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# **GUIDELINES**

## **in Mainstreaming Gender in Climate Change**

### **National and Sectoral Adaptation Plans for**

### **Monitoring & Evaluation and Planning Staff**

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**Prepared for:**

National Adaptation Plan Project implemented by Environment Protection Agency of Liberia in collaboration with UNDP-Liberia, with funding from the Green Climate Fund

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This handbook is the results of the compilation of many guidelines and tools that have proven to be effective in other parts of the world and that were designed to be adapted with the purpose to help institutions and development practitioners customize best practices and enhance their capacities in effective gender-responsive planning, monitoring and evaluation. That is why the author wishes to acknowledge the valuable contributions of all the organizations quoted in Part VII of this booklet for giving access to their productions that enable this compilation.

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**in Mainstreaming Gender in Climate Change**  
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# FOREWORD



During the stocktaking exercise for the preparation of the National Adaptation Plan (NAP) for Liberia organized by the Environment Protection Agency (EPA) with support of the United Nations Development Programme (UNDP) in 2015, the concept of mainstreaming gender into adaptation planning was recognized as a key step for successful sectoral adaptation plans in Liberia.

Climate change and the impacts it manifest are becoming glaring day by day in Liberia. Sea erosion, torrential storms and flooding are evident across the country with risk to agriculture, fisheries and other productive sectors of our country. It is important to note that in all of these events, there is a wide gender disparity between men and women when it comes to climate change impact and that their adaptive capacity also varies. It is therefore important to ensure that a gender dimension is adequately mainstreamed at all levels of development planning in Liberia.

One way in which we can ensure that programs are designed to be gender-sensitive and capable of measuring progress and achievements toward addressing gender inequities and having effective, efficient, equitable and sustainable climate action at the same time, is by developing guidelines and by providing adequate training to all relevant stakeholders on the integration of gender dimensions into every aspect of the programme activities, including the national strategic action plan and the sectoral plans.

The design of our National Adaptation Plan offers a unique opportunity for identifying adaptation needs for both women and men in Liberia and developing, implementing gender-responsive strategies and programs to address those needs with the prime objective of having sustainable climate change adaptation plans at all levels of development activities.

It is important that all stakeholders acknowledge the need for gender sensitive development and take concrete action to support this effort. The NAP project has powerfully contributed to raising awareness about climate change, building capacity and mobilizing political will for climate action with gender at the fulcrum of these initiatives. Based on the success attained thus far – EPA together with its partners – will continue its efforts to organize regular training in order to assure the required capabilities and capacities of sectoral and national staff to promote gender sensitive programme activities with the conviction that gender-sensitive planning is one way to help address gender imbalances that are likely to be accentuated by climate change.

This document offers concrete guidance on how sectoral and national staff of government entities can comprehensively and explicitly integrate gender perspectives in their programming activities. We hope you will find this handbook interesting and enjoyable.

A handwritten signature in blue ink, appearing to read 'N. Blama', written over a horizontal line.

**Dr. Nathaniel T. Blama, Sr.**  
**EXECUTIVE DIRECTOR/CEO**  
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## INTRODUCTION: SUSTAINABLE DEVELOPMENT GOALS, CLIMATE ACTION AND GENDER

There are close links between the Sustainable Development Goals (SDGs), adaptation in Climate Action and Gender. The project National Adaptation Plans (NAPs) Project supports the Government of Liberia to advance its National Adaptation Plans processes in climate sensitive sectors. The current adaptation programme is a great opportunity to identify adaptation needs both for women and men and propose implementing strategies and programs to address those needs in an equitable manner with the prime objective of integrating climate change adaptation at all levels of development activities. Climate change is considered as one of the most urgent and critical issues of our time and a cross-cutting development issue that affects every aspect of sustainable development and the entire 2030 Agenda.

Similarly, adaptation processes in climate action without a gender dimension are bound to fail. Liberia's NAPs project will contribute to the attainment of the Sustainable Development Goals with inputs aligned to SDGs 1, 2, 3, 4, 5, 8, 13, 16 and 17. Introducing gender in adaptation processes in Liberia is part of the global momentum aiming at advocating for women's rights. Gender-sensitive adaptation initiatives will reduce women and men vulnerability to climate impact, improve the lives and resilience of affected communities and promote women's participation, ownership and leadership in the achievement of SDGs and in poverty alleviation. Proper gender-mainstreamed national and sectoral planning and monitoring will largely contribute to this purpose.

## PART I: WHAT IS GENDER?

### 1.1 KEY GENDER DEFINITIONS AND CONCEPTS<sup>1</sup>

A critical first step in adequately incorporating and addressing gender issues in programme and in policies is to establish a common understanding of the definitions of key terms and the various ways in which gender is discussed within the context of poverty and development; risk and disaster management. Below are some key definitions and concepts the sources for which are noted below.

**Gender:** Refers to the two sexes, male and female, within the context of society. Factors such as ethnicity, class, race, age and religion can affect gender roles. Gender roles may vary widely within and between cultures, and often evolve over time. These characteristics often define identities, status, and power relations among the members of a society or culture.

**Sex:** The biological identity of males and females, as manifested primarily by our physical characteristics. **Gender equality:** Reflects the concern that women and men, boys and girls have equal opportunities, resources, rights, and access to goods and services that a society values—as well as the ability to make choices and work in partnership.

**Gender equality** also means equal responsibility in terms of workloads and energy expended within one's individual capacity to care for families and communities. Gender equality does not mean that men and women, boys and girls become the same, but that their opportunities and life chances are equal and that the differences that do exist in their talents, skills, interests, ideas, etc., will be equally valued.

**Gender equity:** The process of being fair to men and women, boys and girls that leads to equality—the equal valuing in society of both similarities and differences between men and women, boys and girls and the varying roles they play. To ensure fairness, measures must often be available to compensate for historical and social disadvantages or biological makeup that prevent women and men, girls and boys from otherwise operating on a level playing field.

**Empowerment:** A process of awareness and capacity-strengthening that leads to greater participation and decision-making power. It enables people to take control over their lives, set their own agendas, build self-confidence, solve problems, and develop self-reliance. It involves the ability to make choices as well as to define what choices are offered. While only women and men can empower themselves, institutions can support processes that create space for them to develop their skills, self-confidence, self-reliance, and to access resources.

**Gender-based violence:** Violence that is directed against a person on the basis of gender or sex in public and/or private life. It includes acts that inflict physical, mental or sexual harm or suffering, threats of such acts, coercion, and other deprivations of liberty. While women and men, boys and girls can be victims of gender-based violence, women and girls are the main victims.

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<sup>1</sup> Definitions adapted from: The CRS Southern Africa Guidelines for Gender Responsive Programming (Baltimore: CRS, 2010) and “Concepts and definitions” UN Women: United Nations Entity for Gender Equality and the Empowerment of Women, 2013.



**Gender analysis:** Examines the differences in women's and men's lives, including those which lead to social and economic inequality for women. It is a tool for systematically collecting data that can be used to examine these differences, the different levels of power they hold, their differing needs, constraints and opportunities, and the impact of these differences on their lives. This understanding is then applied to policy development and social services to address inequalities and power differences between males and females.

**Gender mainstreaming:** Is a strategy for promoting and achieving gender equality. It involves making women's as well as men's concerns, needs and experiences an integral part of ensuring that gender perspectives and attention to the goal of gender equality are central to all activities such as policy development, research, advocacy/dialogue, legislation, resource allocation, and planning, implementation and monitoring of programs and projects. It is not an end in itself, but a strategy and approach used as a means to achieve the goal of gender equality.

**Gender relations:** Concerned with how power is distributed between women and men, girls and boys. Gender relations are simultaneous relations of cooperation, connection, mutual support, and of conflict, separation, and competition, of difference and inequality. They create and reproduce systemic differences. They define the way in which responsibilities and workloads are allocated and the way in which each is given a value. Gender relations vary according to time and place, and between different groups of people. They also vary according to other social relations such as class, race, ethnicity, and disability.

**Gender-responsive programming:** Programming that addresses the gender roles, relations, needs and interests of women and men, boys and girls to guarantee those right relationships. Men and women, boys and girls experience their surroundings differently as they fulfill different sets of roles, but also face different sets of rules, norms, and practices informed by their particular cultures and contexts. The inclusion of a gender analysis is essential for properly developing gender-responsive programs and strategies for individuals and communities to achieve integral human development.

**Gender integration:** Involves identifying and then addressing the gender differences and inequalities across all program and project design, implementation, monitoring and evaluation. Since roles and relationships of power between men and women affect how an activity is implemented, it is essential that project and activity planners address these issues throughout the life of a program or project. USAID uses the term "gender integration" in both development and humanitarian planning and programming.

**Levels of gender integration:** There are three broad-levels of integration: gender neutral, gender sensitive, and gender transformative. Understanding how programs reflect gender awareness can help us understand how the program or policy was designed and is being implemented as well as in designing and implementing new programs.

**Gender-neutral.** Gender-neutral programs distinguish little between the needs of men and women, neither reinforcing nor questioning gender roles. By this definition, these types of programs are often called "gender-blind." If a program does not recognize the differences between men and women, it is in danger of incorporating existing biases. However, some gender-neutral programs or policies may benefit women and transform inequalities without having to account specifically for gender differences. For example, a policy for free primary education would significantly improve access to education for girls as well as boys.

**Gender sensitive.** Gender-sensitive programs recognize the specific needs and realities of women and men, boys and girls based on the social construction of gender roles and respond to them accordingly. This level of awareness may be informed by a sound gender analysis that has looked at the spec

**Gender transformative.** Gender-transformative programs seek to transform gender roles and promote more gender-equitable relationships between men and women. This level of awareness is informed not only by an analysis of the practical needs of males and females based on their respective roles, but also the underlying structural and systemic issues that have created and sustained the different needs of men and women. This type of program is designed to not only meet the practical needs of men and women but also respond to the strategic interests for greater, more sustainable equity between sexes.

**Types of labor:** Labor is divided among productive and reproductive tasks. The assessment helps identify the different labor tasks and addresses the question of who does what task?

- **Production.** This includes the production of goods and services for income, subsistence and trade. It is work done that is mainly recognized and valued as work by individuals and societies, and which is most commonly included in national economic statistics. Productive work normally earns money for the person who does it. Women and men both perform productive work, such as agricultural production, but not all of this is valued in the same way. Lack of recognition of certain categories of productive work distorts program and policy planning as it is not considered in the design. Much of women's labor is often unrecognized, and therefore, not considered in the program and policy design.
- **Reproduction.** This encompasses the care and maintenance of the household and its members, such as cooking, washing, cleaning, nursing, bearing and looking after children, building and maintaining shelter. This work is necessary, yet it is rarely considered of the same value as productive work. It is normally unpaid and is not counted in conventional economic statistics. It is mostly done by women.

**Access and control:** Access is defined as the opportunity to make use of a resource. Control is the power to decide how a resource is used, and who has access to it. Understanding who has access to and control of resources can help to identify opportunities that make use of a resource for a larger gain. It indicates whether women or men have access to resources, who controls their use, and who controls the benefits of a household's (or a community's) use of resources. Access simply means that you are able to use a resource, but this says nothing about whether you have control over it. For example, women may have some access to local political processes but little influence or control over which issues are discussed and the final decisions. The person who controls a resource is the one ultimately able to make decisions about its use. Women often have access but no control.

**Power:** The degree of control over material, human, intellectual and financial resources exercised by different sections of society. Power is dynamic, exercised in the social, economic, and political relations between individuals and groups, and can be used for both positive and negative ends.

**Condition:** The immediate, material circumstances in which men and women live, related to their present workloads and responsibilities. Providing clean water or stoves for cooking, for example, may improve the condition of women by reducing their workloads.

**Position:** Describes the place of women in society relative to that of men. Changing women's position requires addressing their strategic gender interests, including equal access to decision-making and resources, and eliminating discrimination in employment, land ownership and so on. To change women's position, we must address the way gender determines power, status, and control over resources.

**Practical needs:** These needs are often associated with material conditions related to daily needs. If these were met, the lives of women and men would be improved without changing existing gender division of labor or challenging women's subordinate position in society. Meeting practical interests/needs is a response to an immediate perceived necessity; interventions that do this are typically concerned with inadequacies in living conditions such as provision of food, fuel, water, credit, land, technology, health care, education and employment.

**Strategic interests/needs:** The needs represent changes in gender roles, division of labor, power control, or new opportunities related to disadvantaged positions in society. If these were met, the existing relations of unequal power between men and women would be transformed. Those identified by women may include issues such as legal rights, domestic violence, equal wages, and decisions about their health. Men also have strategic interests/needs such as transforming their own roles in child care or resisting conscription into a fighting force, or, on the other hand, they may resist women's demands for more control over their own lives. Every practical development intervention has an effect on power relations (the strategy

**Sex disaggregated data:** For a gender analysis, all data should be separated by sex to allow differential impacts on men and women to be measured.

**Gender Planning:** Gender Planning refers to the process of planning developmental programmes and projects that are gender sensitive and which consider the impact of differing gender roles and gender needs of women and men in the target community or sector. It involves the selection of appropriate approaches to address not only women and men's practical needs, but which also identifies entry points for challenging unequal relations (i.e. strategic needs) and to enhance the gender-responsiveness of policy dialogue.

**Gender Responsive Budgeting:** A budget is the most comprehensive statement of a government's social and economic plans and priorities. In tracking where the money comes from and where it goes, budgets determine how public funds are raised, how they are used and who benefits from them. Therefore, implementing commitments towards gender equality requires intentional measures to incorporate a gender perspective in planning and budgeting frameworks and concrete investment in addressing gender gaps. Gender-responsive budgeting is not about creating separate budgets for women, or solely increasing spending on women's programs. Rather, gender-responsive budgeting seeks to ensure that the collection and allocation of public resources is carried out in ways that are effective and contribute to advancing gender equality and women's empowerment. It should be based on in-depth analysis that identifies effective interventions for implementing policies and laws that advance women's rights. It provides tools to assess the different needs and contributions of men and women, and boys and girls within the existing revenues, expenditures and allocations and calls for adjusting budget policies to benefit all groups.

**Community managing role:** Activities undertaken primarily by women at the community level, as an extension of their reproductive role, to ensure the provision and maintenance of scarce resources

of collective consumption such as water, health care and education. This is voluntary unpaid work undertaken in 'free' time.

**Community politics role:** Activities undertaken primarily by men at the community level, organizing at the formal political level, often within the framework of national politics. This work is usually undertaken by men and may be paid directly or result in increased power and status.

**Triple role/ multiple burden:** These terms refer to the fact that women tend to work longer and more fragmented days than men as they are usually involved in three different gender roles — reproductive, productive and community work.

#### **ACCESS AND CONTROL OVER RESOURCES**

- **Access and Control:** Productive, reproductive and community roles require the use of resources. In general, women and men have different levels of both access (the opportunity to make use of something) to the resources needed for their work, and control (the ability to define its use and impose that definition on others) over those resources.
- **Resources:** Resources can be economic: such as land or equipment; political: such as representation, leadership and legal structures; social: such as child care, family planning, education; and, time — a critical but often scarce resource.

#### **WID and GAD: what are the Differences?**

Women in Development (WID) and Gender and Development (GAD) are sometimes used interchangeably, but there are some basic differences. The WID approach was developed in the 1970s, with the objective of designing actions and policies to integrate women fully into development. The GAD approach was developed in the 1980s with the objective of removing disparities in social, economic and political equality between women and men as a pre-condition for achieving people-centered development. Both approaches are still in use and are applicable in different situations.

### **1.2 GENDER AND CLIMATE CHANGE ADAPTATION DEFINITIONS**

#### **Adaptation**

The Intergovernmental Panel on Climate Change (IPCC) defines adaptation as "... adjustments in ecological, social, or economic systems in response to actual or expected climatic stimuli and their effects of impacts. This term refers to changes in processes, practices, and structures to moderate potential damages or to benefit from opportunities associated with climate change." Source IPCC, 2001.

**Resilience** "The ability of a community to resist, absorb, and recover from the effects of hazards in a timely and efficient manner, preserving or restoring its essential basic structures, functions and identity"

#### **Vulnerability**

"Vulnerability is the degree to which a system is susceptible to and unable to cope with adverse effects", Source IPCC, 2007.

### **KEY MESSAGES**

- There is a casual inter-relationship between climate change and gender: (1) climate change tends to exacerbate existing gender inequalities, (2) Gender inequalities lead to women facing larger negative impacts than men
- Women are not just victims but also agents of change and possess knowledge and skills
- Understanding the risks and different impacts of climate change on men and women is key in achieving sustainable development and the SDGs
- Ensure that women participate in all decision making related to climate change at all levels to build an effective alliance for community adaptation.

Adapted from “Gender and Climate change adaptation, Dr Wendy Annecke.

## PART II: GENDER POLICY AND LEGAL FRAMEWORK IN LIBERIA

The policies and legislations described below affirm the Government's commitment to address gender inequality and to ensure that women are fully engaged in activities that are of benefit to them and to the nation.

### 1.2 LIBERIA NATIONAL COMMITMENTS ON GENDER

**The Constitution** guarantees all persons, regardless of sex, the enjoyment of fundamental rights and freedom. Although there is no official definition of discrimination and discriminatory practices, Liberia is committed to the promotion of the rights of women through various national laws and policies.

The New National Gender Policy revised in 2017 is drafted in line with the Constitution of Liberia which is the supreme law of the land and takes precedence in establishing a framework for the Government to promote unity, liberty, stability, equality, justice and human rights with opportunities for social, economic and political advancement of the whole society, irrespective of gender.

Significant progress has been made in passing major legislations in ensuring gender equality and women's empowerment. These include the

- Domestic Relations Law; the Inheritance Act of 1998 (which specifies Equal Rights in marriage and inheritance under Customary and Statutory Laws);
- the Rape Law of 2005 (which outlaws gang rape and stipulates life-term sentence for aggressive forms of rape);
- and the Anti-Human Trafficking Act of 2005, prohibiting trafficking in persons, although it is not explicit on trafficking of women and children for sexual purposes.

The Government's position on gender equality is reflected in the number of Government policies and programs that promote the equality of men and women in Liberia. As the technical provider of gender knowledge at national level in Liberia, the Ministry of Gender, Children and Social Protection (MGCSP) has invested in the production of a variety of instruments to guide overall gender mainstreaming efforts in line ministries. These include Result Focused Transitional Framework:

- National Gender-Based Violence Plan of Action (2006);
- Agenda for Transformation 2012, that treats gender as a specific crosscutting issue;
- Policy on Girl Child Education (2006);
- HIV and AIDS Strategic Plan of Action (2015);
- National Health Policy and National Health Plan (2011 - 2021);
- Food and Agricultural Policy (2007);
- Environmental Policy (2002); Civil Service Reform Strategy (2008);
- Gender Policy of the Liberia National Police;

- the National Action Plan on the UN Security Council Resolution 1325;
- Mental Health Policy (2009);
- Social Welfare Policy (2008) that recognizes gender roles as social roles; Labor Policy National Police; and the Anti-Human Trafficking Act of 2005 which prohibits trafficking in persons.

Other related instruments are:

- The National Nutrition Policy (2008);
- The Education Reform Act of 2011 which aims to enhance access to education; the Accelerated Learning Program (ALP) which seeks to protect the right of children to education;
- The Gender and Climate Change Strategy (2012);
- The Medium, Small and Micro Enterprise Policy (MSME) which seeks to enhance skills, reform access to the market, finance and legal services to protect women entrepreneurs;
- The National Trade Policy (2014-2019)
- The National Sexual and Reproductive Health Policy (2010);
- The National Export Strategy (2014-2018) which seeks to strengthen the supply and quality of commodities for entrepreneurs
- Lands Rights Act, September 2018
- Local Government Act , September 2018.

The Gender and Development Act, 2001 establishes and defines the institutional mandate of the Ministry of Gender and Development now the Ministry of MGCSP. The MGCSP is the national machinery for promoting gender equality, women's advancement and children's welfare in Liberia.

## 2.2 INTERNATIONAL COMMITMENTS ON GENDER

Liberia is a party to various international instruments on the promotion of gender equality and women's empowerment. At the global level, treaties, declarations commitments applicable to Liberia include:

- Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) 1979;
- Optional Protocol on CEDAW;
- Convention on the Rights of Child (CRC) (1990);
- Optional Protocol to the Convention of the Rights of the Child (CRC);
- Convention on the Rights of Persons with Disabilities (2006);
- International Covenant on Civil and Political Rights (1966);
- International Covenant on Economic Social and Cultural Rights (1966);
- UN Security Council Resolution 1325;
- UN Security Council Resolution 1820;

- UN Security Council Resolution 1612 (Children and Armed Conflict);
- Beijing Declaration and Platform for Action (1995);
- International Conference on Population and Development (1994);
- United Nations Declaration on Violence Against Women (1993);
- Millennium Declaration and MDGs (2000);
- Universal Declaration on Human Rights (1948);
- Vienna Declaration and the Plan of Action (1993);
- Sustainable Development Goals 2030. : The SDGs is a new universal agenda that requires an integrated approach and collective action, at all levels, to address the challenges faced by countries, with an overarching imperative to 'leave no one behind' and addressing inequalities and discrimination as the central defining feature.<sup>82</sup>The SDGs also known as Post 2015 Agenda strives for a world that is just, rights-based, equitable and inclusive. It commits stakeholders to work together to promote sustained and inclusive economic growth, social development and environmental protection and to benefit all, including women, children, youth and future generations.

## 2.3 REGIONAL COMMITMENTS ON GENDER

At the **regional level**, Liberia is a party to the following instruments (See Annex 2 for detailed description of the commitments and provisions):

- **The African Charter on Human and People's Rights on the Rights of Women in Africa** constitutes a milestone in the promotion, protection and respect for the rights of women in Africa. This Protocol reaffirms the principle of promoting gender equality as enshrined in the Constitutive Act of AU as well as the NEPAD.
- **AU Women's Decade** is to advance gender equality by accelerating the implementation of the Dakar, Beijing and AU Assembly decisions on gender equality and women's empowerment. The decade will be implemented in two phases; 2010-2015 and 2015–2020 with reviews in 2015 and 2020. The Decade's objectives include: poverty and promoting economic empowerment of women and entrepreneurship; agriculture and food security; women's s health; maternal mortality and HIV&AIDS; education; science and technology; environment and climate change; peace and security, and violence against women; governance and legal protection; finance and gender budgets; women in decision-making roles; youth mentoring and women's empowerment.
- **African Charter on the Rights and Welfare of the Child** which reaffirms adherence to the principles of the rights and welfare of the child contained in the declaration, conventions and other instruments of the Organization of African Unity and in the United Nations and in particular the United Nations Convention on the Rights of the Child; and the OAU Heads of State and Government's Declaration on the Rights and Welfare of the African Child.



- **New Partnership for African Development (NEPAD)** underlines the commitment of the African States to ensure the full participation of African Women as equal partners in African development and states its determination to ensure that the rights of women are promoted, realized and protected to enable them to enjoy fully all their human rights.
- **Solemn Declaration on Gender Equality in Africa (2004)** reaffirms the commitments of the AU and international instruments on human and women's rights. The AU Conference of Ministers responsible for Women's Affairs and Gender in 2005 adopted two documents that facilitate the implementation of the Solemn Declaration by member states. These are: Implementation Framework and Guidelines for reporting on the Solemn Declaration on Gender Equality in Africa.
- **The ECOWAS Gender Policy** represents a new approach and elaborates a set of principles, emphasizing among other things the affirmation of maximum political will on gender policy as a tool of ECOWAS institutions and programs, establishment of gender management systems in all the member states and the adoption of gender mainstreaming as a prerequisite to gender equity and equality.
- Other instruments are the **Mano River Declaration, the Maputo Declaration and the Beijing +10 Commitment** by Ministers of Gender who met at the Seventh African Regional Conference on Women (Beijing +10, 2004) to review the status of implementation of Dakar and Beijing Platforms for Action. There is also a 30 percent allocation of land to women by 2025 African States commitment, and the AU guidelines for LSLBI. These reaffirm commitments made on gender equality, equity and women's empowerment as stated in Dakar/Beijing Platforms of Action, the International Conference on Population and Development (ICPD) held in Cairo in 1994, and related UN and international, regional and sub-regional agreements on gender equality.

@ Source: Extracted from the Revised National Gender Policy, 2018, Liberia, Ministry of Gender, Children and Social Protection, Liberia.

## PART III: WHAT IS GENDERMAINSTREAMING?

### 3.1 THE CONCEPT OF GENDER MAINSTREAMING<sup>2</sup>

"Mainstreaming a gender perspective is the process of assessing the implications of any planned action, including legislation, policies or programs for women and men, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality." (The definition of the United Nations Economic and Social Council (ECOSOC))

### 3.2 GENDER MAINSTREAMING: TECHNICAL PROCESSES

The goals of gender equality and women's empowerment are achieved through a set of gender mainstreaming technical processes, systematically integrated into the organization's policies, programs or project planning cycles.

These processes are:

- Systematic collection and analysis of *sex disaggregated data* to understand if and how any particular issue affects women and men differently and/or unequally;
- Systematic *gender analysis* to explore and explain gender differences and inequalities;
- Efforts to understand women's and men's experiences, concerns and priorities, through *consultation with women and men, and engagement* with advocacy groups;
- *Gender appraisal of intervention* options to consider implications and likely differential impacts for women and men;
- *Action, based on the above analysis, (backed up with budgets and indicators) to promote gender equality and uphold women's rights* through a "twin track" approach -
  - *Mainstream initiatives*: Ensuring that women and men get a fair share of services, opportunities, resources and influence in all programmes and projects (e.g. an equal and fair share of businesses development support, training and credit in a small business development programme)
  - *Targeted initiatives and programme components*: Strategic targeted initiatives or programme components to promote specific needs of different groups (e.g. a targeted support programme for female police, recognizing and addressing their specific needs, constraints and risks)
- *Systematic monitoring and evaluation of results* – examining intended and unintended

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<sup>2</sup> Adapted from Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context, Helen Derbyshire UK Gender and Development Network, 2013

impact on women's and men's lives, including impact on gender equality and women's rights.

### 3.3 SEVEN STEPS OF GENDER MAINSTREAMING PROGRAMME ACTIVITIES

#### **Step 1: Preparation**

- Examine the political, organizational, and institutional foundation to integrate gender into climate policies, programs, and projects.
- Prepare and seek approval of a concept paper defining reasons, goals, scope, proposed solution, results, outcomes, justification, implementation responsibilities, and indicative budget.
- Put in place appropriate institutional arrangements, partners, and core project team—identify the plan players and actors.
- Identify types of information required—technical and/or social?
- Identify desired level of mainstreaming, e.g., policy, program, and project as well as the targeted measure, sector, and goals—when, what, and where?
- Establish the decision-making process.
- Raise awareness among institutional partners and civil society.

#### **Step 2: Gender analysis**

Gender analysis is the sex-disaggregated study of differences in women's and men's needs, interests, participation rates, access to resources and development benefits, control of assets, and decision-making processes. The aim is to identify, understand, and redress inequalities based on gender status, roles, responsibilities, and relations.

Gender analysis needs to take place as one of the first steps of gender mainstreaming to identify gender roles, needs, interests, and inequalities. The analysis then informs design measures in a manner that reduces inequalities and empowers both men and women to participate and ensure the measure is sustainable and effective. An analysis of gender relations and inequalities should also be undertaken at later stages of a policy, program, or project cycle to evaluate their impact on men and women.

A gender analysis involves collecting relevant sex-disaggregated data, identifying relevant gender issues relating to the roles of men and women and their position, capacity, and inequalities. These gender concerns and considerations are integrated into the planning, design, and implementation of a proposed intervention into policies, programs, and projects.

A gender analysis must ask the following questions:

A gender analysis must ask the following questions:

- Who does what? Are the roles, responsibilities, and priorities of men and women in the public and private sphere different? What are the responsibilities, needs, interests, and

capacities of both women and men (in the context of the climate project, e.g., energy use in households)?

- Who owns what? Who controls what? Who has access to what? Are there differences among men and women?
- If there are differences in the above areas, what are the institutional, economic, and social factors that underlie, support, or influence them?
- Will failure to consider these differences in formulating development policies or designing interventions and implementing programs and projects impact negatively in terms of causing undesirable outcome for men and women? If so, how? And what response is appropriate?

Gender analyses must be very specific to the targeted measure and should be conducted by experts to ensure a high standard of empirical evidence.

Gender analysis often consists of two parts:

- A desk study of legal, social, and cultural frameworks
- A field study to identify gender roles, relations, and possible inequalities related specifically to the targeted project or policy. The field study may include surveys (in households, ministries, etc.) and focus group discussions (men, women, or mixed in targeted communities, etc.).

### **Step 3: Problem analysis**

In order to retrace the cause of possible gender inequalities, drawing a problem tree to show root causes and effects of gender issues should follow the gender analysis. The problem tree should visualize the information gathered to identify social, economic, or environmental barriers that are linked to the achievement of mitigation or adaptation goals

- Is inequality rooted in men's or women's lack of access to social or economic resources?
- Is inequality rooted in discrimination against men or women to partake in decision making at the household and/or community level?
- Do men's and women's roles and responsibilities increase their dependence on natural resources and how are these resources threatened?
- Do gender roles prevent women or men from improving their ability to adapt to a specific climate change problem, to contribute to reducing emissions, to receive education or training, or to improve their income?

### **Step 4: Solution analysis**

Undertake a solution analysis looking at alternatives that best deliver the expected outcomes and impacts:

- Use a solution tree.
- Define the expected outcomes and impacts.
- Convert impacts and results into objectives.

- Identify strategies and activities (gender design interventions and targets) necessary to achieve the objectives.
- Identify who will be the person or institution responsible for implementing the strategies and activities identified above.
- Assess the best alternative solution(s).
- Define quantitative and qualitative targets and gender-responsive indicators for solutions that are time bound.
- What are the risks (external and internal)?
- What resources are needed to support the activities?

### **Step 5: Design**

The purpose is to develop a detailed design document to guide policy, program, or policy implementation:

- The format used depends on approving authorities' design requirements, e.g., NAMA proposals or multilateral development bank support.
- Standard project design documents should include objectives, rationale, description, outputs, impact and outcomes, investment and financing plans, implementation arrangements, due diligence (technical, economic, social, and risks), and monitoring.
- The project design should include the identification of persons or groups responsible for implementing the gender-responsive activities.
- Objectives, results targets, and gender-responsive indicators at all levels should be included in a monitoring and evaluation plan.
- Specific activities that feed into the gender objectives and targeted results should also be included.
- A monitoring and evaluation plan should be prepared.

### **Step 6: Implementation and coordination**

This phase involves the implementation of the activity in accordance with the plan's objectives, design, resource allocation, implementation arrangements, and targets:

- The implementing agency must have capacity and resources, including gender expertise and/or gender focal point.
- Resource specific gender interventions track their implementation and report it as part of the regular project activities.
- Maintain effective partnership with all key stakeholders to ensure "ownership."
- Effectively involve both men and women.

### **Step 7: Monitoring and evaluation**

Prepare a monitoring and evaluation plan:

- Identify who is responsible for monitoring and the timing.
- Identify what has to be monitored: the activities of actors, the results of gender relations, the efficiency and effectiveness of the gender mainstreaming process, etc.
- Choose techniques and tools of monitoring, developing indicators including gender targets.

- Collect and use sex-disaggregated data to track gender outputs and outcomes.
- Follow up and act on monitoring report findings.
- Evaluation is most effective if done by an independent body.
- Ensure gender balance of staff on the evaluation team.
- Ensure evaluation of gender outcomes are included in terms of reference.
- Post lessons applicable for policy dialogue and knowledge sharing.

### 3.4 GENDER MAINSTREAMING CHECKLISTS<sup>3</sup>

#### 3.4.1 Country programming, including priority-setting

- Has relevant gender information, especially socio-economic information been identified and collated in such a way as to be included in country programming planning discussions?
- Is background data/situation analyses disaggregated by age, sex and ethnic origin?
- How far have gender specialists and representatives of women at all levels been consulted throughout the process?
- How far have programming missions been briefed on gender issues?
- Has attention been paid to the inclusion gender equality concerns in macro-economic and public administration programming in particular, including the linkages between micro, meso and macro levels of analysis and policy-making?

#### 3.4.2 Project and programme formulation

- Have gender issues relevant to each project/programme, including gender impact and anticipated outcomes, been systematically identified, and updated as appropriate?
- How far have staff in charge of planning and monitoring been informed themselves substantively of the gender dimensions of the development problem(s) to be solved?
- How far have individuals and women's NGOs with knowledge and experience of gender mainstreaming participated in project identification, formulation and appraisal?
- Do the terms of reference of project/programme formulation missions reflect a requirement of relevant gender knowledge and experience?
- Have women been consulted equally with men during the formulation process, especially female beneficiaries?
- Have gender-related linkages with other projects and programmes been identified and incorporated in documentation?
- Has all background information been disaggregated by age, sex, and ethnic origin?
- Have relevant gender issues been raised at project appraisal meetings, ensuring discussion of the impact of the project on gender equality in the programme country?

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<sup>3</sup> Adapted from Checklists and Guidelines for Gender Mainstreaming, Bratislava, UNDP

#### 3.4.3 Project and programme implementation

- Have all possible steps been taken to ensure gender balance in project staff (including full briefing of UN Office of Project Services on gender balance priorities)?
- Has gender balance in project training been ensured?
- How far has gender balance among participants in all project meetings been attained?
- Do staff in charge of planning and monitoring raise relevant gender issues in project monitoring meetings and in review meetings?
- Do Programme and Project Evaluation Reports (PPERs) reflect gender issues, and is all information disaggregated by sex?
- Do programme staff include gender knowledge and experience as a requirement for all mission terms of reference?
- Are all backstopping missions briefed on gender issues?
- Do final project reports systematically identify gender gaps and gender-related project successes?
- Do programme staff monitor project disbursements to ensure that inputs are used in such a way as to ensure equality of outcome for both women and men project/programme beneficiaries?

#### 3.4.4 Gender sensitive project/programme evaluation

- Do evaluation mission terms of reference require relevant gender expertise and experience?
- Are evaluation mission members briefed on relevant gender issues and provided with documentation?
- Do programme staff review the draft evaluation report to ensure that gender-related omissions and successes in the project/programme are reflected?
- Do programme staff understand and apply process indicators of success?

#### 3.4.5 Gender sensitive project or policy documents

- **Background and Justification:** Is the gender dimension highlighted in background information to the intervention? Does the justification include convincing arguments for gender mainstreaming and gender equality?
- **Goals:** Does the goal of the proposed intervention reflect the needs of both men and women? Does the goal seek to correct gender imbalances through addressing practical needs of men and women? Does the goal seek to transform the institutions (social and other) that perpetuate gender inequality?
- **Target Beneficiaries:** Except where interventions specifically target men or women as a corrective measure to enhance gender equality, is there gender balance within the target beneficiary group?
- **Objectives:** Do the intervention objectives address needs of both women and men?
- **Activities:** Do planned activities involve both men and women? Are any additional activities needed to ensure that a gender perspective is made explicit (e.g. training in gender issues, additional research, etc.)?

- **Indicators:** Have indicators been developed to measure progress towards the fulfilment of each objective? Do these indicators measure the gender aspects of each objective? Are indicators gender disaggregated? Are targets set to guarantee a sufficient level of gender balance in activities (e.g. quotas for male and female participation)?
- **Implementation:** Who will implement the planned intervention? Have these partners received gender mainstreaming training, so that a gender perspective can be sustained throughout implementation? Will both women and men participate in implementation?
- **Monitoring and Evaluation:** Does the monitoring and evaluation strategy include a gender perspective? Will it examine both substantive (content) and administrative (process) aspects of the intervention?
- **Risks:** Has the greater context of gender roles and relations within society been considered as a potential risk (i.e. stereotypes or structural barriers that may prevent full participation of one or the other gender)? Has the potential negative impact of the intervention been considered (e.g. potential increased burden on women or social isolation of men?)
- **Budget:** Have financial inputs been “gender-proofed” to ensure that both men and women will benefit from the planned intervention? Has the need to provide gender sensitivity training or to engage short-term gender experts been factored in to the budget?
- **Annexes:** Are any relevant research papers (or excerpts) included as annexes (particularly those that provide sound justification for your attention to gender)?
- **Communication Strategy:** Has a communication strategy been developed for informing various publics about the existence, progress and results of the project from a gender perspective?

### 3.5 TIPS ON OTHER ASPECTS TO CONSIDER <sup>4</sup>

Problem-solving and decision-making skills are critical for gender mainstreaming. Perceptions guide people’s decision and behavior patterns. Individuals act according to how they imagine a situation, which may correspond more or less closely with reality. The kind of knowledge needed for efficient gender mainstreaming is not simply an accumulation of facts, nor merely scientific evidence, but rather the capacity to identify and consider the various possible courses of action, bearing in mind different sets of criteria according to the specific situation:

**Surveying the Field:** Most decisions are probably made by people with little or no direct awareness of the gender equality dimensions of the decision to be taken. They rely heavily on information provided by others through personal communication or the media. But effective decision-making should avoid reliance on images of reality produced by others. Whenever possible, decision-makers should survey the field for themselves and use a variety of sources of information.

**Remain open-ended:** Decision makers rarely obtain all the information that they need on social, economic environmental or other problems. Something is always missing. Furthermore, they

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<sup>4</sup> Adapted from UNDP Learning and Information Pack GM Project Entry points and the checklist for action plan are taken from the Status of Women Canada, Steps in Gender Planning



unconsciously give priority to some details that exclude others. Decision-makers should be aware of the hidden “etcetera” attached to each piece of information they obtain and make open-ended interpretations.

**Avoid over-generalizing:** A person who says, “women feel....” Or women need....” is creating stereotypes by implying that all women have a single set of values or goals. Women are not homogeneous. When decision-makers consciously avoid all-inclusiveness, their perceptions will be close to reality.

**Describe issues in terms of degree:** Individuals have a strong tendency to categorize issues and people in extreme terms, as either wrong or right, polluted or unpolluted, equal or unequal, exploiter and exploited. However, the complexity of reality and respect for the rights and freedoms of all call for a focus on the exact position of an experience between extremes, on the degree of “grey area” that must be considered.

**Ponder different viewpoints:** Individuals cannot assimilate all the available information about an issue. Instead they select information, filtering reality according to their goals, intentions, personal limitations, history, attitudes, etc. When they interpret problems, they are saying something not only about the facts, but also about themselves. Severe interpretive problems can occur when individuals fail to realize that the images they create are personal, and may or may not match those of others, or fit the facts accurately.

**Date events** Linking information with its date is often overlooked, yet it is critical for interpretive skills. Dating means nothing changes in information over time. Economic, social and environmental information is rarely stable: knowing when it has been gathered can make a big difference to one’s analysis.

**Think politically:** Human development problems are complex. They do not mean the same to different individuals or groups throughout the world, nor within countries or communities or even within the household. To find lasting commitments and solutions to often conflicting interest and viewpoints, it is important to understand that nobody – individuals, group or institutions – can dictate “the answer” to problems. Solving problems is a process where solutions are found through free and equitable negotiations and transactions among different people, within the framework of laws and rules to which everybody adheres, but which themselves were agreed at a particular point in history and may need adjustment according to new perceptions and understandings.

**Check locations:** the information that individuals acquire and organize about economic, or social situations or problems has much to do with geographic, cultural and environmental contexts. To produce more complete images, individuals need to interpret environmental, economic or social information, not only in terms of their own regions, but also in terms of those of their information sources.

## PART IV: GENDER-SENSITIVE MONITORING AND EVALUATION<sup>5</sup>

No intervention is gender neutral. Since all societies are gendered, any kind of intervention, whether gender-sensitive or not, will always affect the existing gender relationships and roles.

No intervention is gender neutral. Since all societies are gendered, any kind of intervention, whether gender-sensitive or not, will always affect the existing gender relationships and roles.

If no intervention is gender neutral, then it is important that Monitoring and Evaluation (M&E) be gender-sensitive. In fact:

- Gender-sensitive M&E helps assess whether the project's planned activities are achieving gender equality goals.
- It provides feedback on how the activities affect the various groups of beneficiaries including women and men, disaggregated by age, ethnicity, caste, education, employment and geographical location.
- Gender-sensitive M&E also allows us to measure and evaluate gender-related changes over time, showing how far and in what ways the gender equality objectives are being achieved.

### 4.1 WHY A GENDER-SENSITIVE M&E?

#### 1. To learn and make adjustments

The first reason to carry out gender-sensitive M&E is **to learn and make adjustments**. Through gender-sensitive M&E, **we can assess the extent** to which programmes and **projects are meeting** (or have met) their **gender-equality objectives**; and on the basis of this information and **identify the necessary adjustments** to the project activities.

#### 2. For institutional reasons

Another important element is the **institutional dimension**: most national governments and international donors consider gender to be a cross-cutting issue within their development

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<sup>5</sup> **Gender in Food and Nutrition Security Programming: Gender-sensitive monitoring and evaluation for FNS**. This course is funded by the European Union through the EU-FAO Improved Global Governance for Hunger Reduction Programme, FAO, 2014

interventions and CC policies. Specifically, the Committee on the Elimination of Discrimination against Women (**CEDAW**) and its Optional Protocol **ask state parties to monitor progress on gender** at the national level, to be able to report back to the relevant international authority or treaty body.

### **Challenges**

Though most organizations working on CC have incorporated gender in the design of policies and programmes, often gender mainstreaming commitments evaporate even before implementation, remaining only a commitment on paper.

This neglect happens, in part, because of the **lack of clear and simple guidelines** and **checklists to monitor gender-related impacts during the project cycle**. In fact, often programme staff lack specific skills or commitment to address the differentiated gender constraints and benefits, and to formulate **gender-sensitive indicators** (disaggregated by class, age, ethnicity or caste) during the project planning.

**The right time for gender-sensitive M&E must start at the early stage of the project** identification and continue **throughout the project cycle**. In fact, if we started M&E during or **after project implementation**, it would be **too late**.

The following tables show the various stages of the project cycle and gender-related suggestions for each of them. These suggestions are helpful not only to plan and implement M&E, but also to mainstream gender considerations **throughout the entire project**.

## 4.2 CHECKLISTS FOR THE COMMONLY RECOGNIZED PHASES OF THE PROJECT CYCLE:

### 4.2.1 At project identification and preparation

What are the current situation of our target beneficiaries (men and women)?	Carry out baseline studies * disaggregated by gender pertaining to different socio-economic groups (class, ethnicity, age, education, disability)
Have all the stake holders been involved in the process of identifying project options? Will any of the stakeholders be disadvantaged by the proposed project?	Conduct an initial gender-sensitive stakeholder analysis and identify different programme options
What are the concerned and needs of women and men in relation to food production, availability access and utilization?	Conduct a participatory identification of the gender-specific concerns and needs and formulate gender-sensitive indicators
What the necessary resources to carry out and a gender-sensitive M&E?	Assess the organizational capacity for carrying out the M&E, and plan capacity development for both staff and stakeholders

<b>How can I help set up the establishment of the M&amp;E unit during the project designs (next stage)?</b>	<b>Prepare a concept-note as part of the feasibility studies, with a preliminary gender analysis and social cultural assessment, including gender relevant indicators</b>
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\*A gender-sensitive baseline study, which includes data disaggregated by sex, age, socio-economic and ethnic grouping, serves to assess the gender-specific situation in the project area before the intervention.

#### 4.2.2 At project design

<b>Do the project components and expected outcomes reflect the project sensitive goals and objectives</b>	<b>Adopt gender-sensitive programming and actions. You must ensure that the goals, activities and outcomes of the programme or project reflect both women and men's needs, and priorities identified in the previous stage</b>
<b>Has gender been included in the economic, financial, technical, institutional, social, environmental and participatory analyses?</b>	<b>Carry out a gender analysis and a socio-cultural assessment</b>
<b>Do we have adequate resources for capacity development?</b>	<b>Plan and allocate adequate resources for capacity development to address gender sensitive M&amp;E</b>
<b>What gender-sensitive indicators for M&amp;E should be chosen?</b>	<b>Select and formulate both qualitative and quantitative gender-sensitive indicators to assess the outputs, outcomes and impacts in a participatory way</b>
<b>How do we gather data and analyze it in a gender sensitive way?</b>	<b>Select the gender- sensitive data collection methods and tools, and design an M&amp;E system that includes a gender-sensitive programme to process the information; this will facilitate the subsequent analysis, feedback and project adjustment process</b>

#### 4.2.3 At project appraisal and approval

Include in the project appraisal document (PAD) some gender-responsive actions and development objectives for M&E. The PAD requires both a results framework (or logical framework) and a description of M&E arrangements, as illustrated in the example below.

#### 4.2.4 Project implementation

<b>Project outcome indicators to the objective: "To increase the access of women and men to food"</b>	<b>Target value (per cent)</b>				<b>Data collection and reporting</b>		
	<b>Baseline</b>	<b>Y1</b>	<b>Y2</b>	<b>Y3</b>	<b>Frequency and report</b>	<b>Data collection instrument</b>	<b>Responsible for data collection</b>

<b>Outcome 1: Percentage of women and men producers satisfied with access to and quality of training on adaptation processes</b>	<b>M: 15</b> <b>F: 2</b>	<b>25</b> <b>15</b>	<b>45</b> <b>55</b>	<b>70</b> <b>80</b>	<b>Annual</b>	<b>Project monitoring system: consultant field report; supervision, mid-term review, case studies, field surveys against baseline</b>	<b>Project coordination unit</b>
<b>Outcome 2: Percent of women and men with access to land and water</b>	<b>M: 90</b> <b>F: 10</b>	<b>91</b> <b>15</b>	<b>91</b> <b>20</b>	<b>92</b> <b>35</b>	<b>Annual</b>	<b>Project monitoring system: consultant field report; supervision, mid-term review, case studies, field surveys against baseline</b>	<b>Project coordinator unit</b>

#### 4.2.5 Project implementation and monitoring:

- ensure that gender-responsive actions are incorporated in the **project operational manual**;
- implement **capacity** activities on gender for programme implementers and stakeholders;
- collect sex-disaggregated data and **monitor progress** against designed output and outcome indicators;
- implement a **participatory M&E** and feed results back into the M&E system;
- assess the **progress made and the lessons learned** by the programming and M&E staff, and recommend corrective actions if needed;
- encourage relevant stakeholders to implement a **participatory gender audit**

#### Project completion and evaluation:

- Develop gender-sensitive outcomes and impacts assessment.
- Carry out a stocktaking of lessons learned and see how they can be fed into the overall food and nutrition security goals and objectives, as measured by the outcome indicators.
- Prepare and disseminate a case study of the overall process of gender-sensitive M&E.

### 4.3 WHAT ARE THE TWO KEY FEATURES OF A GENDER-SENSITIVE M&E?

A gender-sensitive Monitoring and Evaluation should:

- be based on a **gendered participatory** approach.
- use **gender-sensitive indicators**.

As an important premise, it is essential to know that **well-developed approaches and tools do not necessarily translate into successful M&E**. It is very important to develop your own **reflective learning process**: you should continuously monitor your activities, see what is working and what is not, and use your experience to **identify what needs to be changed or adjusted**. In other words, by adopting a reflective M&E, you can identify the major obstacles that prevent your project from contributing to equitable and socially just development. This process allows you to take appropriate action.

## PART V: USING GENDER-SENSITIVE INDICATORS

### 5.1 WHAT ARE GENDER-SENSITIVE INDICATORS?

Another essential feature of gender-sensitive M&E is to **include gender-sensitive indicators**. We shall first look at indicators in general, and then consider the specific characteristics of a gender-sensitive indicator. An **indicator is a measurement**. For example, it could be a number, a fact, an opinion or a perception that points to a specific condition or situation, and **measures changes over time**. In other words, indicators **measure the results of our interventions**. For this reason, they are **front-line instruments in the M&E** of development work.

Considered that gender-sensitive indicators require the production of data that is **disaggregated by sex, age, ethnicity and other socio-economic variables** relevant to the project or programming context,

gender-sensitive indicators have the special function of **pointing out gender-related changes** in society over time. Their usefulness lies in their ability to point to changes in the status and roles of women and men over time, and to measure whether gender equality is being achieved.

An important **premise** to set up gender-sensitive indicators it is advisable that we first carry out a **participatory gender analysis** and a participatory **stakeholder analysis**. Whenever possible, it is important to integrate a gender perspective **during the formulation** of the programmes objectives, strategies, outputs, outcomes, impacts and budgeting. These preliminary steps will allow us to establish gender-sensitive indicators that are both quantitative and qualitative.

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### 5.2 PRODUCING GENDER-SENSITIVE INDICATORS

Considered that gender-sensitive indicators require the production of data that is **disaggregated by sex, age, ethnicity and other socio-economic variables** relevant to the project or programming context, gender-sensitive indicators have the special function of **pointing out gender-related changes** in society over time. Their usefulness lies in their ability to point to changes in the status and roles of women and men over time, and to measure whether gender equality is being achieved.

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### TIPS FOR THE SELECTION OF INDICATORS

- Indicators must be developed in a **participatory way**, involving all relevant stakeholders, if possible.
- Indicators must be relevant to the **needs of the users** and at a level that the users can understand.
- All indicators must be **gender-disaggregated**.
- Both **qualitative and quantitative indicators** should be used.
- Indicators should be **easy to use and understand**.
- Indicators must be **clearly defined**.
- The number of indicators chosen should be small; a rule of thumb is that **up to six indicators** can be chosen for each type of indicator (inputs–impacts).
- Indicators should **measure trends over time**.
- The ultimate focus should be on **outcomes/impacts indicators**.

It is important to consider a reasonable number of indicators as too many indicators can make the M&E difficult. In climate change, the relevance of an indicator should be linked to the gender-related changes **in relation to Climate Change and adaptation**.

<b>Input indicators</b>	Monitor resources for implementing each activity throughout the project	Gender guidelines and material for field workers
<b>Output indicator</b>	Measures outputs for each activity, in relation to baseline data (mainly qualitative indicators)	Number of participants women and men in workshops and training sessions
<b>Outcome indicators</b>	Measures the first effects produced by each output, and if the objectives are being achieved	Percentage of women and men who apply the acquired knowledge in adaptation processes
<b>Impact indicators</b>	Measure the medium- and long-term impacts of the project	Qualitative changes in women and men's lives; e.g.; more say in adaptation decisions and greater access to financing

### Other examples of input indicators

Input indicators provide information about the organizational commitment for gender-sensitive M&E, as they indicate the strategies and activities to overcome the immediate limitations related to gender and to disadvantaged groups. For example:

- Allocation of human and financial resources to promote gender equality in the project;
- Gender guidelines and materials developed to support the field staff;
- Action-oriented research agendas to include technology development for women (i.e. time-saving technology);
- Number of workshops, study tours or other events on CC and gender.



### **Other examples of output indicators**

- Participation of stakeholders throughout the project cycle (attendance and level of participation/contribution by gender, age and socio-economic background);
- Stakeholders are well informed of project activities and investment, and collaborate and assess their participation and involvement (in terms of time, labor, knowledge, etc.);
- Number of women and men participating in workshops, training, study tours and benefitting from other services of the project;
- Number of men and women accessing credit for food production;
- Amount of vulnerable and marginalized men and women, boys and girls (HIV/AIDs-affected and poor people) who are informed and aware of the project activities and investment.

### **Other examples of outcome indicators**

- Percentage of men and women who apply the acquired knowledge in diversifying their daily diet. For instance, they consume more fresh vegetables or fruits or have a better-balanced diet (with beans, cereals, potatoes or cassava, and vegetables);
- The number of men who invest more in buying meat or milk and consume less alcohol;
- Level of participation in terms of number of women and men (disaggregated by age and socio-economic background) actively involved in the participatory design, implementation and M&E of the project;
- Increase in the number of (x) women or disadvantaged groups on the boards of community-based organizations (e.g. community, water-user association, food and nutrition or agricultural committees, etc.);
- Reduction in the gap between food demand and local food production (i.e. sorghum, maize, potatoes, wheat or beans, etc.) per household in 'x' years after the intervention;
- Access and control over the productive resources of women and disadvantaged groups have improved in 'x' years.

## **5.3 HOW TO MONITOR AND EVALUATE PROGRESS AND ACHIEVEMENTS**

Assessing the outcome and impact indicators disaggregated by sex, age and socio-economic groups. Monitoring and evaluating the progress towards the main objective of a project, should measure the fulfillment of the outcome and impact indicators in both quantitative and quantitative terms.

### **5.3.1 FINDING THE INFORMATION**

Once you have defined your gender-sensitive indicators in a participatory way, you can also look for information to measure the indicators in other sources (which are called means of verification). A lot of the quantitative information can be extracted from more formal surveys, but when these are missing or not sufficient, you can also use field interviews and observation:

To assess the	You can search for...
Inputs indicators	Project implementation plans, financial monitoring reports, disbursement reports, project appraisals documents
Output indicators	Supervision reports, mid-term reviews, project implementation plans, financial monitoring reports, field staff reports, participatory monitoring reports, field interviews and observations
Outcome indicators	Baseline data, gender analysis reports, household survey data, mid-term evaluations, case studies, rapid adaptation surveys, field interviews and observations
Impact indicators	Baseline data disaggregated by gender in the household surveys, local and national statistical data, Project appraisals documents, the impact evaluation reports, field interviews and observations

### 5.3.2 TECHNIQUES TO OBTAIN DATA

When you need information from less formal surveys, you can use a number of techniques to acquire the data and encourage the information sharing, which include both **quantitative** and **qualitative** methods. These methods and tools can be used especially during gender-sensitive programme identification and design.

#### **1. HERE IS A BRIEF OVERVIEW OF TWO WIDELY USED QUANTITATIVE METHODS:**

##### **a. Baseline survey**

##### **b. Seasonal labor profile**

##### **a. Baseline survey**

In this survey, you can focus on the household and community levels to learn about livelihoods. For example: average size of the families or community members (disaggregated by gender, age and social class); number of members affected by malnutrition or sickness (HIV/AIDs); malnutrition level; the diversification and level of food production; income and expenditures; ownership of assets, etc.

##### **Tools:**

- structured interviews
- focus group interviews
- Leaders and community interviews

## **b. Seasonal labor profile**

This method estimates the time (measured as number of hours, days and months) women and men spend on different tasks for providing food for the family during different seasonal periods. This technique can be complemented with the ‘time-use studies’ or ‘the clock study’, which estimates the time spent by women and men in fulfilling their daily tasks (e.g. collecting fuel, water, cooking, taking care of the children, fieldwork and community activities).

### **Tools:**

- Agricultural calendar
- Clock
- Focus group discussions
- Household diaries.

## **2. QUALITATIVE METHODS FOR COLLECTING INFORMATION INCLUDE:**

- a. Gender analysis**
- b. Stakeholder analysis**
- c. Institutional analysis**
- d. Community analysis**
- e. Historical trend analysis.<sup>6</sup>**

### **a. Gender analysis**

Gender analysis examines the different roles and responsibilities of women and men, their access and control to assets and services, and their needs, experiences and capacities.

### **Tools:**

- Focus group discussions
- Drama and role play
- Spatial maps
- Wealth ranking
- Health ranking.

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<sup>6</sup> If you want to learn more about these methods and tools:

1. See FAO’s Socio-economic and Gender Analysis Programme (SEAGA) *Intermediate level handbook*
2. *The Methods for monitoring and evaluation* (IFAD)

## **b. Stakeholder analysis**

This method identifies the key stakeholders affected by or affecting the project during the project cycle, ensuring that women and disadvantaged groups are adequately represented in decision-making, planning and monitoring.

### **Tools:**

- Venn diagrams
- Individual semi-structured interviews

## **c. Institutional analysis**

At **macro level**, institutional analysis considers the local cultural practices and customary norms, the laws and policies that impact women's and men's lives.

At **field level**, it examines the local groups, institutions and service providers including their interaction with each other, and their relationships with rural men and women. Institutional profiles assess who participates in the institutions, who benefits, what are the institution's strengths and weaknesses, opportunities and threats.

### **Tools:**

- Venn diagrams
- Individual interviews
- Focus group discussions
- Direct observations.

## **d. Community analysis**

This method analyses the community's natural resources (water, agricultural land, forest, etc.), the different socio-economic and ethnic groups, female and male organizations, key actors and leaders, power relationships, health infrastructure and services for women.

### **Tools:**

- Walking tours
- Mapping
- Transect walking
- Open-ended interviews
- Focus group discussions
- Drama and role play.

#### **e. Historical trend analysis**

Depicts the variation and tendency of priority issues (such as food production or availability, food scarcity, malnutrition, HIV/AIDS, migration, employment opportunities, women's participation and empowerment) in the past, present and future (after the intervention).

##### **Tools:**

- Historical trend diagrams
- Histograms
- Tales.

## PART VI: DEVELOPING GENDER-SENSITIVE INDICATORS FOR GENDER EQUALITY RESULTS IN CLIMATE ACTION

### 6.1 GENDER-SENSITIVE CLIMATE ACTION INDICATORS

The proposed indicators below are intended to measure a reduction of vulnerability of women, especially disadvantaged ones, to climate change impacts. The conceptual framework used in this tool kit draws on several approaches. It is based on evidence and lessons learned regarding the key areas that need to be targeted to achieve equal benefits for women, and to advance gender equality and women's empowerment.

#### 6.1.1 Conceptual Framework

Gender equality results and indicators are organized according to the four dimensions outlined below: Human Capital, Women economic empowerment, Voices and Rights and Gender Capacity Building. Each of the dimensions is closely interlinked, and the categories are not mutually exclusive. Achieving gender equality results in one dimension may have an impact on progress in others; likewise, progress in one area may be hampered if efforts in other dimensions are constrained. Results across all dimensions are needed to empower women and achieve sustainable changes in gender relations.

#### 6.1.2 Levels of Results and Indicators

Two levels of gender equality results and indicators are included in the tool kit. Both are important for assessing the effectiveness of development cooperation and progress toward gender equality.

- (i) **Country and sector level.** These outcomes and indicators may be included in regional, country, or sector strategies and performance frameworks, or in national policies. Results and indicators at this level should be aligned, wherever possible, with existing national commitments and reporting obligations of partner countries, namely Liberia, on gender equality.
- (ii) **Program and project level.** These results and indicators may be used in design, monitoring, and evaluation frameworks for programs and projects. They describe the deliverables expected from programs and projects. Most of the sample indicators measure outcomes and outputs rather than inputs or processes. However, some process indicators are also included for programs and projects, to enable measurement of results at various levels and for different types of initiatives.

Results and indicators for environmentally sustainable development and climate change intersect with those of energy; water supply and sanitation; transport; urban development; humanitarian and disaster preparedness and response; and rural development, agriculture, and food security.

## 6.2 COUNTRY AND SECTOR LEVEL OUTCOME AND INDICATORS

<b>Gender Equality Outcome: Reduced vulnerability of poor women to climate change impacts, and strengthened capacity to manage these changes</b>	
<b>Human capital</b>	<ul style="list-style-type: none"> <li>• Number of community-based adaptation activities that strengthen women's access to resources for sustainable food production, renewable energy, and clean water sources</li> <li>• Number and percentage of poor women and men with increased resilience to deal with climate changes (e.g., use of climate-resilient crops and farming techniques, improved land management, clean technologies, increased knowledge and strengthened networks on climate change issues)</li> <li>• Time saved in collecting and carrying water, fuel, and forest products due to environmentally sustainable and climate change adaptation activities</li> </ul>
<b>Economic empowerment</b>	<ul style="list-style-type: none"> <li>• Number and percentage of women and men who access employment or increase their incomes due to climate change adaptation or mitigation activities</li> </ul>
<b>Voice and Rights</b>	<ul style="list-style-type: none"> <li>• Evidence that climate change policies, strategies, and plans require the participation and involvement of poor women and men in developing and managing local adaptation and mitigation plans</li> </ul>
<b>Gender capacity building</b>	<ul style="list-style-type: none"> <li>• Evidence that climate change policies, strategies, and plans require the participation and involvement of</li> </ul>

## 6.3 PROGRAM AND PROJECT LEVEL RESULTS AND INDICATORS

### 1. Gender Equality Dimension: Human Capital

<b>SAMPLE RESULTS</b>	<b>SAMPLE INDICATORS</b>
<b>Gender Equality Dimension: Human Capital</b>	
<p>Increased fuel, water, and food security for poor women and men</p> <p>Increased capacity of poor women and men to adapt and respond to environmental changes</p>	<ul style="list-style-type: none"> <li>• Number and percentage of women using renewable, sustainable, and efficient household energy sources</li> <li>• Number and percentage of women and men trained in energy-saving and sustainable agricultural technologies (e.g., adaptations to land management practices in marginal and fragile lands, adaptations related to changed rainfall patterns)</li> <li>• Number of households with improved access to water for agricultural and household uses</li> <li>• Changes in women's workload compared with men's due to environmental changes and adaptation activities</li> <li>• Percentage of women and men involved in environmental protection or adaptation activities</li> </ul>

	<ul style="list-style-type: none"> <li>• Women's and men's views on the impact of project activities on their fuel, water, and food security and the viability of communal and other natural resources</li> </ul>
Women and men benefit equitably from project training	<ul style="list-style-type: none"> <li>• Number and percentage of women and men who receive training, by type of training (e.g., community based early warning systems and procedures)</li> <li>• Number of training sessions targeted at women and men, by content area</li> </ul>

## 2. Gender Equality Dimension: Economic Empowerment

SAMPLE RESULTS	SAMPLE INDICATORS
<b>Gender Equality Dimension: Economic Empowerment</b>	
Equal employment for women and men in forest, land use, coastal and inshore fisheries, and marine management projects	<ul style="list-style-type: none"> <li>• Number and percentage of jobs (person-days) generated for women and men in the community</li> <li>• Proportion of women employed in unskilled, technical, management, and supervisory roles, by sector</li> </ul>
Targets met for women's employment in climate change agencies and projects	<ul style="list-style-type: none"> <li>• Number and percentage of women and men employed in climate change agencies and as project and field staff</li> <li>• Evidence of the type of incentives designed to recruit women, increase their capacity, and provide career development</li> </ul>
Equal access by women to small grants for climate change projects	<ul style="list-style-type: none"> <li>• Number of awareness activities providing targeted information to women on climate change small grant opportunities</li> <li>• Number and percentage of women and men who receive finance for climate change small projects</li> <li>• Evidence that climate finance facilities include special windows for funding activities with women's groups and gender-sensitive guidelines for all funded activities, and employ women and men in fund management</li> </ul>

## 3. Gender Equality Dimension: Voice and Rights

SAMPLE RESULTS	SAMPLE INDICATORS
<b>Gender Equality Dimension: Voice and Rights</b>	
Women and men participate equitably in the development of local climate change adaptation and mitigation plans	<ul style="list-style-type: none"> <li>• Number of community-based agreements and adaptation plans that have input from both women and men</li> <li>• Number and percentage of women and men who attend community-based meetings on natural resource management (e.g., land, forests, coastal and inshore, marine, water supply)</li> <li>• Changes in adaptation or mitigation plans and initiatives due to consultation with women</li> <li>• Evidence of the number and type of activities specifically targeted at women and men who have migrated due to degradation of natural resources caused by climate change</li> </ul>



The rights of women and men displaced by climate change problems are protected	<ul style="list-style-type: none"> <li>• Evidence of the number and type of activities specifically targeted at women and men who have migrated due to degradation of natural resources caused by climate change</li> </ul>
Strengthened capacity of women's organizations to analyze climate change policy, regulatory frameworks, and programs (including their impact on women's and men's time burdens and access to natural resources)	<ul style="list-style-type: none"> <li>• Number of research activities that involve women in documenting women's and men's local knowledge of resource management and changes in resource availability and use</li> <li>• Number of women's organizations involved in the assessment and management of environmental hazards</li> <li>• Number and percentage of women and men in civil society organizations trained in gender analysis of environmental impacts and climate change adaptation and mitigation programs</li> <li>• Number of women's groups engaging in national debate and analysis of environmental impacts, and climate change policy, regulatory frameworks, and programs</li> </ul>

#### 4. Gender Equality Dimension: Gender Capacity Building

SAMPLE RESULTS	SAMPLE INDICATORS
<b>Gender Equality Dimension: Gender Capacity Building</b>	
<p>Strengthened capacity of environmental agencies and other stakeholders to ensure that women and men benefit equitably from climate change adaptation and mitigation investments</p> <p>Increased capacity to consult with women and men on climate change impacts, and respond to women's needs and priorities</p> <p>Increased understanding of the different impacts of climate change and adaptation and mitigation strategies on poor women and men</p>	<ul style="list-style-type: none"> <li>• Evidence that sex-disaggregated information on women's and men's access to and use of natural resources (land, waterways, forests, fisheries) and their links to environmental challenges is documented and applied to program planning and implementation</li> <li>• Amount of research funding dedicated to natural resource management and adaptation focused on activities undertaken by poor women, including crops farmed by women, forest products, fibers, coastal fishing, and water uses</li> <li>• Number of training sessions held with environmental agencies and other stakeholders on participatory techniques to involve women and men; and number and percentage of women and men attending</li> <li>• Evidence that contracts with implementing agencies (e.g., nongovernment organizations) require consultation with women, employment of female staff and community facilitators, and implementation of gender strategies based on gender analysis</li> <li>• Number of executing and implementing agencies that employ staff with specialist expertise on gender and climate change</li> <li>• Number of training and awareness sessions with environmental agencies and other stakeholders on gender issues in environmentally sustainable development and climate change; and number and percentage of women and men attending</li> </ul>

## PART VII: REFERENCES USED TO DESIGN THE GUIDELINES

- Gender Mainstreaming Approaches in Development Programming: Being Strategic and Achieving Results in an Evolving Development Context, Helen Derbyshire UK Gender and Development Network, 2013,
- Checklist for Gender Mainstreaming in Governance Programmes, ADB Group, 2009,
- Considering Gender in Monitoring and Evaluation of Projects, ILO, 2007,
- UNDP Learning and Information Pack, GM Project Entry points and the checklist for action plan are taken from the Status of Women Canada, Steps in Gender Planning,
- Liberia Revised National Gender Policy (2018-2022) (2017), Ministry of Gender, Children and Social Protection, Liberia,
- Liberia Environmental and Climate Change Policy Brief Final Draft, Olof Drakenberg Frida Andersson Gunilla Ölund Wingqvist, January 2014,
- Draft Guidelines to Mainstreaming Gender in the Development of National Adaptation Plans (NAPs) United Nations Framework Convention on Climate Change (UNFCCC), August 2011
- Climate Change Gender Action Plan for the Government of Liberia (ccGAP:LIBERIA), Produced through a multi-stakeholder process by the IUCN Global Gender Office on behalf of the Global Gender Climate Alliance (GGCA) for the Government of Liberia, 2012
- *Tool Kit on Gender Equality Results and Indicators* is a joint publication of the Asian Development Bank (ADB) and the Government of Australia.2013,
- Towards Gender-Responsive National Adaptation Plan (NAP) Processes: Progress and Recommendations for the Way Forward, NAP Global Network Synthesis Report, 2017-18,
- Guidelines for Integrating Gender in an M&E Framework and System Assessment,
- Gender-sensitive monitoring and evaluation for FNS, ©FAO, 2014, This course is funded by the European Union through the EU-FAO Improved Global Governance for Hunger Reduction Programme.

## CONCLUSION

This brochure which complements other tools used by other organizations involved in Climate change, has set some guidelines on gender perspectives need to be integrated into adaptation planning and monitoring in sectoral and national adaptation planning. It has shown that while the entry points for gender analysis vary, the key steps in gendermainstreaming are the same: understanding women, girls, boys and men positions, roles, responsibilities, power relations and their differentiated needs vis à vis environmental resources contributes to inclusion and efficiency in climate action. Planning and monitoring for gender-responsive adaptation processes is a continuous learning process in practice, with specific needs of affected communities and sectors to consider. The benefits of doing so are numerous for sustainable development process : when addressing climate change in vulnerable communities/sectors with gender lenses, gender inequalities are reduced, women voices are heard, human rights are protected, the lives of people living in poverty are transformed as they adapt for sustainable development for all.

## Annex 1: RESOURCES FOR FURTHER READING

- For information on the Multiple-Track Approach and in mainstreaming gender into development programs more broadly refer to UN Women, 2014, Gender Mainstreaming in Development Programs, found at <http://www.unwomen.org/-media/headquarters/attachments/sections/library/publications/2014/gendermainstreaming-issuesbrief-en%20pdf.pdf?la=en&vs=747>,
- For information on one of the most commonly recognized definitions for gender mainstreaming see the UN ECOSOC.1997. Gender Mainstreaming. <http://www.un.org/womenwatch/daw/csw/GMS.PDF>,
- Pacific Gender and Climate Change Toolkit. <https://www.pacificclimatechange.net/document/pacific-gender-climate-change-toolkit-complete-toolkit>,
- For development practitioners tool kit to ensure that gender perspectives are incorporated into development initiatives, and to monitor and evaluate gender equality results, refer to ADB-Australian Aid (2013) Tool Kit on Gender Equality Results and Indicators <https://www.adb.org/documents/tool-kit-gender-equality-results-and-indicators>,
- ADB. Gender and Development: Project Gender Action Plans. [www.adb.org/themes/gender/project-action-plans](http://www.adb.org/themes/gender/project-action-plans)  
*Examples of gender action plans for climate change adaptation and mitigation activities in sectors such as water resources, flood mitigation, energy, and drought mitigation,*
- BRIDGE. 2011. Cutting Edge Pack: Gender and Climate Change. Brighton: Institute of Development Studies. [www.bridge.ids.ac.uk/go/bridge-publications/cutting-edge-packs/gender-and-climate-change/](http://www.bridge.ids.ac.uk/go/bridge-publications/cutting-edge-packs/gender-and-climate-change/) gender-and-climate-change&langid=1  
*A comprehensive overview report on gender issues in climate change; a short briefing paper summarizing the main report; and a supporting resources collection of annotations on key texts, case studies, tool kits, training manuals, and organizations.*
- Food and Agriculture Organization of the United Nations (FAO). Climate Change: Gender Equity and Social Issues. [www.fao.org/climatechange/49379/en/](http://www.fao.org/climatechange/49379/en/)  
*Links to publications and research on gender issues in climate change adaptation and mitigation including agriculture, land tenure, biodiversity, biofuels, livestock management, and other land use practices.*
- Women's Environment and Development Organization (WEDO). Climate Change. [www.wedo.org/category/themes/sustainable-development-themes/climatechange](http://www.wedo.org/category/themes/sustainable-development-themes/climatechange)  
*Links to publications and other websites on gender issues in adaptation, climate finance, the Global Gender and Climate Change Alliance (which tracks attention to gender issues in international climate change conventions and processes), mitigation, forest governance and reducing emissions from deforestation and forest degradation (REDD+), tools for community-level action, and training resources.*
- For information on gender responsive budgeting, refer to UNFPA's Gender Responsive

Budgeting in Practice, A Training Manual, found at <http://www.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2010/grb-in-practice-training-manual-en.pdf?la=en&vs=1027>,

- For another example of mainstreaming gender into the project cycle for climate change adaptation activities, though this time in Bangladesh, see Centre for Global Change, Gender and Climate Change Adaptation, A Toolkit for Practitioners, found at [http://comm.gendercc.net/pluginfile.php/485/mod\\_resource/content/6/GenderCC\\_%20Toolkit\\_Center%20for%20Global%20Change.pdf](http://comm.gendercc.net/pluginfile.php/485/mod_resource/content/6/GenderCC_%20Toolkit_Center%20for%20Global%20Change.pdf),
- Drolet, J., Dominelli L., Alston M., Ersing R., Mathbor G. & Wu H. 2015. Women rebuilding lives post-disaster: innovative community practices for building resilience and promoting sustainable development. *Gender and development*, 23 [3],
- Gender and Climate Change Alliance (GCCA). 2016. Gender and climate change: A closer look at existing evidence. <http://bit.ly/2xAtNaV>,
- Gender Equality in National Climate Action: Planning for Gender-Responsive Nationally Determined Contributions. UNDP. <http://bit.ly/2fcK0XM> ,
- UNFCCC LDC Expert Group. 2012. The national adaptation plan process: A brief overview. <http://bit.ly/1Vnllh1>,

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### QUOTES

“Women are dominant users of natural resources (land and water) at the household level in Liberia, hence any impact of climate change is going to impact on them significantly. We must therefore ensure that climate change adaptation planning in Liberia addresses the gender imbalance between men and women, boys and girls - **Benjamin Karmorh - UNFCCC Focal Point Liberia**

“You cannot expect women to fully participate in the implementation of adaptation programs/projects if you do not incorporate their inputs at the planning stage” - **Salome Gofan - Executive Director, Rural Integration Center for Community Empowerment (RICCE)**

“We need to conduct a gender audit of our national budget in order to determine whether the current budget system adequately supports gender equality and empowerment of women” - **Salome Gofan - Executive Director, Rural Integration Center for Community Empowerment**

“For gender mainstreaming to be achieved in Liberia, the barriers to women participation in development planning should be removed and this begins with gender empowerment through education/capacity building”- **Amos Gbeyanyan Yloe - Meteorological Observer, Environmental Focal Point, Ministry of Transport**

“Women should not continue to play the blame game, they have to be self-confident and exert themselves in order to lay stake to their position at the decision-making table”- **Chantal Kingue Ekambi, UNDP Gender Consultant NAPs, Liberia.**



## Back cover picture



Courtesy UNDP 2018