections.

## **Background to the legislative and policy framework and strategies**

Kenya is among the first African countries to develop legislation and policies that promote the participation of women in climate change activities (CDKN, 2014). On this front, Kenya has embodied its intention to address climate change within the constitution, which already provides a fairly adequate framework for gender equity (GoK, 2010). Other climate change policies have mentioned gender and women's rights issues, although not in detail (See Table 1). The Kenya National Climate Change Action Plan also incorporates and addresses gender and women's issues. The importance of women in leadership is also immediately observable at the policy level and at the implementation level. For example, Kenya's current Cabinet Secretary, in charge of matters related to climate change and the environment, is a woman. It is during her tenure that the Climate Change Act, 2016 was enacted. The Act, as shall be analysed at length while reviewing Kenya's documents addressing climate change, has solid provisions that if implemented shall ensure that women's contribution in climate change adaptation and mitigation are adequately considered. While having a sound legislative framework guarantees action, implementation of plans and policies developed will still require more effort to ensure that resources, such as financial and technical expertise, are available.

In Uganda, the impact of climate change has led to disastrous effects on communities (Schröder et al, 2013). These effects make it clear that gender, the environment and climate change are cross-cutting issues that need to be addressed simultaneously to achieve sustainable development goals and to address existing inequalities. Some of these have been done through the preparation of policies and strategies (Table 1). Although the establishment of these frameworks indicate positive changes, comprehensively integrating gender issues into climate policies poses challenges. Additionally, it is taxing to determine how these legislation, policies and strategic frameworks have included issues on programming and budgeting to ensure implementation of the activities proposed and indicated in the documents. It is important to note that Uganda has not developed any legislative framework on climate change, but has strived to develop various policies as discussed in the next section.

Tanzania is also impacted by adverse climate change that has affected sectors such as agriculture, water, human health, education, human settlements, forestry and livestock. This has consequently jeopardized her citizens and necessitated the undertaking of adaptive and mitigative measures (Table 1). A gendered situation analysis of these legislative frameworks, which addresses the inclusion of vulnerable persons, especially women, in climate change

policy and programs is essential in identifying gender gaps in climate change interventions. It is also noted that Tanzania, unlike Kenya, does not have a legislative framework on climate change; it has robust policy frameworks.

Ethiopia also experiences climate change and its impacts on the environment and natural resources. The impacts are already apparent, evidenced by drought, food insecurity and disease outbreaks. As such, it has been Ethiopia's aim to mitigate and adapt to the impacts of climate change. As a result, several legislative and policy frameworks have been established to provide formulas on how climate change effects can be eradicated or at least reduced (Table 1). This calls for the mainstreaming of climate change into decision-making at a national level. Ethiopia, like Uganda and Tanzania, has not put in place a legislative framework to address climate change and relies heavily on policies.

Table 1: List of East Africa policy documents reviewed

	Kenya	Uganda	Tanzania	Ethiopia
a)	Climate Change Act, No. 11 of 2016	a) National Climate Change Policy (NCCP) 2012	a) National Climate Change Strategy (NCCS) 2012	a) Climate Resilient Green Economy Strategy (CRGE) 2011
b)	National Climate Change Action Plan (NCCAP) 2013	b) Agriculture Sector Development Strategy and Investment Plan (DSIP) 2010	b) National Adaptation Plan (NAP) 2016	b) (Intended) National Determined Contributions (INDC) 2015
c)	National Adaptation Plan (NAP) (2016)	c) Climate Smart Agriculture Framework (CSA) 2015	c) (Intended) National Determined Contributions (INDC) 2015	c) Ethiopia's Programme of Adaptation to Climate Change (EPACC) 2010
d)	(Intended) National Determined Contributions (2015)		d) Agriculture Climate Resilience Plan (ACRP) 2014	
e)	Climate Smart Agriculture Framework (CSA) 2017		e) Climate Smart Agriculture Framework (CSA) 2015	

# Analysis of the climate change policies, strategies and plans

This section provides analysis of climate change policies, strategies and plans in the four East African states of Kenya, Uganda, Tanzania and Ethiopia, in terms of their response to climate change with a gendered lens.

## Kenya

### Climate Change Act, No. 11 of 2016

Kenya was the first of these four states to establish legislation in the *Climate Change Act, 2016*. The main purpose of the Act is to provide a regulatory framework for enhanced response to climate change, mechanisms to enhance climate change resilience, and measures to achieve low carbon climate development. Amongst the guiding principles in applying the provisions of the Act include: ensuring equity and social inclusion in allocation of effort and costs and benefits to cater for special needs, vulnerabilities, capabilities, disparities and responsibilities of vulnerable populations including women. It is therefore pertinent to point out that the Act foresees the necessity of protecting all persons affected, particularly those who are more vulnerable. The Act concludes by making provisions for public participation in climate change affairs, creating an open forum for women and the marginalized to be active in climate change activities. To ensure that the objectives of the Act are fulfilled, the Act establishes the National Climate Change Council (NCCC) (*Climate Change Act, No. 11 of 2016*). While this is a positive step in ensuring an implementing institution is charged with mainstreaming gender in climate change activities, it is a concern as to whether the composition of the institution will be in compliance with the two-thirds gender rule designated by the Kenyan Constitution.<sup>1</sup> As men are more likely to have positions on the council, there is great potential to exclude women. The two-third gender rule explicitly requires that in all elective and appointive position, not more than a third of the number of persons holding such positions shall be of the same gender.

<sup>1</sup> The Constitution of Kenya 2010 recognizes women, youth, persons with disabilities and ethnic minorities as special groups deserving of constitutional protection. Under the Constitution, Article 27(8), refers to the “two-thirds gender rule”. It directs that the state should take legislative and other measures to ensure no more than two-thirds of all elective or appointive positions are held by the same gender. Article 27(8) must be read together with Article 100, requiring the enactment of legislation on representation in Parliament of marginalized groups including women, youth, persons with disabilities, ethnic minorities and other marginalized communities.

The Act has the intention of formulating and periodically reviewing documents concerning climate change policy, strategy and the National Climate Change Action Plan (*Climate Change Act, No. 11 of 2016*). In addition to the reviews Kenya's Cabinet Secretary is tasked with ensuring the formulation of a national public education and awareness strategy on climate change and implementation programmes that are responsive to both gender and intergenerational needs. Additionally, the establishment of the Directorate shall ensure the coordination and implementation of the gender and intergenerational climate change education, consultation and learning at both the national and county governments' level (*Climate Change Act, No. 11 of 2016*). Together, these steps are headed in the right direction to ensure that women are considered in the fight to reduce carbon emissions and other contributors of climate change.

In short, the NCCC provides an overarching national climate change coordination mechanism. It ensures the mainstreaming of climate change functions by the national and county governments and approves and oversees the implementation of the NCCAP. The Climate Change Directorate delivers operational coordination and provides technical assistance on climate change actions and responses to county governments. Additionally, the creation of a Climate Fund I will provide a financing mechanism for priority climate change actions and interventions approved by the council. The fund is likely to fast track climate change activities, which are often delayed due to insufficient financial inputs. The funding, however, lacks gender considerations, as it is silent on gender specific activities that can be funded.

Amongst its roles, the NCCC has the duty to approve a national gender and intergenerational responsive public education awareness strategy and implementation programme as an overarching national climate change coordination mechanism (*Climate Change Act, No. 11 of 2016*). This is likely to be effective, especially considering the appointment of council members in compliance to the two-thirds principle, increasing the likelihood that women's voices will be heard in conversations addressing climate change. The Act (section 8, *Climate Change Act, No. 11 of 2016*) stipulates exclusive role played by the Cabinet Secretary for the time being in charge of matters related to climate change. He/she is mandated to formulate a national gender and intergenerational responsive public education and awareness strategy on climate change and implementation programme, a mandate seen as a positive gesture, further ensuring that women are heard on all fronts. Additionally, the Directorate position, created under the Act, indicates the extent to which the Kenyan state has prioritized women's needs as a vulnerable group. The Directorate will also coordinate the implementation of gender and intergenerational climate change education, consultation and learning at the national and county government levels. This position is further strengthened by the inclusion of procedures to ensure gender and intergenerational equity in access to monies from the fund (*Climate*

Change Act, No. 11 of 2016). Taken together, these provisions are a step in the right direction towards including actionable gendered points in the Act and ensures that women, when adequately supported, have as much to gain as men.

While the Act does not specify how to incorporate gender in public awareness campaigns, the intent of Section 21 is to integrate climate change into various disciplines and subjects of the national education curricula at all levels. Section 24 also provides for general public participation, requiring involvement by the public in all instances where public entities develop strategies, laws and policies related to climate change. This is in addition to the provision of a public engagement strategy provided under Section 30 which requires the consultation of citizens when identifying actions which contribute to the achievement of the objects and purposes set out in Section 3. Again, while there is no special element addressing the plight of the vulnerable, the hope is for gender considerations to be prioritized in every public awareness stage or process, including the encouragement of participation of women and members of vulnerable groups in meetings, both as facilitators and participants.

### **National Climate Change Action Plan (NCCAP) 2013**

Kenya's *National Climate Change Action Plan (NCCAP)* is the first action plan developed with the aim of implementing Kenya's National Climate Change Response Strategy (NCCRS). It addresses all sectors of the economy and provides mechanisms for the mainstreaming of the NCCAP into those sectors (*Climate Change Act, No. 11 of 2016*).<sup>2</sup> The NCCAP seeks to reduce Kenya's vulnerability to climate change and adopt a low carbon development pathway, with the potential benefit of improving the lives of the poor and vulnerable, who often experience climate change impacts most acutely. It also focuses on the urban poor living in flood-prone slums and the rural poor who rely on ground water for water supply and rainfall for food production. In this regard, the Kenyan NCCAP developed eight subcomponents: 'Long-term National Low Carbon Climate Resilient Development Pathway; Enabling Policy and Regulatory Framework; Adaptation Analysis and Prioritisation; Mitigation actions; The Technology; National Performance and Benefit Measurement; Knowledge Management and Capacity Development; and Finance' (Kenya's National Climate Change Action Plan, 2013-2017). These subcomponents recommend the dissemination of climate change knowledge and products to potential beneficiaries, especially women and other vulnerable groups, through improved public awareness and communication. Included in the premise of the plan is a biennial review by the Directorate in accordance with the provisions of Section 13(7) of the *Climate Change Act*, which will be applied to and bind any entity that is involved in addressing climate change (*Climate Change Act, No. 11 of*

<sup>2</sup>Section 13(4); These sectors include: climate smart agriculture, food security, water, health, human rights, and security

2016). While the current position seems too generalised in its approach to addressing gender issues on climate change, the review is likely to provide an opportunity to include gendered information to assist women and their challenges associated with climate change. However, without a clear guideline or direction, it is challenging to bring such gendered issues into focus. The NCCAP has facilitated consideration of an appropriate institutional framework for climate governance in the country. At the highest level, the National Climate Change Council (NCCC) will give oversight and guidance on the integration of climate into the national development and policy-making processes. The NCCC will also ensure that climate change is treated as a cross-cutting developmental and environmental issue. Within the coordinating ministry, a National Climate Change Secretariat will offer the day-to-day technical coordination for all matters on climate change and will be responsible for the national reporting obligations.

As proper financing is crucial to ensure the effective implementation of the Action Plan, the NCCAP also recommends the establishment of the Kenya Climate Fund in the Ministry of Finance to facilitate the sourcing of finance from domestic budgets and international climate funding mechanisms, including a multi-sectoral taskforce to coordinate climate finance-related issues. In addition, the institutional structure recognises the role of the Designated National Authority on the Clean Development Mechanism and the National Implementing Entity for the Adaptation Fund, currently located with the National Environmental and Management Authority (NEMA), which requires capacity building to effectively contribute to the implementation of the Action Plan.

The ministry in charge of planning has a crucial role in spearheading the implementation of the NCCAP Climate Change Action Plans by reinforcing climate change desk officers in all lines of ministries to mainstream climate change in national development planning processes. The institutional structure provides for climate change response by county governments by giving responsibility for climate change functions to them. These functions will be coordinated by the National Climate Change Secretariat, which will provide the necessary support to the counties in the development and implementation of county level climate change action plans. While it will still be challenging to find proper representation of women, these positions are ideal in attending to climate change impacts with a gendered lens on adaptation and mitigation. This is because; the holders of such offices offer a voice for action with a unique bias to the efforts by women.

The NCCAP puts forward climate change indicators as a main concern needed to help address the immediate impacts of climate change, noting the important need for indicators to closely align with gendered development goals. These are meant to measure the effectiveness of local

and county initiatives to reduce vulnerability at the national level. The indicators focus on the number and gender of people permanently displaced from their homes due to drought, flood or sea level rise.

The NCCAP also prioritizes the improvement of water resources, which is recognized as an inherently beneficial improvement for the poor and vulnerable, who are often women and children. Among the priority actions for transitioning to a low carbon resilient development pathway include access to modern energy solutions, which enable income-generating activities, health services, access to communication and improved education outcomes – all of which are of particular benefit to women and children. It also includes actions to improve climate resilience in the disaster preparedness programme, including the modernisation of meteorological systems and a well-maintained early warning system to assist with an early and appropriate response to emerging droughts. The systems are to be backed by a reliable and effective social safety net programme, carried out by empowered youth and women, allowing them to mount a proper responses resulting from the continued effects of climate change. A Threshold 21 (T21) dynamic simulation tool has been designed to support comprehensive, integrated, long-term national development planning. The T21 is said to be a vital model which is intended to support comprehensive, integrated long-term national development planning. Additionally, T21 allows comparative scrutiny of various policy options with an aim of determining the policy with a desired goal ((n.d.). Retrieved July 22, 2017, from [http://www.millennium-institute.org/integrated\\_planning/tools/T21/](http://www.millennium-institute.org/integrated_planning/tools/T21/)). In order to inform coherent national development policies, this model integrates the analysis of the risks and impacts of climate change across the major sectors of the economy, society and environment. Within the context of Vision 2030, the model encourages sustainable development, poverty eradication and increased well-being of vulnerable groups, especially women and children. The model disseminates climate change knowledge products to potential beneficiaries, especially women and other vulnerable groups, through improved public awareness and communication. The action plan is laudable as it takes gender issues into consideration by making specific reference to women and vulnerable groups in its approaches to dealing with climate change issues.

### **National Adaptation Plan (NAP) (2016)**

The development of the National Adaptation Plan (NAP) will operationalize the NCCAP. The NAP is to be developed through a consultative process, involving different stakeholders, under subcomponent 3 of NCCAP-*Adaptation Analysis and Prioritisation* and acknowledges the impacts of climate change in Kenya in the short, medium and long terms (Kenya's *National Climate Change Action Plan, 2013-2017*). The hope is that this process will meaningfully involve and include women by canvassing their issues in their own perspectives

in relation to adaptation. It is reiterated that the resultant NAP will provide a directional roadmap to enable resilience building within the context of the wider sustainable development challenges in the short, medium and long terms. It is intended to deepen the understanding of current and future climate impacts in Kenya by assessing the likelihood and consequence of these impacts as well as the knowledge of ongoing, planned for, and recommended adaptation actions. Kenya has indicated that it will support adaptation plans that include innovation and the development of appropriate technologies that promote climate resilient development. Women in Kenya are at the forefront of inventions that seek to save energy and adapt to the disastrous effects of climate change. For instance, Practical Action Eastern Africa (PAEA), in partnership with Sustainable Community Development Services (SCODE), is implementing the Women in Energy Enterprises in Kenya (WEEK) project to build and expand businesses in three renewable energy markets: improved cook stoves, solar products and biomass briquettes (Energia, 2016).

Through its adaptive plan, Kenya specifies that it shall enhance the adaptive capacity of the general population, urbanisation and housing sectors (Kenya's (Intended) Nationally Determined Contribution ((I)NDC), 2015). It further considers strengthening the adaptive capacity of the most vulnerable groups and communities through social safety nets and insurance schemes. Additionally, the adaptive plan is aimed at enhancing the resilience of agriculture, livestock and fisheries value chains by promoting climate-smart agriculture and livestock development. These plans illustrate Kenya's aspirations to increase resilience to climate change by introducing a comprehensive programme for adaptation action across sectors in support of livelihoods and economic well-being of the Kenyan people.

#### **(Intended) National Determined Contributions (2015)**

The *(Intended) National Determined Contributions* (INDC) was developed in response to decisions adopted at the 19<sup>th</sup> and 20<sup>th</sup> sessions of the Conference of the Parties to the United Nations Framework Convention on Climate Change (UNFCCC) (*Kenya's (Intended) Nationally Determined Contribution* 2015). It is intended to achieve the objective of the UNFCCC as set out in Article 2 of the Convention which states:

“The ultimate objective of this Convention and any related legal instruments that the Conference of the Parties may adopt is to achieve, in accordance with the relevant provisions of the Convention, stabilization of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system. Such a level should be achieved within a time frame sufficient to allow ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and to enable economic development to proceed in a sustainable manner.”

The INDC indicates that Kenya's planning process on mitigation and adaptation hinges on the NCCAP and the NAP, both of which will be reviewed every five years to inform the Medium Term Plans (MTP). These actions are implemented across the various sectors at both the national and county government levels. The Ministry of Environment and Natural Resources is expected to coordinate the country's climate change affairs through the National Climate Change Secretariat. It is also averred that the implementation is dependent on the structures developed under the *2016 Climate Change Act* Representation will, however, still be a mirage as long as dockets are not gender oriented. The Cabinet positions are not gender guaranteed, again posing significant representational challenges.

As a general document, stating Kenya's intention to deal with climate change effects, the INDC reiterates the country's position of providing education, training, public awareness, public participation and public access to information on climate change adaptation across public and private sectors (INDC, 2015). While the INDC indicates that its priority adaptation actions include strengthening the adaptive capacity of the most vulnerable groups and communities through social safety nets and insurance schemes, there is no focus on women as a vulnerable group. A recommendation to implementers of the INDC is to deliberately integrate gender in programmes that tackle climate change. The document also proposes that these adaptation actions should be done through public entities, which are required to undertake public awareness and consultations and ensure gender mainstreaming in-line with the Constitution and the 2014 Climate Change Bill (now Act No. 11 of 2016).

Kenya's INDC includes both mitigation and adaptation components in line with decisions 1/CP.19 and 1/CP.20. Priority adaptation actions are also presented in the NCCAP and further elaborated in the NAP. Through the INDC, it is Kenya's intention to reduce 30 percent of Kenya's greenhouse gas (GHG) emissions by 2030.

### **Climate Smart Agriculture Strategy (CSAS 2017)**

Climate-smart agriculture (CSA) is an approach to developing an enabling environment, including the technical, policy, and investment conditions, to support actions aimed at achieving sustainable agricultural development for food and nutrition security under a changing climate. CSA aims to sustainably improve agricultural productivity and enhance food security, increase farmers' resilience and adaptation to climate change, and reduce and/or remove greenhouse gas (GHG) emissions where possible. Amongst the core objectives of Kenya's CSA Strategy (CSAS) is to contribute to increasing productivity and commercialization of agricultural-related value chains with nutrition and gender considerations (Kenya CSAS, 2017). It is on this premise that the programme will adopt an approach that entails participatory understanding of markets, market demands, and building

special relationships with the markets. Thus, the adoption of a value chain integration approach is a result area that provides an enabling framework for integrating gender, the needs of the youth in value chains and nutrition, mostly through education and awareness creation (GoK, 2016). An example of success comes from women engaged in the East Africa Dairy Development, a CSA programme designed to boost the milk yields and incomes of small-scale farmers in order to lift themselves, their families and the general society out of poverty (TechnoServe, 2017). Reports indicate favourable results, including the improvement of milk production, as well as other farm activities such as poultry and fodder production for feeds, women in leadership roles in community groupings, as well as the cooperatives and their farms, and an increase in the number of women investors and shareholders in cooperatives (UNECA/ACPC, 2015).

The CSAS proposes a National CSA Steering Committee that will be responsible for policy guidance and inter/intra-sectoral coordination (GoK, 2016). This coordination role is a facilitative framework for supporting and rolling out actions that enhance resilience of farmers with whom the counties are working. A CSA Technical Working Group will also be established to advise the National Steering Committee and to implement the Programme. County CSA Steering Committees and County Coordination Units will also coordinate and implement the programme at the county level. In this sense, the operational document Kenya Climate-Smart Agriculture Programme (2017–2026) provides a good opportunity for coordinating CSA interventions at the country level. Considering the provisions of the Constitution on gendered ratios on appointment into public positions, it is hoped that women's voice will be encouraged within these bodies, some of which have already been established under the *Climate Change Act, 2016* (The Constitution of Kenya 2010). The key objective of the CSAS is to address climate change with a gendered bias in particular instances. For example, amongst its objectives is to contribute to increasing productivity and commercialization of agricultural related value chains with nutrition and gender considerations (Kenya CSAS, 2017). An aspect of addressing this trend is an attempt to cure the fluctuating trend in maize production, a threat to household food security and income. "This approach is holistic in that it considers input supply, production, agricultural services, marketing and business support services as necessary building blocks" (Kenya CSAS, 2017). Beyond this, there is no special focus on women in the CSA strategy.

However, under the CSAS Component 1 on knowledge generation and dissemination, gender awareness is prioritised to establish and maintain a national CSA Knowledge and Information Management System (platform) by 2017 with disaggregated data on men, women and youth (Kenya CSAS, 2017). While this framework has a gendered approach in terms of data

collection, more needs to be done to ensure that the data collected reflects a true picture of the gendered impacts of CSA.

**Table 2: Gender analysis of various legislation, programmes and policies in Kenya**

Criteria for assessment for gender responsiveness	Policies and programmes analysed				
	Climate Change Act, No. 11 of 2016	National Climate Change Action Plan (2013)	National Adaptation Plan (2016)	(Intended) National Determined Contributions (2015)	Climate Smart Agriculture Strategy (2017)
<b>Gender analysis on climate risks, impacts and vulnerability</b>	<ul style="list-style-type: none"> <li>Section 3(2) is envisaged to be applied to mainstreaming intergenerational and gender equity in all aspects of climate change responses</li> <li>Guiding principles: ensuring equity and social inclusion in allocation of effort, costs and benefits to cater to special needs, vulnerabilities, capabilities, disparities and responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>No specific gender analysis done on impacts</li> </ul>	<ul style="list-style-type: none"> <li>No gender analysis</li> </ul>	<ul style="list-style-type: none"> <li>No gender analysis</li> </ul>	<ul style="list-style-type: none"> <li>No gender analysis</li> </ul>
<b>Identification of gender, vulnerable groups and youth</b>	<ul style="list-style-type: none"> <li>Vulnerable persons have also been included with a focus on ensuring equity and social inclusion in allocation of effort, costs and benefits to cater to special needs, vulnerabilities, capabilities, disparities and responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>Focuses on the urban poor living in flood-prone slums and the rural poor</li> <li>Women and children identified</li> </ul>	<ul style="list-style-type: none"> <li>Women, orphans and vulnerable children, the elderly and persons with disability identified</li> </ul>	<ul style="list-style-type: none"> <li>Generally acknowledges vulnerable groups and youth</li> </ul>	<ul style="list-style-type: none"> <li>Men, women, youth, vulnerable groups and young children</li> </ul>
<b>Direct benefits to women, youth and other vulnerable groups</b>	<ul style="list-style-type: none"> <li>Two organs have been established: the National Climate Change Council and Climate Change Directorate</li> <li>They are charged with climate change adaptation and mitigation activities with primary roles of coordination and implementation of the gender and intergenerational climate change education, consultation and learning at both the national and county government level</li> </ul>	<ul style="list-style-type: none"> <li>Climate change knowledge and products are disseminated to potential beneficiaries, especially women and other vulnerable groups, through improved public awareness and communication</li> <li>Prioritizes improvement of water resources which is inherently termed as beneficial in improving lives of the poor and vulnerable who are often women and children</li> </ul>	<ul style="list-style-type: none"> <li>Aims to strengthen the adaptive capacity of the most vulnerable groups and communities through social safety nets and insurance schemes</li> </ul>	<ul style="list-style-type: none"> <li>Strengthens the adaptive capacity of the most vulnerable groups and communities through social safety nets and insurance</li> </ul>	<ul style="list-style-type: none"> <li>Will contribute to increasing productivity and commercialization of agricultural related value chains with nutrition and gender considerations</li> <li>Adoption of value chain integration approach which is a result area that provides an enabling framework for integrating gender, nutrition (mostly through education and awareness creation) and the needs of the youth in value chain businesses</li> </ul>
<b>Participation and empowerment of women and youth</b>	<ul style="list-style-type: none"> <li>Priority is given to coordination and implementation of the gender and intergenerational climate change education and consultation</li> </ul>	<ul style="list-style-type: none"> <li>Plan aims to ensure the reduction of vulnerability through economic growth and increasing employment opportunities; training young Kenyans in relevant careers and imparting new</li> </ul>	<ul style="list-style-type: none"> <li>Recommends that the adaptation actions be implemented with gender considerations such that all data collected for monitoring and</li> </ul>	<ul style="list-style-type: none"> <li>Priority adaptation actions include strengthening the adaptive capacity of the most vulnerable groups and communities through</li> </ul>	None

Criteria for assessment for gender responsiveness	Policies and programmes analysed				
	Climate Change Act, No. 11 of 2016	National Climate Change Action Plan (2013)	National Adaptation Plan (2016)	(Intended) National Determined Contributions (2015)	Climate Smart Agriculture Strategy (2017)
		skills to those already in the workforce or unemployed	evaluation purposes are gender disaggregated and analysed accordingly	social safety nets and insurance schemes	
<b>Support and enhancing of education, training and capacity building</b>	<ul style="list-style-type: none"> <li>Ensure the formulation of a national gender and intergenerational responsive public education and awareness strategy on climate change and implementation programme</li> <li>Directorate shall ensure the coordination and implementation of the gender and intergenerational climate change education, consultation and learning at both the national and county government level</li> <li>Proposal to include issues of climate change with a gendered perspective in the school curricula</li> <li>Include women in the established institutions to be the voice in the adaptation and mitigation strategies</li> </ul>	<ul style="list-style-type: none"> <li>Will disseminate climate change knowledge products to potential beneficiaries, especially women and other vulnerable groups, through improved public awareness and communication</li> </ul>	<ul style="list-style-type: none"> <li>No specific support for women and other vulnerable groups</li> </ul>	<ul style="list-style-type: none"> <li>No specific support for women and other vulnerable groups</li> </ul>	<ul style="list-style-type: none"> <li>Prioritizes the establishment and maintenance of a national CSA Knowledge and Information Management System (platform) by 2017 with disaggregated data on men, women and youth</li> </ul>
<b>Budget allocation for gender specific action</b>	<ul style="list-style-type: none"> <li>Creation of climate change fund to assist women in climate change specific activities and initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Programme to support the use of improved cook stoves and of LPG cook stoves to abate 7.3 MtCO<sub>2</sub>e (Metric tons of carbon dioxide equivalent) by 2030. Impact expected is improved cook stoves can better the lives of individual, particularly women, in rural and urban areas. Budget allocated is Kshs 20 billion for 5 years and short-term costs include Kshs 21 million for the development of a full NAMA proposal</li> </ul>	<ul style="list-style-type: none"> <li>Budget allocation for gender, vulnerable groups and youth is USD 274,646,553 (total cost of implementing NAP by 2030 is USD 38,255,496,051).</li> </ul>	<ul style="list-style-type: none"> <li>No specification on gender allocations</li> </ul>	<ul style="list-style-type: none"> <li>No specification on gender allocations</li> </ul>
<b>Mainstreaming gender</b>	<ul style="list-style-type: none"> <li>Increase women's participation in decision</li> </ul>	<ul style="list-style-type: none"> <li>Provides generally for</li> </ul>	<ul style="list-style-type: none"> <li>Provides generally for</li> </ul>	<ul style="list-style-type: none"> <li>Advocates for public</li> </ul>	<ul style="list-style-type: none"> <li>It aims to contribute to</li> </ul>

Criteria for assessment for gender responsiveness	Policies and programmes analysed				
	Climate Change Act, No. 11 of 2016	National Climate Change Action Plan (2013)	National Adaptation Plan (2016)	(Intended) National Determined Contributions (2015)	Climate Smart Agriculture Strategy (2017)
	<p>and policy making as it relates to climate change</p> <ul style="list-style-type: none"> <li>• Include issues of climate change with a gendered perspective in the school curricula</li> </ul>	gender mainstreaming in climate change	gender mainstreaming in climate change	awareness and consultations, and ensures gender mainstreaming in line with the Constitution and the 2014 <i>Climate Change Bill</i> ( now Act, 2016)	increasing productivity and commercialization of agricultural related value chains with nutrition and gender considerations.
<b>Gender responsive monitoring and evaluation systems</b>	<ul style="list-style-type: none"> <li>• Develop a gender-sensitive climate change database</li> </ul>	<ul style="list-style-type: none"> <li>• Indicators focus on the number of people by gender permanently displaced from their homes due to drought, flood or sea level rise</li> </ul>	<ul style="list-style-type: none"> <li>• No mention of gender disaggregated data in the M&amp;E</li> </ul>	<ul style="list-style-type: none"> <li>• No mention of M&amp;E systems</li> </ul>	<ul style="list-style-type: none"> <li>• No mention of gender disaggregated data in the M&amp;E</li> </ul>

## Uganda

### ***National Climate Change Policy (NCCP) 2012***

While Uganda's *National Climate Change Policy (NCCP)* is based on the adaptation, mitigation, and research and observation concerns. It was drafted by a concerted effort from stakeholders and driven by the Climate Change Unit, under the Ministry of Water and Environment. The document immediately identifies the vulnerable populations as children, women, older persons and people with disabilities in developing countries (*Uganda National Climate Change Policy, 2015*). NCCP priorities include the mainstreaming of gender issues in climate change adaptation and mitigation approaches to reduce the vulnerability of women and children and recognise their key role in tackling climate change issues (*Uganda National Climate Change Policy, 2015*). It is concerning, however, that there are no specific details of how this will be made possible; limiting the likelihood that gender will be prioritised in the process of mainstreaming. To combat this, it would be prudent to specifically detail how mainstreaming gender will be made possible.

The policy deems coordination of institutions at all levels to be fundamental in achieving its adaptation and mitigation targets. The Ugandan government has proposed the establishment of the National Climate Change Commission (NCCC) under the Ministry of Water and Environment (*Uganda National Climate Change Policy, 2015*). The commission is to act as the national coordination centre for climate change in Uganda. The current Climate Change Unit will be elevated to the level of a National Commission (*Uganda National Climate Change Policy, 2015*). This will result in among other issues raising awareness, communication and outreach programmes on climate change. There is also the stated need to strengthen the Policy Committee on Environment to guide and advise climate policy implementation, including the assurance of resource allocation information flow.. Also, a National Climate Change Advisory Committee is to be put in place to maintain working level coordination and to provide climate change technical input to the Policy Committee on Environment. Still, adequate gender representation remains unaddressed in these instances. Notably, the background studies for this policy revealed that the genders are affected differently by climate change. Vulnerable groups are also particularly at risk from climate change impacts and must be given due attention in the policy and its implementation. There is, therefore, concerted effort to address demographic trends as a precursor to ensure a coordinated response to climate change at the national level. These have a focus on:

- Promoting and strengthening family planning and reproductive health as a cost-effective way of influencing future population growth and the full scope of gender equality
- Concerted action to improve women's status, as well as maternal and child health, while protecting the right of women to make their own decisions about childbearing

Uganda also plans to mainstream gender issues in climate change adaptation and mitigation approaches in order to reduce the vulnerability of women and children to the impacts of climate change and recognise their key role in tackling this issue (GoU, 2015). The mainstreaming of women and children is lauded, as children are particularly affected by curable diseases and women have limited access to and control over resources, especially land. Their role in reducing and eliminating GHG emission, especially in agriculture and fuel wood use, cannot be overlooked. In all these areas, the policy looks into the concept of 'Measurement, Reporting and Verification'. This allows, and requires, the development of relevant gender sensitive indicators as part of a monitoring and reporting system indicating the policy has incorporated fairly modest issues on gender.

The policy promotes and supports climate change education, awareness raising and capacity development for a range of stakeholders, including government, academics, civil society and the private sector, while contributes to the national development process, from the local to the national level (GoU, 2015). This process fosters the understanding of climate change impacts and the responses and means available to address them across the wide range of stakeholders. Support is also tailored to each target group based on their role in the development process, ranging from basic awareness-raising training to advanced training on specific tools and technologies for the promotion of a more climate-resilient and climate-friendly development process. NCCP also requires the mainstreaming of climate change concerns in education curriculums at all levels and provides mechanisms to ensure the development, in the medium term, of appropriately skilled professionals to address specific technical challenges associated with climate change. While these are good proposals, a deeper gender consideration could be included.

### **Agriculture Sector Development Strategy and Investment Plan (DSIP) 2010**

The Agriculture Sector Development Strategy and Investment Plan (DSIP) provides a 'roadmap' to guide government, the private sector, farmers' organisations, other civil society stakeholders and development partners for public interventions that will help meet the key objectives of growth (food security and poverty reduction) in the agricultural sector. While it is generally acknowledged that Uganda is food secure, there is a high incidence of vulnerability to hunger and starvation amongst internally displaced people, neglected children, orphans, and refugees due to population upsurges and the adverse effects of climate change (DSIP, 2011). Through the development of policy frameworks, government interventions will pursue growth and equity by balancing interventions across different regions, agricultural zones and gender and marginalized groups. Additionally, there is a provision of agricultural development services that ensures that gender equity is integrated.

The DSIP specifically acknowledges constraints to women's participation in commercial agriculture, including limited returns on land and preference of petty trading due to lack of a level playing field. The Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) is thus encouraged to regulate and promote money services for the benefit of women farmers. Mainstreaming gender could scale up sustainable land management practices by strengthening and enabling the institutional and policy environment required. This will significantly address the challenges women face in terms of access to resources and put them at the forefront of tackling climate change impacts experienced in the agricultural sector. It is important that these proposals develop programmes and activities aimed at achieving gender parity and equity in climate change adaptation and mitigation strategies.

There are several approved macro-structures designed specifically to implement DSIP, including Directorate for Fisheries Resources, Directorate of Agricultural Support Services and Policy Analysis Unit, Department of Agribusiness (responsible for implementing Sub-Programme 1.8 -Strategic Enterprises), Department of Infrastructure and Water for Agricultural Production (established under the Directorate of Agricultural Support Services and the Finance and Administration Department) and regulatory services departments established in each of the three commodity directorates (Crop Resources, Animal Resources and Fisheries). There are also plans to merge the Agricultural Planning Department to form a Department of Agricultural Planning. It also planned to reconfigure the Agriculture Resource Centre (ARC) and incorporate into it the Statistics Division and an IT Division. While these institutions will improve linkages and collaboration with semi-autonomous bodies, there remains no direct indication of gendered roles or appointments, making the DISP non-compliant in addressing women's problems.

The drafters of the DSIP were cognisant of wider, cross-cutting concerns that must be addressed in the investment portfolio (i.e. gender and youth, the environment, HIV/AIDS and climate change). To address these needs, investments must be made to improve smallholder agriculture to help women. The DISP makes robust proposals, such as increasing access to both productive assets and inputs by individual households, especially for vulnerable groups, through cash for work approach. Ensuring access to markets for producer groups and co-operative societies that are predominantly made up of women and youth will not only strengthen the marketing capacity of vulnerable populations, but will satisfy the DISP sub-component which works collaboratively with the public private partnerships to increase market access and agro-processing. With support from the National Agricultural Advisory Services (NAAS), the DISP calls for resources to eliminate poverty with gendered benefits. The DSIP has very good provisions which if implemented with a gendered lens, will promote gender equality and yield the desired results.

The DSIP also targets the promotion of collective marketing, including training farmers' groups in visioning, enterprise selection, market analysis, output marketing, needs identification and training in management and business skills for all groups of farmers, including men, women and children. Due to an increase in the number of personnel needed to implement programs, there are provisions which allow for a staff development programme, including cadetships and trainee programmes for new graduates who are interested in pursuing careers in agriculture. Still, there are also no specific customized gendered programmes that will ensure gender training to aid in advancing gender issues.

### **Climate Smart Agriculture Framework (CSAF) 2015**

The Climate Smart Agriculture Framework (CSAF) acknowledges that agriculture systems will suffer from climate change, threatening food production systems and, subsequently, the livelihoods and food security of millions of people, especially women, who depend on agriculture (Uganda Climate Smart Agriculture Program 2015 – 2025).

The government's prioritization of sustainable land management and CSA has the potential reduce agriculture-related emissions, increase productivity and raise incomes. It may also provide an opportunity to address inequalities related to women and youth as one of the chief targets set by CSA is agricultural approaches which consider gender. CSA provides an impetus for inclusive agricultural growth that not only targets increasing productivity, building resilience and reducing emissions intensity, but will also strive to address inequalities related to women and youth engagement in the agriculture sector. Uganda has set out six programmatic result areas to meet new prioritization goals, including value chain integration, which aims to provide an enabling framework for integrating gender and the needs of the youth in value chain businesses (Result Area 3: Value Chain Integration). Women will benefit widely from this focus as they are key players in the agricultural sector. The programme considers the challenges that women face, including acquisition of resources, credit facilities and marketing of products, all of which are integral to development. Acknowledging women's participation as an important component of development is a step towards bridging the gender gap in climate change issues.

The significance of the CSAF is that the ministry responsible for agriculture is expected to regulate and promote value for money services to the benefit of women farmers. Programme implementation takes place through an all-inclusive, multi-sectoral and integrated approach that takes into account synergies and partnerships between various players, paying attention to the importance of well-articulated need understood by a variety of stakeholders. The implementing institutions include Non-governmental organizations, Community Civil Society

Organisations, Community Based Organizations (NGOs, CSOs, CBOs), private sector organizations, local governments, parastatals and government institutions.

Considering the specificity of the programme, it is hoped that the involvement of various actors will provide a proper avenue for bringing gender tailored circumstances to fruition. The Uganda CSA Programme, under Component 1 - Improved Productivity and Nutrition, aims to address the following issues:

- Low use of CSA technologies and practices in agricultural and fisheries production by men and women farmers/fisher-folks.
- Low use of external inputs by smallholder men and women farmers.
- High levels of stunting and high mineral deficiency levels. High dependency on rainfall for agricultural production by smallholder men and women farmers
- Improve technology adoption by smallholder farmers
- Increase yields of staple crops

Of importance to the CSAF is the recognition that climate change affects food production, resulting in health issues. Sub-Component 3 also targets increased income growth is through such tactics as facilitating and supporting the acquisition of improved breeding stocks by men and women farmers. This sub-component also aims to increase the proportion of women and youth adopting CSA technologies and practices by empowering these groups to adopt CSA practices, The sub-component also encourage the development of gender sensitive CSA training materials for community use, the integration of gendered needs in CSA trainings and demonstrations in school and vocational skills development programmes, youth involvement in ICT application in CSA agribusiness and agro-advisory services and capacity development for integrating gender into CSA. CSA knowledge hubs are expected to be established across the country to support adoption of CSA practices and sustainable land management technologies for both men and women. This process will build resilience and mitigate co-benefits through improved soil health and the restoration of degraded lands. The CSAF clearly categorises agriculture from resources with the funding to outputs expected to have the best gendered outputs.

The CSAF does not have any specific gendered training. . To ensure information is disseminated to women, gender sensitive CSA training manuals and curriculums will be developed for use by communities. CSA will also be integrated and demonstrated in schools and vocational skills development programmes. Training geared towards women is especially important as women will especially benefit from several sub-components of the CSAF. For instance, Sub-Component 1, which focuses on improved productivity and nutrition, calls for enhanced training on management skills, diseases, feeding, breeding and integration for

farmers, pastoralists and herders. . Another component that will greatly benefit women is found under Component 2 on Conservation of Natural Resources and Catchments, which ensures specialized training on early warning systems (Uganda Climate Smart Agriculture Program 2015 – 2025).

Table 3: Gender analysis of the policies for Uganda

Criteria for assessment for gender responsiveness	Policy and programme analysed		
	National Climate Change Policy (2012)	Agriculture Sector Development Strategy and Investment Plan (DISP) (2010)	Climate Smart Agriculture Framework (2015)
Gender analysis on climate risks, impacts and vulnerability	<p>Mainstream gender issues in climate change adaptation and mitigation approaches in order to reduce the vulnerability of women and children to the impacts of climate change and recognize their key role in tackling the issue</p> <p>Background studies for this policy reveal that the genders are affected differently by climate change</p> <p>Vulnerable groups are also particularly at risk from climate change impacts and must be given due attention in the policy and its implementation</p>	<p>DSIP specifically acknowledges constraints to women's participation in commercial agriculture</p> <p>The DSIP takes cognizance of a range of wider, cross-cutting concerns that must be addressed in the investment portfolio (i.e. gender and youth, the environment, HIV/AIDS and climate change)</p>	<p>Acknowledges that agriculture systems will suffer with climate change, threatening food production systems, livelihoods and food security for millions of people, especially women who depend on agriculture</p> <p>The programme considers that women are affected in terms of resource acquisition, credit facilities and marketing of products</p>
Identification of gender, vulnerable groups and youth	Identifies, women, older persons and people with disabilities as vulnerable persons	internally displaced people, neglected children, orphans and refugees	Women and youth
Direct benefits to women, youth and other vulnerable groups	Concerted action to improve women's status, as well as maternal and child health, while protecting the right of women to make their own decisions about childbearing	<p>The Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) encouraged to regulate and promote value for money services for the benefit of women farmers</p> <p>Sustainable Land Management scaled up by strengthening the enabling, institutional and policy environment required to address the challenges women face in terms of access to resources</p>	<p>Prioritization of sustainable land management and orientation towards CSA provides an opportunity to address inequalities related to women and youth</p> <p>Value chain integration - provides enabling framework for integrating gender and the needs of the youth in value chain businesses</p> <p>Aimed at improving nutrition to reduce the incidence of stunting and underweight children</p> <p>Improving technologies adopted by smallholder farmers and yields of staple crops</p>
Participation and empowerment of women and youth		<p>Makes robust proposals such as making agricultural inputs available by increasing access to both productive assets and inputs by individual households through a cash for work approach, especially for vulnerable groups such as women and child-headed households</p> <p>Gives the option of ensuring access to markets by strengthening the marketing capacity of producer groups and co-operative societies with predominantly or wholly women and youth members</p>	<p>Multi-sectoral nature involves many stakeholders at various levels, hopefully with a gendered consideration, with the purpose to facilitate and support the acquisition of improved breeding stocks by men and women farmers</p> <p>Aims at increasing the proportion of women and youth using CSA technologies and practices by empowering women and youth to adopt CSA practices, including agribusiness as part of the development programmes for women and youths</p>

Criteria for assessment for gender responsiveness	Policy and programme analysed		
	National Climate Change Policy (2012)	Agriculture Sector Development Strategy and Investment Plan (DISP) (2010)	Climate Smart Agriculture Framework (2015)
Support and enhancing of education, training and capacity building	The policy requires the mainstreaming of climate change concerns in education curriculum at all levels and provides mechanisms to ensure the development in the medium term of appropriately skilled professionals to address technical challenges associated with climate change	DSIP promotes collective marketing aimed at training farmers' groups in visioning, enterprise selection, market analysis and needs identification while ensuring that all categories of farmers (men, women, and youth) are reached	Develops gender sensitive CSA training manuals and curriculums for use by communities Integrates training and demonstration of CSA in school and vocational skills development programmes
Budget allocation for gender specific action	There are no specific details on the amount allocated for gender, women or youth	There is no specific details on the amount allocated for gender, women youth	There is no specific details on the amount allocated for gender, women or youth
Mainstreaming gender	Mainstreaming of women and children is lauded as children are particularly affected by curable diseases and thus are more vulnerable to illness and death, whereas women have had limited access to and control over resources, especially land	There is a provision of agricultural development services that ensures that gender equity is integrated	None
Gender responsive monitoring and evaluation systems	Policy looks into the concept of 'Measurement, Reporting and Verification' which allows and requires the development of relevant gender sensitive indicators as part of monitoring and reporting system		Establish CSA knowledge hubs across the country to support adoption of CSA and sustainable land management technologies and practices by men and women that improve soil health and restores degraded lands

## **Tanzania**

### **National Climate Change Strategy (NCCS) 2012**

The National Climate Change Strategy (NCCS) is based on the concept that climate change has varied impacts and that states have unique roles in dealing with its effects (Tanzania National Climate Change Strategy, 2012). Its overall aim is to enhance the technical, institutional and individual capacity of the country to address the impacts of climate change through eight objectives aimed at adaptation and mitigation of climate change. In its situational analysis, the strategy aims at attaining high quality livelihood for individuals and the development of a strong and competitive economy. In so doing, it intends to eradicate infant and maternal mortality rates which is acknowledged as a significant impact of climate change. Among the activities or programmes that are supported and implemented are the establishment and implementation of awareness programmes to sensitize the public on climate change impacts, adaptation and mitigation options. Establishing adequate research capacity for research, development and training institutions will also address issues related to climate change, as will building the capacity of marginalised groups, including women, to address climate change related disaster risks, supporting the acquisition of appropriate technologies, like enhanced early warning systems and weather forecasting, and documentation and promotion of indigenous knowledge on climate change adaptation in various socio-economic sectors. These proposals, however, appear to be gender neutral except when addressing maternal and infant mortality.

NCCS, therefore, propounds integrating gender and vulnerable groups into climate change initiatives, promoting research that generates gender and vulnerable groups disaggregated data, and enhancing the participation of women and vulnerable groups in planning, decision making and implementation of climate change adaptation and mitigation initiatives. The NCCS also promotes equity in benefit sharing of opportunities arising from climate change adaptation and mitigation for women and vulnerable groups. These strategies are aimed at enhancing gender specific information that uniquely showcases the challenges experienced by women in the advent of climate change. This is positive as it allows women to participate and play adept roles in mitigating climate change impacts.

There are several structures mentioned in the strategy which include the National Climate Change Technical Committee (NCCTC) and National Climate Change Steering Committee (NCCSC) which guide the coordination and implementation of the NCCS. The NCCTC provides technical advice to the National Climate Change Focal Point (NCCFP), while the NCCSC provides policy guidance and ensure coordination of actions as well as cross sectoral participation. Together, these committees ensure the implementation arrangements required to

effectively implement the NCCS. The strategy acknowledges the challenge of inadequate institutional arrangement to effectively address climate change. As a result, it affirms the need to strengthen the existing national institutional frameworks to enhance a conducive environment for addressing long term climate change adaptation, resilience building and achieving sustainable development.

Climate change impacts also affect water resources. NCCS recognizes the serious consequences that low water quality or water depletion has on women and children. In other instances, the increased incidence of floods, landslides and associated waterborne diseases impact both women and children adversely. These issues illustrate how crucial it is to narrow the gender gap by considering a gender perspective in development and implementation of adaptation and mitigation strategies, including:

- Integration of issues important gender and vulnerable groups into climate change initiatives
- Ensuring climate change researches generate gender disaggregated data on impacts and response
- Enhancing equitable representation of women and vulnerable groups at all levels of planning, decision making and implementation of adaptation and mitigation initiatives
- Promoting safeguards to ensure equity in benefit sharing related to climate change initiatives for women and vulnerable groups

The NCCS aims to enhance public awareness on climate change as well as enhance the accessibility and utilization of available climate change opportunities through implementation. It generalises the lack of information by the general public without singling out gendered modalities of creating awareness. Through the strategy, it is purposed to enhance training generally as follows:

- Establish a National Climate Change Awareness programme at all levels
- Promote communication and networking on climate change information
- Enhance climate change data availability and dissemination
- Mainstream climate change issues in curricula at all levels
- Promote indigenous knowledge on climate change adaptation
- Without any specificity, it will pose challenges in addressing gendered impacts, especially in regards to women and children.

### **National Adaptation Plan (NAP) 2016**

The National Adaptation Plan's (NAP) primary objective is to identify and promote activities that address urgent and immediate needs for adapting to the adverse impacts of climate

change on agriculture, water, energy, health and forestry sectors (Tanzania, National Adaptation Programme of Action, 2016). NAP identifies climate change related vulnerabilities of key economic sectors, which form the basis of rural community livelihoods and the backbone of national development and prosperity. Community participatory efforts aim to increase climate change awareness, including climate change adaptation, biodiversity conservation and afforestation, as a method of forest conservation for the Kilimanjaro region and specifically includes women as a vulnerable group. Many of these community efforts include CBOs, schools, churches, youth groups and women groups involved in conservation activities.

The NAP process for Tanzania is headed by the Vice President's Office, Division of Environment, and is expected to produce study reports and plans at national and sectoral levels. The NAP will be produced every 5 years and will be the main national instrument for guiding adaptation work. While there is no explicit plan for incorporating women in this process, planning for proper representation of women will ensure that marginalized groups will benefit from the process and that the NAP considers the existing circumstances that women face.

The development of the NAP process was based on consultations done at the community level, especially from farmers that verify and concretize the information from the sector. The NAP team obtained communities' perceptions and views regarding the adverse impacts of climate change on sustainable rural livelihoods and a range of coping and adaptation measures using indigenous knowledge and modern science and technology initiatives. It is on this basis that vulnerable groups, such as the rural poor, are considered, evidenced by the project's distinct focus on improving livelihoods for communities around Mt Kilimanjaro by providing alternative sources of income and food by replanting trees and economic diversification. A closer look at NAP reveals that it is too general in its response and lacks gender consideration. While policies and programmes are in place to address on adaptation and mitigation of the effects of climate change, the NAP process aims to help the country address ongoing challenges. These challenges include: limited awareness and understanding of climate change issues among stakeholders; inadequate information on climate change impacts and vulnerability; inadequate capacity to address climate change impacts; and lack of medium and long term interventions. Having acknowledged this challenge, NAP aims to increase public awareness on climate change impacts and adaptation activities in communities, civil society and government officials. Additionally, it intends to assist communities in improving and sustaining human and technological capacities for the sustainable use of natural resources.

### **(Intended) National Determined Contributions (INDC) 2015**

Although women play a critical role in rural economies throughout Tanzania (Dunlap, 2010), the (Intended) National Determined Contributions (INDC) does not identify or target any vulnerable groups, including women, in adaptation or mitigation elements. As the INDC is a general document, it would be appropriate to incorporate gendered strategies for consideration in other policy frameworks. Of importance though, is the acknowledgement that Tanzania's efforts in handling climate change are guided by both national and international contexts (Tanzania (Intended) Nationally Determined Contributions (INDCs), 2015). The implementation of the climate change policy framework is based on the principle of building adaptive capacity and enhancing long-term resilience to the adverse impacts of climate change. It is assumed, therefore, that the adaptive capacity of women will be considered as proper mitigation strategies are developed. The INDC does not delve into implementing institutions within the government. There is only reliance placed on the other policy documents which include the National Adaptation Programme of Action (2007), *Natural Gas Policy* (2013), *Zanzibar Environmental Policy* (2014), *Renewable Energy Strategy* (2014), *Natural Gas Act* (2015), *National Forestry Policy* (1998), National Transport Master Plan (2013), *National Environmental Policy* (1997), *Zanzibar Environmental Policy* (2013), National Environmental Action Plan (2012 – 2017), National REDD+ Strategy and Action Plan (2013) and the *National Environment Management Act* (2004) (INDC, 2015).

### **Agriculture Climate Resilience Plan (ACRP) 2014**

The Agriculture Climate Resilience Plan (ACRP) has provided numerous adaptation options to deal with climate change. These include addressing agricultural land and water management; accelerating uptake of Climate Smart Agriculture; reducing impacts of climate-related shocks through risk management; and strengthening knowledge and systems to target climate action (Agriculture Climate Resilience Plan 2014-2019). Nevertheless, what is mostly focused on includes: filling key research gaps, undertaking a comprehensive climate change and agriculture vulnerability assessment, developing systems for information management and communication campaigns, especially more accurate and timely weather and climate information, and strengthening gender considerations into climate change action for agriculture (ACRP 2014-2019).

From its main objects on priority resilience actions and key investments, CSA benefits smallholder farmers. One such example is the use of rippers for tilling which the ACRP says will 'increase yields, reduce soil erosion, lower greenhouse gas emissions, and reduce labour costs to both men and women thus improving productivity' (ACRP 2014-2019). Developing clear guidelines and policy briefs for CSA technologies and practices can mainstream CSA into agricultural programmes.

The ACRP also provides an opportunity to build the resilience of female farmers by carrying out the recommendations of the National Strategy on Gender and Climate Change, including agriculture as a priority sector. Institutional linkages are averred to be weak, making coordination across ministries necessary. Enhancing communications will encourage local communities to develop and incorporate gender in land use planning procedures (ACRP 2014-2019). In the same way, the Agriculture Sector Development Programme (ASDP) Secretariat, together with Environment Management Unit (EMU), are to monitor the amount of funds made available for gender activities at the local level and to encourage the mainstreaming of gender and climate change in ASDP-2 and District Agriculture Development Plan (DADP) budgets (ACRP 2014-2019).

The ACRP also intends to establish monitoring and reporting procedures to provide reporting mechanisms on gender mainstreaming into climate change adaptation-related policies, strategies, programmes and budgets (per requirements of the National Gender and Climate Change Action Plan). The reporting shall require the submission of annual progress reports on gender, climate change and agriculture in accordance with the National Gender and Climate Change Action Plan. The ACRP will develop a gender and agriculture coordination mechanism between the Ministry of Agriculture Food Security and Cooperatives (MAFC) gender desk, gender committee and EMU. EMU will work with the gender desk to mainstream gender in each stage of the CCA project, programme and policy cycle. The gender committee is expected to meet quarterly to evaluate progress for gender mainstreaming in CCA related policies, strategies, programmes and budgets.

The collaboration between MAFC and EMU will ensure implementation of cross-cutting activities and will act as the overall coordinator of the ACRP. The implementation will include determining research and development priorities on climate change which shall be uniquely handled by the Department for Research and Development and Agricultural Research Institutes at the sub-national level. The Open University of Tanzania's Environmental Policy Action Node focuses on communications and media outreach on climate change issues. This platform provides coordination for communications, research and development and gender activities. These institutions compound a vast structure considering not only proper mitigation and adaptation measures, but the incorporation of gender-tailored circumstances in these measures.

The ACRP acknowledges that smallholder farmers are women, with 98% of economically active rural Tanzanian women engaged in agriculture (ACRP 2014-2019). Given this, the development of the Agriculture Sector Development Programme to guide and implement activities to realize Tanzania's Vision 2025 (ACRP 2014-2019). A comprehensive

coordination framework will cover major agricultural activities, addressing food and nutrition security, commercialization, trade, growth, agriculture services, gender equality and women's empowerment, youth employment and environmental protection. All of these areas will align with national development plans and policies.

The framework will largely centre on a comprehensive assessment on gender and climate change issues in the agriculture sector. Based on Action 4 of the ACRP, it is intended to strengthen knowledge and systems targeting climate action by highlighting the following:

- Climate change impacts on women and girls,
- Develop recommendations and guidelines for mainstreaming gender into CCA related policies, strategies, programmes and budgets in respective areas of jurisdiction,
- Identify best practices in Tanzania and other countries,
- Identify gender-appropriate technologies for activities related to water management, CSA and postharvest processing and value addition,
- Climate change capacity building and awareness for women farmers
- Recommendations for increasing women's access to financial and productive resources. (ACRP 2014-2019)

If properly implemented, the resultant framework will tackle climate impacts on women. Further, women will be able to participate, making the framework adequate and exclusive to their circumstances. The ACRP discusses cross-cutting issues which are defined in the NCCS. Of these, the ACRP has attached attention on foundational knowledge and systems to better target climate action. Three strategic interventions – (1) information, communication, education and public awareness, (2) Research and Development, and (3) gender and vulnerable groups –are priorities.

### **Climate-Smart Agriculture Framework (CSAF) 2015**

Amongst the core objectives of the climate-smart agriculture framework (CSAF) is the CSA Programme which is to increase productivity of the agricultural sector through appropriate CSA practices that consider gender. The CSAF elaborates the use of value chain integration as a way of incorporating gender. Using value chain integration enables gender and youth inclusive farming frameworks for systems with enhanced food and nutrition security. Through research and development, the CSAF generates and disseminates improved land management and gender sensitive climate resilient agricultural practices and technologies in targeted areas (ACRP 2014-2019). The CSAF has a wide and elaborate structure for implementing of the program, including the Ministry of Agriculture Food Security and Cooperatives Divisions and Units which are in charge of technical and research units at the national and sub-national levels. The Department of Policy and Planning will be accountable for strategic planning and

policy development and resource allocation. Other actors include relevant ministries, departments and agencies as well as non- state actors (NGOs and CSOs). Implementation by these multifaceted structures ensures distinctive application of CSA action plans that incorporate gender. The even establishment of gender desks within the Ministry of Agriculture will help to effectively handle gender issues in the program. As a result, resources are available to assist with scaling-up additional support. Sub-national entities play key roles in the programmatic result areas, including training, finance and technical assistance, although much of the result areas implementation will rest at the sub-national level.

The programme provides for an enabling framework for integrating gender and the needs of youth through value chain integration. Percentage indicators indicate adoption rates of improved CSA technologies and practices by men and women along the value chain. Additionally, through improving and sustaining agricultural advisory services, knowledge on CSA is documented and scaled-up and out in targeted areas with the number of demand-driven gender-responsive CSA made available to uptake pathways (Tanzania Climate Smart Agriculture Program 2015 - 2025). The CSAF does not provide any unique training on gender and agriculture. It only provides general training and an awareness forum for farmers on various agricultural activities and products. Since women are at the fore of agricultural activities, it could be presumed that the general training will assist them in the adaptation measures.

Table 4: Gender analysis of the policies in Tanzania

Criteria for assessment for gender responsiveness	Policy and programme analysed				
	National Climate Change Strategy (2012)	National Adaptation Plan (2016)	(Intended) National Determined Contributions (2015)	Agriculture Climate Resilience Plan (2014)	Climate Smart Agriculture Framework (2015)
Gender analysis on climate risks, impacts and vulnerability	Climate change impact on water resources recognized as having serious consequences on women and children	None	None	None	None
Identification of gender, vulnerable groups and youth	Marginalized groups, including women	Youth and women groups	None	Women and girls	Women and youth
Direct benefits to women, youth and other vulnerable groups	Promotes research that generates disaggregated data for gender and vulnerable groups; Enhancing participation of women and vulnerable groups in planning, decision making and implementation of climate change adaptation and mitigation initiatives; Promote gender and vulnerable groups equity in benefit sharing of opportunities arising from climate change adaptation and mitigation	Not specific to gender	No direct benefits indicated.	Labor saving CSA practices (e.g., use of ripper tilling by women) ASDP-2 to have a comprehensive coordination framework to encompass gender equality and women's empowerment (GEWE), youth employment and environmental protection	Inclusion of gender in agricultural farming systems for enhanced food and nutrition security using value chain integration Through research and development, the CSA programme intends to generate and disseminate improved land management and gender sensitive climate resilient agricultural practices and technologies
Participation and empowerment of women and youth	Integrating issues related to gender and vulnerable groups into climate change initiatives Enhancing equitable representation of women and vulnerable groups at all levels in planning, decision making and implementation of adaptation and mitigation initiatives	There is no direct indication of women participation in any project	Does not indicate the means of women empowerment	Intention to develop a gender and agriculture coordination mechanism between the Ministry of Agriculture Food Security and Cooperatives (MAFC) gender desk, gender committee and EMU ASDP Secretariat, together with EMU, are well-placed to monitor the amount of funds made available for gender activities at local level and encourage the mainstreaming of gender and climate change	Multifaceted structures on implementation will ensure distinctive implementation of the CSA action plans that incorporates gender Established gender desks within the Ministry of Agriculture to effectively handle gender issues in the program

Criteria for assessment for gender responsiveness	Policy and programme analysed				
	National Climate Change Strategy (2012)	National Adaptation Plan (2016)	(Intended) National Determined Contributions (2015)	Agriculture Climate Resilience Plan (2014)	Climate Smart Agriculture Framework (2015)
Support and enhancement of education, training and capacity building	Provides for effective and successful implementation of climate change activities into education system	None	None	in ASDP-2 and DADP budgets Strategic interventions include (1) information, communication, education and public awareness, (2) Research and Development and (3) gender and vulnerable groups are highlighted as priorities There is intention for enhanced capacity building and awareness on climate change for women farmers	Provides for general training and an awareness forum for farmers on various agricultural activities and products
Budget allocation for gender specific action	None	None	None	None	None
Mainstreaming gender	Aims to mainstream gender and vulnerable groups concerns when addressing climate change adaptation and mitigation with the aim of enhancing equity on measures to address climate change	None	None	Strengthening gender considerations into climate change action for agriculture Enhance proper communications to encourage local communities to develop and incorporate gender in their land use planning procedures Gender committee is expected to meet quarterly to evaluate progress for gender mainstreaming in CCA related policies, strategies, programmes and budgets Intention to establish monitoring and reporting procedures which provide for reporting mechanisms on gender mainstreaming into climate change adaptation-related policies, strategies,	Addresses issues on gender in relation to CSA including land management and gender sensitive climate resilient agricultural practices and technologies

Criteria for assessment for gender responsiveness	Policy and programme analysed				
	National Climate Change Strategy (2012)	National Adaptation Plan (2016)	(Intended) National Determined Contributions (2015)	Agriculture Climate Resilience Plan (2014)	Climate Smart Agriculture Framework (2015)
				programmes and budgets	
Gender responsive monitoring and evaluation systems	None	None	None	None	None

## **Ethiopia**

### **Climate Resilient Green Economy Strategy (CRGE) 2011**

The Climate Resilient Green Economy (CRGE) Strategy integrates climate change adaptation into development planning objectives. The sectors of the economy most vulnerable to climate change include agriculture, health, water and energy, buildings and transportation (Ethiopia Climate Resilient Green Economy Strategy, CRGE 2011). Climate resilience strategies for agriculture and forestry, energy and water were developed in 2012. Of the highlighted issues, the main initiative that focuses on women includes the reduction of GHG emissions by using efficient stoves. This project can have massive benefits by increasing rural household income, health, women's empowerment and education (CRGE 2011). There is no other gender specific adaptation measure highlighted.

The CRGE Strategy intends to establish the CRGE Facility to coordinate and manage climate finance flows which are geared towards financing prioritised activities. It is through the CRGE Facility that financial resources are harnessed from domestic, international, public and private sources to support the implementation of and institutional building for the CRGE Strategy (CRGE 2011).

To ensure that Ethiopia's approach to climate change is responsive to evolving needs and events, the Environmental Protection Authority, which is the coordinating agency for Ethiopia's climate response, will continue to perform a strategic planning role on climate change. The Environmental Protection Authority will establish a dedicated CRGE Unit, a virtual body drawing on capacity from the Ethiopian government and operating through the existing teams and departments of the Environmental Protection Authority. The Unit will work with all stakeholders to identify the priorities for climate activities, such as identifying research gaps and supporting the refining of climate action plans. The stakeholders' component is ambiguous as it does not specify if women, as a segment, will be part of the team presenting challenges in addressing gender issues.

A CRGE ministerial committee has also been established to facilitate cross-government engagement. This committee is supported by a technical working group, itself delegated into a series of sub-sectoral working groups (CRGE 2011). The composition of the committee is silent on gender representation, posing the question of whether women's issues can be addressed if they are conspicuously absent in committees. There is, therefore, need for clarity on the number of women vis-a-viz men in the representation matrix. The CRGE has only identified reduced use of wood fuel by supporting efficient stoves. The CRGE's focus would appear to be a reduction of GHG emissions by cutting off use of wood fuel. Rural energy and efficient stoves have a massive impact on green economic development by increasing rural

household income and increasing health and gender equality. There are, however, no specific details as to how the project incorporates women with the result of increasing their income. The CRGE identifies abatement levers including ‘reduction of electricity demand through efficient lighting, improved landfill gas management (capture gas for flaring), and liquid waste emissions management (capture gas for flaring)’. The CRGE Strategy plans to raise awareness and encourage public participation to realize this abatement potential. This awareness campaigns is geared towards informing pastoralists and farmers to improve animal value chain efficiency. There is no mention of how gendered roles come into play, pointing to the need for document revision for deeper gender integration in education, training and capacity building.

### **(Intended) National Determined Contributions (INDC) 2015**

Through its (Intended) National Determined Contributions (INDC), Ethiopia intends to undertake adaptation initiatives to reduce the vulnerability of its population, environment and economy to the adverse effects of climate change. The INDC is based on the CRGE Strategy which addresses both climate change adaptation and mitigation objectives. It has a long term goal of ensuring that response to climate change integrates actions that improve the status of women, children (Ethiopia INDC, 2015), and other vulnerable persons, including farmers, pastoralists, the elderly, persons with disabilities and refugees. Goals, set to be achieved by 2030, are to be implemented through policy documents which have supplemented adaptation and mitigation actions.<sup>3</sup> Some of these are already underway through the Sustainable Land Management Programme, initiated in 2008, to address two of Ethiopia’s most significant developmental and environmental problems: agricultural productivity and land degradation (Repp and Weith, 2015). The INDC does not specify any gender initiative to address climate change and the target groups do not expressly mention women as vulnerable persons, making the INDC gender blind. In order to realize its full potential, Ethiopia seeks to utilize existing and emerging climate finance mechanisms through the Climate Resilient Green Economy Facility, a national fund. This action will mobilize finance from various sources, driving investments to build resilience for green growth. There are, however, no other defined structures indicated in the document.

The ability of the INDC to benefit the vulnerable is based on finance, technology transfer and capacity building from partners (Ethiopia INDC, 2015). It is generally aimed at reducing the

<sup>3</sup>Ethiopia has undertaken several strategic and programmatic adaptation actions. The strategies and plans include, a) The National Adaptation Programme of Action (NAPA) since 2007, b) The Ethiopian Programme of Adaptation to Climate Change (EPACC 2011), c) Nine National Regional States and two City Administrations adaptation plans, d) Five sectoral adaptation plans and f) Agriculture sector adaptation strategy. (Ethiopia INDCPg 4)

vulnerability of the Ethiopian population, environment and economy to the adverse effects of climate change. The medium and long term plans are key in addressing challenges experienced by pastoralist women who are significantly affected by adverse climate change effects (Brown, 2013). These include: increasing resilience and reduce vulnerability of livelihoods and landscapes in three pillars; drought, floods and other cross-cutting interventions (Ethiopia INDC, 2015). The INDC does not provide for any gender-specific components to be addressed. The lack of clarity as to the role of gender in adaptation and mitigation strategies.

The CRGES has been advanced as a basic formula to enhance capacity and training for women. Through the Sub-Technical Committee of the CRGE Strategy, green economy opportunities are translated into investment-ready projects in four sectors, including rural energy efficient stoves. The use of efficient stoves are said to have ‘massive benefits by increasing rural household income, health, women’s empowerment, and education while decreasing emissions by around 50 Mt CO<sub>2</sub>e in 2030’ (Ethiopia INDC, 2015). The INDC also includes measures such as capacity building to cope with the spread of diseases, strengthen water resource management and develop insurance to support farmers and herders in times of disaster. The adaptation component also notes that, to achieve its long-term goal, action will need to identify capacity gaps and build capacity to mainstream adaptation into all public and private development initiatives. It also notes the response to climate change requires participation of the entire population, noting the importance of measures to increase the status of women, the welfare of children and the well-being of the elderly, disabled and environmental refugees (Ethiopia INDC, 2015). To the extent of participation, the INDC is cognisant of women’s involvement. It is hoped that women will not just be participants, but facilitators and decision-makers at institutions that offer these programmes.

### **Ethiopia’s Programme of Adaptation to Climate Change (EPACC)**

Ethiopia’s Programme of Adaptation to Climate Change (EPACC) was developed to replace Ethiopia’s 2007 National Adaptation Programme of Action (NAPA). EPACC has 13 priority options; among these the issue of enhancement of environmental sustainability and cross cutting issue (Gender, Children and Youth) has been considered (Ethiopia’s Program of Adaptation to Climate Change, 2011). One of the sectors acknowledges the impact of climate change on the energy sector. EPACC indicates that women and children are severely affected in the event of drought which results in insufficient water, reduced fuel wood availability and increases climate change-related disease (EPACC, 2011). Children are affected to the extent that they are made to leave school in order to assist their parents. EPACC adequately acknowledges that the most vulnerable persons include women, children, elderly, disabled and poor people. In this respect, EPACC advances the importance of natural, human, social,

physical and financial resources to shape the adaptive capacity of individuals, households and communities. Women need financial resources to adapt to changing climate trends, resulting in the formation of saving and loans groups and farmer-based organizations. The EPACC delves into the root impacts of climate change and its specific impact on women. As a result of inadequate resources, enhancing women's adaptive capacity lies in providing avenues for obtaining such resources. This is evident by the prioritization of gender impacts in addressing climate change.

EPACC has not specifically identified institutions responsible for mitigating climate change risks. In its entirety, the document discusses sectoral areas impacted by climate change and the nature of adaptive capacities required to mitigate against the adverse impacts. It falls short, however, of discussing the implementing bodies that will be charged with addressing adaptive and mitigation strategies. It is challenging to hold any institution accountable, especially when addressing gendered impacts. It is, therefore, pertinent for such institutions to highlight their stipulated roles to ensure the good intentions of the EPACC do not remain on paper. The dimensions addressed under the EPACC are important factors that determine adaptive capacity. Social capital is one such adaptive action point. Institutions can be used as points of communication to recognize and upgrade traditional skills and knowledge of communities, especially when providing information and awareness creation. As most women are known to form a majority of such groups as "Eder", "Maheber" and 'Ekub, it is hoped that necessary information shall be acquired and disseminated to enrich their adaptive capacities. These are social institutions established for purposes of carrying out climate change adaptation activities by communities. Additionally, the enhancement of environmental sustainability and cross cutting issues, including gender, children and youth, should be prioritised. It is not detailed, however, how this prioritization will be addressed, making it difficult to address how priority actions will suit women adaptive capacities under the EPACC.

EPACC is based on an open-ended, iterative participatory process, intended to work primarily across three dimensions: (1) horizontally across sectors, (2) vertically from federal level to local communities, and (3) through time. This process will gather and disseminate learning to deepen benefits and widen coverage (EPACC, 2011). Each community is poised to formulate its own work programmes and by-laws to guide and govern the actions of its members towards greater climate resilience. In itself, this is a self-guiding process meant to generate information, disseminate it and ensure that members are empowered towards implementation. With more women involved, it is hoped that much training shall be gained. In addition, ongoing education programmes provide skill training for women on value addition for diversifying livelihood options. This is a good practice, with hopes to yield success in creating

awareness. There is, however, no evidence of how education programmes have been channelled or implemented for the benefit of women.

Table 5: Gender analysis of the climate change policies for Ethiopia

Criteria for assessment for gender responsiveness	Policy and programme analysed		
	Climate Resilient Green Economy strategy (2011)	(Intended) National Determined Contributions (2015)	Ethiopia's Programme of Adaptation to Climate Change
Gender analysis on climate risks, impacts and vulnerability	None	None	Acknowledges that the world's poorest people, especially women, are also the most vulnerable to climate change because they have limited access to adaptation resources Considers gender perspective as an important set of criteria for prioritization and planning of adaptation needs and activities
Identification of gender, vulnerable groups and youth	Women	Women and children Other vulnerable persons targeted include farmers, pastoralists, elderly, persons with disabilities and refugees	Women, children, elderly, disabled and poor people
Direct benefits to women, youth and other vulnerable groups	Ongoing project increasing rural household income and increasing health and gender equality by using efficient stoves for women	None	The programme seeks to empower and strengthen adaptive capacity of women and other vulnerable group Skill training for women on value addition for diversifying livelihood option
Participation and empowerment of women and youth	Composition of CRGE ministerial committee is silent on gender representation	None	Supports women's saving and loans groups and farmer-based organizations
Support and enhance education, training and capacity building	None	Climate Resilient Green Economy Strategy (CRGES) provides a basic formula to enhance capacity and training for women	Not specified
Budget allocation for gender specific action	Scaling-up of rural energy efficient stoves with nine million	Not specified	Not specified
Mainstreaming gender	None	None	Crosscutting issues, like gender, should be considered when planning interventions that address climate change and adaptation
Gender responsive M&E systems	None	None	None

## Gender inclusion in the legislative and policy frameworks and strategies for East Africa

It is evident that Kenya, Uganda, Tanzania and Ethiopia all address climate change and its impacts with the aim to reduce GHG emissions and increase their adaptive and mitigation capacities through the development of several legislative and policy frameworks. Much of the analysis was focussed on the effective incorporation of gender climate change frameworks (Table 6).

Table 6: Inclusion of gender in the analysed legislative and policy frameworks and strategies

Characteristics of the climate change policy and strategy	Kenya	Uganda	Tanzania	Ethiopia
Gender analysis on climate risks, impacts and vulnerability	Yes	Yes	Yes	Yes
Identification of gender, vulnerable groups and youth	Yes	Yes	Yes	Yes
Direct benefits to women, youth and other vulnerable groups	No	No	No	No
Participation and empowerment of women and youth	Yes	Yes	Yes	No
Support and enhance education, training and capacity building for women	Yes	Yes	Yes	Yes
Budget allocation for gender specific actions	No	No	No	No
Mainstreaming gender	Yes	Yes	Yes	Yes
Gender responsive monitoring and evaluation systems	Yes	Yes	Yes	No

Frameworks have elements acknowledging the adverse impact of climate change on the vulnerable groups including women, children and the disabled. This brings out the sensitive question of vulnerable persons and places it in a context that allows it to be addressed adeptly. Essentially, women's capacities and coping strategies should be highlighted in order to determine climate safe programmes.

Women have been identified as having great involvement in agriculture, food production and innovations and projects which address climate change. On this basis, it is proper that frameworks be further materialized by developing comprehensive planning and investment for women. This should focus on their access to resources such as land and credit facilities, highlighting their capability to adapt to CSA initiatives and be tailored towards proper adaptation. The participation of women is paramount and must be expressly stated; otherwise the suggested interventions are at risk of overlooking their important contribution.

Frameworks underline the need to improve disaster management systems. However, since inadequate capital by women interplays with lesser understanding of early warning system, the frameworks should also include special attention to educating women and providing information. A separate dissemination mechanism should be developed to ensure women are reached out to in every necessary context.

While the frameworks acknowledged the need for proper research and development on climate change, they fail to adequately include women and their specific vulnerabilities. As

such, it is essential to develop gender sensitive model guidelines alongside existing research themes.

Most of the frameworks also generalise the issue of training and institutional strengthening. There is generally no capacity within existing government departments to consider gender in climate response activities. It is pertinent that frameworks consider building the capacity of gender focal points in all relevant institutions, incorporating gender issues in all climate change responses. This ensures the incorporation of gender issues in all departments, not just institutions that deal exclusively with women and children. For example, Ministries responsible for matters finance should have special departments and funds geared towards helping women in climate change responses. Climate change curricula should also be designed to include special response for vulnerable persons. For instance, a greater inclusion of women further validates the significance of their knowledge.

Of the four states, Kenya has made enormous strides in developing statutory frameworks to address climate change in line with the policy frameworks at its disposal. Such effort is hoped to benefit women since it provides representation in the established climate change structures discussed above, including enhanced training and awareness. While it is laudable that the other states have made advances in integrating gender in their policy frameworks, it is hoped that further steps can be initiated to further incorporate gender into legislation. By doing so, Eastern Africa countries will be able to address climate change impacts as -a unified block without manifest efforts.

## Financial provisions for gender in the legislative frameworks and policies

The legislative frameworks and policies address the needed financial capacity of the countries to ensure proper implementation of adaptive and mitigation strategies. For instance, through the *Climate Change Act*, Kenya has made climate finance available for mitigation and adaptation actions and interventions. It is, however, not specified how special distribution will support women in coping strategies. Having established the Climate Change Fund, women may also benefit since council procedures ensure gender and intergenerational equity in access to monies from the fund.

Uganda has no direct provisions of funds to support women in climate change mitigation and adaptation strategies. The Ministry of Finance, Planning and Economic Development, however, requires national, sectoral and district-level budgets and indicative planning figures integrate climate change into provisions for the implementation of the policy and its strategy. The finances are to be channelled into addressing climate change impacts in general. Tanzania has notably reiterated its willingness to follow government financial management guidelines and systems established under the Ministry of Finance, ensuring financial mobilisation of resources. The legislative and policy frameworks generally provide for financial support needed to cope with emerging complexity in climate change. Similarly, Ethiopia has indicated that it requires additional support to mobilise finance, infrastructure, technology and capacity to undertake and oversee implementation.

In order to address climate change, adequate financial support is required under Article 9 of the United Nations Paris Agreement which calls for the international community to allocate and make available sufficient financial resources for purposes of ensuring that the developing countries cope with climate change impacts. The agreement entered into force on 4<sup>th</sup> November, 2016, with 148 parties out of 197 ratifying the agreement so far (UNFCCC, 2017), including all East Africa countries. Unfortunately, the climate financing that currently exists in these states lacks a gendered perspective. The result has been a focus on general application for efficiency programmes rather than on small-scale mitigation and adaptation interventions which center on vulnerable groups and identified priority areas. This would essentially bear significant implementation based on gender equality, women's empowerment and priority mitigation areas.

## Conclusion and recommendations

Review and analysis of legislative and policy frameworks establishes that states have made steps to address the impacts of climate change on their citizens. Several fundamental adaptation and mitigation projects have been commissioned in an effort to curb climate change impacts. These efforts require the input of women and vulnerable groups as they are affected more by the unpredictable impacts of climate change. There is, therefore, an immediate need to refocus frameworks with a gender lens. To ensure that vulnerable groups are properly included in adaptation and mitigation climate change efforts, legislative and policy frameworks were reworked under the following pillars:

- *Adaptation measures* should ensure satisfactory information is gathered from dynamic populations with specificity to vulnerable persons. This not only guarantees the consideration of their unique circumstances, but also brings to the fore the importance of establishing an inclusive socioeconomic and environmental systems.
- *Mitigation measures* are fundamental to appreciate distinct responses to policy, technology and innovations and will require more research.
- *Education, awareness campaigns and capacity building* is necessary for adaptation and mitigation interventions which require basic and advanced knowledge and expertise. Capacity building and training which targets and equips vulnerable persons with necessary climate change knowledge and skills for adaptation and mitigation. Institutional representation will allow vulnerable persons to contribute their unique and valuable perspective and expertise on climate change.
- *Gender, youth and marginalised groups* have unequal access to resources and limited mobility. Because of this, the vulnerable need to be contextually included to develop differentiated strategies for responding to the climate change crisis. Gender-sensitive strategies need to be identified to ensure proper responses to security needs and environmental and humanitarian crises caused by climate change.
- *Climate finance* is needed for adequate adaptation and mitigation efforts. Separate consideration should be made for women, youth and vulnerable groups to ensure that they are distinctly considered in climate change activities. Gender analysis of all budget lines and financial instruments for climate change is needed to ensure gender-sensitive investments in programmes for adaptation, mitigation, technology transfer and capacity building.

## Appendices

Appendix I: Summary of gendered components in Kenya's frameworks

	<b>Gender component</b>	<b>Action steps</b>
1.	Gender analysis on climate risks, impacts and vulnerability	Access to funds. Food security and health. Increasing productivity and commercialization of agricultural related value chains with nutrition and gender considerations.
2.	Identification of gender, vulnerable groups and youth	Vulnerable persons have been included with a focus on ensuring equity and social inclusion in allocation of effort, costs and benefits to cater to those with special needs, vulnerabilities, capabilities, disparities and responsibilities.
3.	Direct benefits to women, youth and other vulnerable groups	Kenyan frameworks have incorporated aspects of gender in them. Two organs have been established: National Climate Change Council and Climate Change Directorate. They are charged with climate change adaptation and mitigation activities, including a primary coordination and implementation role for gender and intergenerational climate change education, consultation and learning at both the national and county governments' level.
4.	Participation and empowerment of women and youth	The Act has established two organs: NCCC and Climate Change Directorate. The climate change fund will be controlled by these organs. Priority is also given to coordination and implementation of the gender and intergenerational climate change education and consultation.
5.	Support and enhance education, training and capacity building	Proposal to include issues of climate change from a gendered perspective in the school curricula. Women included in the established organs contribute their voice to adaptation and mitigation strategies.
6.	Budget allocation for gender specific action	Creation of climate change fund to assist women in climate change specific activities and initiatives.
7.	Mainstreaming gender	Increasing women's participation in decision and policy making as it relates to climate change. Includes issues of climate change from a gendered perspective in the school curricula.
8.	Gender responsive Monitoring and Evaluation systems	Develop a gender-sensitive climate change database and promoting the technical capacity of women in the use and maintenance of renewable energy and energy efficient appliances.

## Appendix II: Summary of gendered components in Tanzania's frameworks

Gender component	Action steps
Gender analysis on climate risks, impacts and vulnerability	They aim at attaining high quality livelihood for its people.
Identification of gender, vulnerable groups and youth	The frameworks identified children, women and girls as vulnerable persons.
Direct benefits to women, youth and other vulnerable groups	Eradicate infant and maternal mortality rates. Enhance equitable representation of women and vulnerable groups at all levels in planning, decision making and implementation of adaptation and mitigation initiatives. Promote safeguards that will ensure gender and vulnerable groups equity in benefit sharing related to climate change initiatives.
Participation and empowerment of women and youth	Environment Management Unit to monitor the amount of funds made available for gender activities at local level and encourage the mainstreaming of gender and climate change in District Agriculture Development Plan budgets.
Support and enhance education, training and capacity building	Enhancing participation of women and vulnerable groups in planning and decision making As well as capacity building and climate change awareness for women farmers.
Budget allocation for gender specific action	Recommends increasing women's access to financial and productive resources.
Mainstreaming gender	Integrate issues for gender and vulnerable groups into climate change initiatives. Ensure that climate change researches generate gender disaggregated data on impacts and response. Capacity building and awareness on climate change for women farmers and develop recommendations and guidelines for mainstreaming gender into CCA related policies, strategies, programmes and budgets in respective areas of jurisdiction.
Gender responsive monitoring and evaluation systems	Promote research that generates disaggregated data on gender and vulnerable groups. Identify best practices in Tanzania and other countries. Identify gender-appropriate technologies for activities related to water management, climate-smart agriculture and postharvest processing and value addition. Support acquisition of appropriate technologies (e.g. early warning systems and weather forecasting).

### Appendix III: Summary of gendered components in Uganda's frameworks

	Gender component	Action steps
1.	Gender analysis on climate risks, impacts and vulnerability	Incorporate aspects of gender to reduce the vulnerability of women and children, including access to and control over resources, especially land.
2.	Identification of gender, vulnerable groups and youth	Women, older persons and people with disabilities identified as vulnerable persons.
3.	Direct benefits to women, youth and other vulnerable groups	Need for poverty elimination efforts with gendered benefits.
4.	Participation and empowerment of women and youth	The Climate Change Unit and the Policy Committee on Environment will ensure information flow on resource allocation for the implementation of the policy.
5.	Support and enhance education, training and capacity building	Climate change unit will raise awareness, communication and outreach programmes on climate change. Mainstreaming of climate change concerns in education curriculum at all levels. Training farmers' groups in visioning, enterprise selection, market analysis and needs identification while ensuring that all categories of farmers (men, women, and youth) are reached.
6.	Budget allocation for gender specific action	Committee on Environment will ensure information flow on resource allocation.
7.	Mainstreaming gender	Mainstreaming gender to scale-up sustainable land management. Strengthen the enabling, institutional and policy environment, including issues of climate change from a gendered perspective in the school curricula.
8.	Gender responsive monitoring and evaluation systems	Develop gender sensitive indicators as part of monitoring and reporting system.

Appendix IV: Summary of gendered components in Ethiopia's frameworks

	Gender component	Action steps
1	Gender analysis on climate risks, impacts and vulnerability	Long term goal is to ensure climate change responses integrate actions that improve the status of women and the welfare of children, farmers, pastoralists, elderly, persons with disabilities and refugees.
2	Identification of gender, vulnerable groups and youth	Identifies women, children, farmers, pastoralists, elderly, persons with disabilities and refugees as vulnerable persons.
3	Direct benefits to women, youth and other vulnerable groups	Use of efficient stoves and women's empowerment.
4	Participation and empowerment of women and youth	None.
5	Support and enhance education, training and capacity building	Raise awareness and encourage public participation to realize this abatement potential. Awareness campaigns are geared towards informing pastoralists and farmers on how to improve animal value chain efficiency.
6	Budget allocation for gender specific action	CRGE Facility is intended to coordinate and manage climate finance flows geared towards financing prioritised activities.
7	Mainstreaming gender	Each local community is poised to formulate its own work programmes and by-laws to guide and govern the actions of its members towards greater climate resilience.
8	Gender responsive monitoring and evaluation systems	Not discussed.

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## Glossary of Gender terms

*Gender*: Refers not to male and female, but to masculine and feminine - that is, to qualities or characteristics that society ascribes to each sex. People are born female or male, but learn to be women and men. Perceptions of gender are deeply rooted, vary widely both within and between cultures, and change over time. But in all cultures, gender determines power and resources for females and males. (FAO 2006)

*Gender analysis*: The study of the different roles of women and men in order to understand what they do, what resources they have, and what their needs and priorities are. (FAO 2010)

*Gender equality*: Equal participation of women and men in decision-making, equal ability to exercise their human rights, equal access to and control of resources and the benefits of development, and equal opportunities in employment and in all other aspects of their livelihoods.

*Gender mainstreaming*: defined by the United Nations as the process of assessing the implications for women and men of any planned action in all areas and at all levels. That means making both the concerns and experiences of women and men an integral dimension of all agriculture and rural development efforts.

*Gender roles*: Socially constructed; learned; dynamic (they change over time); multi-faceted (they differ within and between cultures) and influenced by class, age, caste, ethnicity and religion.

*Vulnerability*: In the most general sense, a susceptibility to harm or change. More specifically, the degree to which a system is exposed to, susceptible to, and unable to cope with, the adverse effects of climate change, including climate variability and extremes. Vulnerability is a function of the character, magnitude, and rate of climate variation to which a system is exposed, as well as of non-climatic characteristics of the system, including its sensitivity and its coping and adaptive capacity).