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Ethiopia:
Nuances of the UNFCCC
Gender Action Plan

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COVER PHOTO: MAHEDERE YEMOANFILM/ACT. BUYING SEEDLINGS TO PLANT IN FORMERLY DEGRADED FARMLAND. AMHARA REGION, ETHIOPIA.

BACK COVER PHOTO: ALBIN HILLERT/LWF. MEMBERS OF THE TESFA ("HOPE") WOMEN'S SELF-HELP GROUP ARE ENGAGED IN TRAINING OTHER WOMEN IN AGRICULTURAL METHODS FOR A CHANGING CLIMATE.

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R E P O R T

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Acronymns

AEF	ACT Alliance Ethiopia Forum, also known as the forum
CSO	Civil Society Organisation
CDKN	Climate and Development Knowledge Network
CRGE	Climate Resilient Green Economy
FGD	Focus Group Discussion
GAP	Gender Action Plan
GGGI	Global Green Growth Institute
INDC	Intended Nationally Determined Contribution
KII	Key Informant Interview
NAP	National Adaptation Plan
NDC	Nationally Determined Contribution
NGO	Non-Governmental Organisation
PSNP	Productive Safety Net Programme
UNFCCC	United Nations Framework Convention on Climate Change

Government of Ethiopia

MoARD	Ministry of Agriculture and Rural Development
MoF	Ministry of Finance
MoT	Ministry of Transport
MoTI	Ministry of Trade and Industry
MoUD	Ministry of Urban Development
MoWCY	Ministry of Women, Children and Youth
MoWIE	Ministry of Water, Irrigation and Energy

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Please note that annexes are available on request. These are the inception report, data collection tools, list of documents and references, and the consultation workshop presentation.

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Executive Summary

The main goal of this case study, *Ethiopia: Nuances of the UNFCCC Gender Action Plan*, is to better understand how the UNFCCC Gender Action Plan (GAP) can be implemented, how it fits into broader climate policies including finance priorities, and how it can be used at the national level in Ethiopia to ensure that climate funding contributes to both climate and gender justice. The research had a particular focus on the work of the ACT Alliance Ethiopia Forum (AEF) and its members.

The study reviewed existing institutional arrangements and documents relevant to climate justice and gender justice policies, programmes, and strategies; interviewed key stakeholders to identify synergies and complementarities and how they fit into broader discussions around the UNFCCC GAP both nationally and globally; and, assessed AEF member and partner organisations' capacity to implement gender and climate justice.

The methodology included a qualitative analysis of data captured from national and international research, policies, partner organisation policies, programmes, strategies, and other documents relevant to gender and climate justice. An analysis of strengths, weaknesses, opportunities, and threats (SWOT) and a capacity assessment workshop was held with AEF members. In addition, stakeholders from government agencies and civil society were involved in this study.

Ethiopia has progressive laws, policies, programmes and strategies that integrate gender equality provisions. It also has robust climate change policy frameworks. However, there are difficulties implementing gender responsive climate change adaptation and mitigation due to limited knowledge capacity among implementers, the absence of gender budgeting, poor coordination and lack of coherence in structural functionalities. There are inadequate synergies between gender and climate change programmes despite the government's efforts to enhance interlinkages.

Despite these challenges, there is a definite will within government and among non-state actors to enhance the gender responsive climate change response. Evidence from this study illustrates how these actors try to integrate gender into climate programming, indicates the integral gaps to be filled, unpacks the UNFCCC GAP within a national context, and offers considerations for effective and meaningful integration.

This study sets the stage for a unique moment in the gender and climate discourse in Ethiopia. Its findings point practitioners such as those in the AEF, technical staff in government and policy makers to the fact that limited understanding of existing national, regional and global gender and climate strategies and how they coalesce determines the level of integration of gender into climate change policy and programming. While some AEF members have integrated gender and climate justice considerations into some of their programme planning and strategies, this needs buttressing if real transformation is to be delivered in advocacy and programme work.

AEF member organisations' understanding of gender mainstreaming in climate programmes is limited to adding a "women's component" to existing planned activities, without addressing the gender power differences in climate change adaptation and mitigation programming. Government sector offices and AEF

member organisations' understanding of the UNFCCC GAP is limited. Despite this, AEF gender and climate programmes have made notable contributions to the GAP priority area for gender responsive climate change action.

Government and AEF members have made efforts to mainstream gender in climate programming. The government has accomplished this through the Climate Resilient Green Economy (CRGE), with support from CSOs on the development of gender analysis, gender mainstreaming, and gender action plans. However, both the government and AEF members lack sector and project specific gender analysis, mainstreaming strategies and action plans that would guarantee effective nexus building. Efforts to maximise the implementation of gender action plans have been limited.

There is a clear opportunity to centralise UNFCCC GAP within gender and climate justice work in Ethiopia both among the AEF member organisations and at relevant government levels. The AEF has an opportunity to contribute to sustainable development by supporting the Ethiopian government's translation and contextualisation of the UNFCCC GAP. Both parties should work together on implementation.

It is hoped that the learning from this study will inform how gender is mainstreamed and effectively considered in climate change policy and programming work at both regional and global levels.

Please refer to the recommendations beginning on page 44 for more details.

1 BACKGROUND TO THE STUDY

1.1 Introduction

ACT Alliance aims to ensure synergy between climate and gender justice programming, considering the importance of the UNFCCC enhanced five-year Lima work programme on gender and its gender action plan (GAP). The Alliance has thus commissioned this research to better understand how the UNFCCC GAP can be put into practice and how it can fit into wider priorities on climate adaptation financing. A further goal is to flesh out how gender action planning can be used at the national level to ensure that access to climate funding contributes to both climate and gender justice.

This case study is expected to highlight whether GAP is being mainstreamed into the Nationally Determined Contribution (NDC) and AEF members, and if not, to identify the major gaps and determine how it might be implemented in Ethiopia.

This research has therefore reviewed the different climate and gender related policies, programmes, and strategies as well as captured partners' and stakeholders' thoughts on gender and climate programming and its synergy with particular focus on capacity to use the UNFCCC GAP approach.

1.2 Purpose of the research

As mentioned above, the main aim of this report is to understand how the UNFCCC GAP can be put into practice, fit into wider priorities on climate financing and how the adaptation of GAP can ensure funding for climate and gender justice.

The specific objective of this report is to answer the following questions:

1. How can AEF and its members' awareness be strengthened in relation to the UNFCCC GAP? How can AEF identify means/avenues of implementing UNFCCC GAP into wider priorities on climate finance for adaptation?
2. Mapping the existing capacity of the AEF members. Do members have resource people and resource organisations in place with expertise on gender and climate? Do they have the capacity to carry out baselines, needs, opportunity assessments, and capacity strengthening or training of trainers?
3. Do AEF member organisations have the institutional commitment and competency to execute gender and climate justice programming?
4. Is the UNFCCC Guide for Gender and Climate internalised and institutionalised by AEF members? What are the implementation strategies of partner organisations in Ethiopia? Are they familiar with the gender and climate justice policies of ACT Alliance? Do AEF members feel they can actively shape the global advocacy message on gender and climate and the strategies used to enable targeted advocacy on gender and climate change at national and global levels?

5. How can AEF maximise impact and development cooperation concerning the implementation of climate policy and gender justice at the forum level?
6. How can AEF members understand and mainstream emerging circular economy concepts and principles to design, implement and finance climate change adaptation and mitigation strategies with a gender responsive approach into their existing and potential upcoming programmes?

1.3 Scope of the research

The research covers the following areas:

1. Review existing literature on gender and climate change.
2. Review AEF member organisation policies, programmes, and strategies pertinent to climate change and gender justice programmes to identify synergy and complementarities and how they fit into wider discussions on the GAP at national and global levels.
3. Conduct a strength, weakness, threat, and opportunity (SWOT) analysis in relation to Ethiopia's present NDC and identify what is needed to fully align with the Enhanced Lima work programme on gender and its action plan.
4. Assess the gender and climate justice competency of partner organisations and organise a participatory knowledge and capacity building workshop on gender and climate justice advocacy.
5. Conduct an in-depth interview and consultative workshop with key actors in gender and climate justice programming.

1.4 Limitation of the research

The study team did not travel to the project areas to capture project beneficiaries' experiences to include in this study. This limits field research experiences and evidence from the eyes of the community in the field.

2 METHODOLOGY OF THE STUDY

2.1 Research approach and method

The processes followed are shaped by the research objectives and questions and thus guided by a consultative and transparent approach in close collaboration with AEF members, particularly the Forum's gender and climate technical working group members.

To fulfil the research objectives, the predominant process applied here was a desktop review of all relevant partners' policies, programmes, and strategies pertinent to climate and gender justice in Ethiopia. Furthermore, in-depth interviews and a consultation workshop were conducted with key informants.

2.2 Data source and collection methods

Desktop review (DR)

The literature reviews covered a wide range of documentation from government policies, partner organisations' programme documentation, strategies, proclamations, sector guidelines, directives, and research papers. These documents were consulted to map up-to-date gender responsive climate programming practices and to better understand the gender and climate justice policy landscape in Ethiopia.

Additionally, data was reviewed from ACT Alliance institutional mechanisms supporting gender responsive climate change programming efforts and addressing challenges to women's empowerment and gender equality in climate adaptation and mitigation.

Key informant interviews (KIIs)

To capture perspectives on gender mainstreaming of climate justice programming, lessons, capacity and practices, semi-structured interviews were conducted with relevant individuals from AEF member organisations, government stakeholders, and CSOs other than AEF.

Consultation workshop (CW)

A half-day consultation workshop was conducted with AEF members' gender and climate experts to undertake a SWOT analysis on partners' implementation experiences of the UNFCCC GAP and the NDC.

2.3 Sampling and sample size selection

The sample selection was based on the research questions and objectives, as well as organisations' experiences of gender and climate justice programming implementation. A purposive sampling method was used to select institutions familiar with the gender and climate justice programmes. The selected respondents were finalised after discussions with ACT Alliance and Forum members by the climate and gender technical working group.

A gender and climate expert conducted the key informant interviews and gathered information on gender and climate justice programme experiences and synergy. ACT Alliance members provided institutional policy documents and a list of projects for review to extract lessons learnt on synergy of climate and gender justice programming. Table 1 below presents the breakdown of the number of respondents.

Table 1: Sources of information – Key informant interviews and consultation workshop

KII – ACT Alliance Members	No.	Workshop Participants	No.	KII – Outside of ACT Alliance	No.
Norwegian Church Aid (NCA)	2	Norwegian Church Aid (NCA)	-	Environment, Forest and Climate Change Commission of Ethiopia (Gender and UNFCCC focal persons)	1
Dan Church Aid (DCA)	3	Dan Church Aid (DCA)	1	Ministry of Women and Children Affairs	1
Christian Aid (CA)	2	Christian Aid (CA)	-	Climate Resilient Green Economy Facility /Ministry of Finance	1
Act Church of Sweden	1	Act Church of Sweden	-	Global Green Growth Institute, Ethiopia office	1
The Lutheran World Federation Ethiopia (LWF)	2	The Lutheran World Federation Ethiopia (LWF-Ethiopia)	-	Climate & Development Knowledge Network, Ethiopia Office (CDKN)	1
Bread for the World	2	Bread for the World	1	African Circular Economy Network	-
Ethiopian Evangelical Church Mekane Yesus Development and Social Services Commission (EECMY-DASSC)	2	Ethiopian Evangelical Church Mekane Yesus Development and Social Services Commission (EECMY-DASSC)	1		
Development and Inter-Church Aid Commission (EOC-DICAC)	2	Development and Inter-Church Aid Commission (EOC-DICAC)	3		
AEF	1	AEF	1		

2.4 Data analysis

To ensure data quality and enrich the understanding of research, triangulation was conducted on all primary data and secondary data obtained from a variety of sources as discussed above. Preliminary findings were validated at each stage of the collection to eradicate errors in interpretation and ensure no evidence gaps. The analysis of quantitative data was based on the availability of primary and secondary data, its quality, and comparability. A content analysis approach was implemented to interpret qualitative data to quantify and analyse the presence, meanings and relationships of themes or concepts or ideas.

3 RESEARCH FINDINGS

This section of the research presented the findings from the qualitative and quantitative data analysis and is presented under the relevant questions raised by this research.

3.1 Overview of gender and climate policy and programme in Ethiopia

Gender provisions in Ethiopia

Ethiopia has integrated gender equality into public sector policies, strategies, and programmes. This is evident in the national Constitution, national and regional policies, programmes, and strategies for gender transformation programmes. The main gender provisions found in various national documents are:

Constitutional provisions

The Ethiopian Constitution is considered progressive and actively promotes gender equality and women's empowerment. The Third Constitution, passed in 1987, provides for equality in Article 36 by stating that men and women have equal rights and that the state strives to support women in education, training, employment and their health.

In the Fourth Constitution, adopted in 1995, Article 35 stipulates, among other points, equality between women and men by eliminating discrimination based on ancestry and ensuring equal pay for employment. It also makes provisions for protecting women and girls from violence, harmful traditional practices, and discrimination in accessing opportunities. Furthermore, Article 34 on marital, personal, and family rights, Article 42 on labour rights, and Article 89 on economic objectives also set out equal provisions for women.

The Constitution further mandates affirmative action to overcome the historical legacy of inequality and prejudice. All federal and regional laws, including the reformed Family Code (2000), Labour legislation (1993, amended 2005), Civil Servants' Proclamation (2007), and the new Criminal Code, have equality requirements. In addition, a provision on women's equal right to land is included in the Rural Land Administration and Land Use Proclamation (2005).

In 1993, Ethiopia created a National Policy on Women which highlights Ethiopian women's main economic, social, and political issues, as well as broad initiatives. Following the establishment of this policy, the Ministry of Women prepared a development and transformation package for women in 2006, and for pastoral women in 2010. The Pastoral Women's Development and Change Package focuses on the difficulties that impede the development of pastoral and agropastoral women's needs and interests, particularly their lack of involvement and leadership in economic, social, and political arenas.

Despite Ethiopia's progressive promotion of gender justice, the country still uses a Women's Policy and has not yet made the transition to a Gender Policy, as is the case with several countries. Gender policy is

one of the essential factors in making the transition that is often disregarded, and more focus is placed on women's issues because of this. Addressing women's issues in Ethiopia is considered gender. It will require strong advocacy for a transition to a gender policy.

Due to the National Policy on Women, a Women's Affairs Office was established in the Prime Minister's Office, with focal persons or Women's Affairs Desks located in relevant ministries for effective coordination of women's activities. Women's Affairs has its own ministerial portfolio, regional bureaus and zone offices. The growth in the number of local and international non-governmental organisations (NGOs) actively working within the country has also benefitted the gender agenda's advancement in Ethiopia.

Gender in sector policies, strategies, and programmes

Ethiopia's Executive Organs Proclamation (2010) mandates all sectors, ministries, government agencies, and government development companies to integrate gender concerns into their powers and responsibilities. Following the declaration, most sector offices adopted their own gender policies and mainstreaming initiatives and, as a result, key initiatives are gender sensitive or include gender components. For example, the Agricultural Growth Programme and the Productive Safety Net Programme (PSNP) are amongst the programmes that have actively implemented gender mainstreaming within their planning and implementation.

International commitments ratified

Ethiopia joined the United Nations' Convention on the Elimination of All forms of Discrimination Against Women (CEDAW) of the United Nations in 1981. This Convention established women's rights and entitlements to full participation in all social, economic, and political areas of society, alongside men. Ethiopia also ratified the International Conference on Population and Development's Programme of Action in 1994, which stressed the central role of women's interests in population issues and established the ideas of sexual and reproductive health and reproductive rights. The Ethiopian government signed the Beijing Platform for Action in 1995. This outlined gender mainstreaming in policies, initiatives, and strategies.

Despite the country's active participation at the global level in gender equality discussions and engagement and subsequent progressive national legislative provisions and programming, gender inequality persists in Ethiopia. In fact, there is gender disparity in terms of accessing and benefitting from development initiatives, with women lagging far behind in terms of benefitting from development efforts and exercising their rights.

Climate policies in Ethiopia

Ethiopia has incorporated progressive provisions for climate justice programming in its national constitution, policies, and strategies.

Constitutional provisions

In the Federal Democratic Republic of Ethiopia's Constitution, the concept of sustainable development and environmental rights are enshrined in Articles 43 and 44, which state the right of all citizens to live in a clean and healthy environment. Article 92 goes further, outlining obligations of development activities

in relation to the environment and that citizen rights be involved in the planning and implementation of environmental policies and projects. Based on the Constitution, the Ethiopian government has implemented a range of environmental protection and management legislation and proclamations. The National Regional States have developed regional policies in line with federal law.

Sector policies, strategies, and programmes

As part of a national drive, the Ethiopian government has established and implemented a variety of policies, programmes, and legislation aimed at promoting long-term development. The country has designed a wide range of environmental, water, forest, climate change, and biodiversity legislation and institutional frameworks. The most prominent are: The Ethiopian Water Resources Management Policy (1999), Forest Development, Conservation and Utilization Policy (2007), Forest Development, Conservation and Utilization Proclamation No. 542/2007, Environmental Proclamation 299/2002, Ethiopian Energy Policy (1993), the Ethiopian Environment Policy (April 1997), the Ethiopian National Policy on Disaster Prevention and Management (1997), and the Ethiopian National Policy on Biodiversity Conservation (1997).

International commitments ratified

Ethiopia is a signatory to several multilateral accords that support the country's efforts to achieve sustainable development. International conventions and protocols signed and/or ratified by Ethiopia include: The United Nations Framework Convention on Climate Change (1994), the Convention on Biological Diversity (1994), the United Nations Convention to Combat Desertification (1994), the Cartagena Protocol on Biosafety to the Convention on Biological Diversity (2000), and the Stockholm Convention on Persistent Organic Pollutants.

Following Ethiopia's Executive Organs Proclamation (2010) that obliges sector offices to integrate gender in sector policy, strategies and programmes, the sectors responsible for climate change adaptation and mitigation made efforts to integrate gender concerns in climate change actions. Ethiopia's updated NDC has integrated gender concerns into its adaptation and mitigation measures.

Awareness of gender and climate: national and global policies and programmes

AEF member organisations are aware to some extent of the key national policies, programmes, and frameworks related to gender and climate within Ethiopia. The objectives of some member organisations are somewhat aligned with the government's policies and development plan with regards to gender equality and climate justice.

The review of AEF members' strategic documents, including those of Dan Church Aid (DCA), Christian Aid (CA), Ethiopian Orthodox Church Development and Inter-Church Aid Commission (EOC-DICAC), Norwegian Church Aid (NCA), Ethiopian Evangelical Church Mekane Yesus Development and Social Services Commission (EECMY-DASSC), The Lutheran World Federation Ethiopia (LWF), and others, have gender equality and climate justice as key priority themes in their strategic plan that contribute to the national women's policy, climate policy and national adaptation plans.

However, understanding and knowledge of national policies and programmes on gender and climate amongst AEF members is not consistent. Staff who implement projects have limited awareness and

understanding of the overall policies and how they should be translated into action and aligned with programme implementation. Limited understanding of policies and programmes have limited CSO's and rights holders' capacity to hold service providers accountable for the proper implementation of the policies and programmes on gender responsive climate change.

Similarly, there is limited understanding of Ethiopia's global commitments and frameworks on climate and gender justice programming. The study found that there are gaps in the translation of gender and climate policy commitments and initiatives into action. In this regard, the frameworks and strategies have not been contextualised for ground-level execution and those at the forefront of project delivery lack the necessary tools and human knowledge to implement them.

Additionally, those AEF members interviewed strongly believe that local government stakeholders' awareness, particularly at the zonal and district levels, is limited. This poses a challenge to successfully implementing policies and activities related to climate and gender justice programmes. Key government office staff and AEF members maintain that the lack of knowledge and lack of awareness of gaps regarding climate and gender policies and programmes in implementing agencies have hampered the implementation of gender responsive climate programmes. As a key informant notes:

“...we have tried to link our gender and climate justice programmes with existing government policies and activities. However, at the grassroots level, knowledge and understanding of the national policies and strategies on gender and climate justice are severely limited amongst those working in the local government apparatus. This has challenged the effective implementation of commitments on gender and climate justice...”

—Key informant, AEF member

Similarly, even though a few members are aware of the policies and frameworks, the majority lack detailed understanding and the implementation capabilities to turn commitments into action. Thus, there is a critical need for AEF member organisations to gain a better understanding of national policies and strategies, as well as global frameworks, for gender and climate justice programmes.

ACT Alliance's technical working group on gender and climate is a promising platform to raise awareness of national and global policies, programmes, and frameworks. The research of this study strongly recommends the following approach:

1. Raise awareness on national and global frameworks for gender and climate for ACT Alliance project and programme staff as well as local government sector offices at all levels.
2. Capitalise on technical gender and climate working group skills sets to contextualise national and global policies, strategies, programmes, and actions.

Gender mainstreaming practices in climate programming

The Beijing Declaration and Platform for Action, adopted at the United Nations Fourth World Conference

on Women in 1995, addressed gender mainstreaming in development projects. The proclamation declared a promise to empower women by “...removing all the obstacles to women’s active participation in all spheres of public and private life through a full and equal share in economic, social, cultural, and political decision-making...” The Beijing Conference recommended that all signatory governments develop a national action plan with specific goals and establish governmental entities to support their gender mainstreaming objectives, such as ministries, departments, and agencies. Nations that have ratified the Beijing Platform for Action are required to provide a progress report every four years.

Ethiopia is one of the countries that has ratified the Beijing Declaration Platform for Action, as well as other women’s rights and gender equality agreements. All federal ministries, including the environment and climate ministries and their regional counterparts, have been tasked to mainstream gender in their programmes to ensure that women can benefit fairly from projects, programmes, and policies.

For effective gender mainstreaming Ethiopia’s government has taken steps to strengthen institutions and governance capacity for gender-responsive climate change programming. This includes the creation of Climate Resilient Green Economy (CRGE) units and gender directorates in various ministries. Sector ministries have made efforts at gender mainstreaming in environment and climate change programmes. This applies particularly to those in charge of Ethiopia’s Climate Resilient Green Economy (CRGE) implementing agencies, such as the Ministry of Agriculture and Rural Development (MoARD), the Ministry of Water, Irrigation and Energy (MoWIE), the Ministry of Transport (MoT), the Ministry of Trade and Industry (MoTI), and the Ministry of Urban Development (MoUD).

Government departments in charge of gender integration in climate programming have made attempts to include women in mitigation and adaptation initiatives, and these efforts include conducting gender analyses, gender mainstreaming, and a gender action plan developed by the CRGE offices. The Climate and Development Knowledge Network (CDKN) and the Global Green Growth Institute (GGGI) have been supporting the government in mainstreaming gender in climate programming, guided by the UNFCCC GAP.

Despite government efforts in gender analysis, gender mainstreaming, and instituting a gender and environment action plan to support the implementation of a gender responsive climate change programme, their efforts to maximise implementation of the gender action plan is limited. Research participants from government, AEF, and CSOs outside of the Alliance, unanimously report critical gaps in translating policy and mainstreaming commitments into practices. According to the CSO participant quoted below, mainstreaming of gender in sector-specific programmes has critical gaps:

“... sector-specific gender action plans are important to ensure that gender is mainstreamed. The CRGE coordination office for climate change mitigation and adaptation has established gender inclusion procedures and instruments. Sectors in charge of incorporating CRGE into their programmes, on the other hand, have yet to put in place mechanisms for sector-specific gender integration and implementation. This is one of the most difficult aspects of implementing gender-responsive sector programming...”

—CSO participant

Another KII participant explains government climate sector gaps in putting into practice the gender mainstreaming plan in the implementation of the gender responsive climate change programme, by saying:

“... Gender analysis, mainstreaming techniques, and a gender action plan are all in place, but real implementation is lacking due to insufficient gender budgeting, accountability, and coordinated efforts to put commitments into action.”

—Key informant

ACT Alliance Ethiopia Forum members' experience of gender mainstreaming

AEF members are aware that climate change and gender inequality are having an impact on their development and humanitarian activities. They have been implementing progressive gender mainstreaming practices to ensure that their programmes are gender-responsive, resilient, and can adapt to threats posed by natural and human induced catastrophes. As a result, most partner organisations have made gender and climate change a mainstreaming priority.

Most member organisations had experience in mainstreaming gender and climate in their development and humanitarian programmes. Consistent with this, according to the review of the partners' documentation, most member organisations have included gender and climate as cross-cutting and mainstreaming elements in their strategic plans and institutional policies. Some have even addressed gender and climate as a stand-alone project and programme. For example, partners DCA, CA, NCA, EECMY-DASSC, EOC-DICAC, and LWF have climate and gender in their strategic documents in a mainstreaming approach, as well as stand-alone programmes. This strongly confirms these partners' focus on mainstreaming gender and climate justice programmes practices.

Despite institutional-level gender mainstreaming commitments and strategies like those of sector governments, AEF members lack separate gender mainstreaming strategies, guidelines, and gender action plans specific to project contexts. This is a critical gap. Moreover, though they undertake general gender analysis, which is not a specific experience of a climate programme, the practice of climate focused gender analysis is limited and most of the Forum members have reported that it is not yet a practice. As a result, partner understanding of the gender dynamics of climate change has been restricted and this has posed challenges in integrating gender power differences in climate change programmes.

Even with no project-specific gender mainstreaming plans, a review of member organisations' projects and programmes reveals that women are targeted and have participated in various women-specific activities in climate change adaptation and mitigation programmes. However, only a few projects seek to actively address gender power disparities beyond participation. Such disparities include barriers to access, control, and decision-making over productive resources, as well as gender barriers on climate change adaptation and mitigation initiatives.

The understanding of gender mainstreaming in climate programmes of AEF organisations is limited to simply adding a “women's component” to an existing or planned activity. This alone does not bring the long-lasting and impactful changes that gender justice and climate justice seek to achieve. This situation

demonstrates an incomplete understanding of gender perspectives and mainstreaming concepts and approaches and is a critical gap for members. To achieve strong, sustainable, and thus successful gender mainstreaming in climate programmes, forum members could:

1. Conduct sector-specific gender analysis and design a mainstreaming strategy, guidelines, and action plan consistent with the UNFCCC GAP for a gender-responsive agricultural system transition and long-term land and ecosystem management.
2. Identify and contextualise existing tools for gender responsive climate-smart agriculture. AEF and ACT Alliance Secretariat could do an inventory of existing tools for gender mainstreaming in climate and agriculture and develop a common toolbox to support gender responsive climate change interventions.
3. Increase awareness on the gender dynamics of climate change adaptation and mitigation programmes and increase the ability to mainstream gender concerns.
4. Raise the awareness of AEF member and government sector office gender experts on climate change adaptation and mitigation strategies and include basic concepts on gender dynamics in the climate programme for climate and livelihood experts.
5. Develop gender policy implementation strategies, guidelines, action plans and monitoring and reporting systems for proper implementation of policy commitments on gender and climate.
6. Develop and disseminate mechanisms and tools to translate institutional policy commitments into action.

3.2 Synergy between climate and gender justice programmes in Ethiopia

Most climate initiatives as reviewed in partner programme documents comprehend the gender-differentiated effects of climate change on women. However, the role of women as change agents in scaling up climate action is frequently disregarded. This is an indication of limited efforts to address the synergy between climate and gender justice. This research has proven that there is a significant gap in the synergy between climate and gender justice programmes in Ethiopia.

The review of documents and consultations with sector offices and CSOs on possible synergies between gender equality and climate action show significant opportunities, but these areas of intervention remain unaddressed and underutilised. Working on the synergy between climate and gender justice improves capability and resources, according to the conclusions of this research, as both gender and climate concerns become a top priority for the government, as well as financing and implementing organisations. As a result, a gender-based analysis is required in climate change mitigation and adaptation policies and programmes to identify and intervene on gender-based vulnerability to address the required level of synergy.

More importantly, research findings demonstrate that at both government and forum levels, knowledge and experience on the convergence of gender and climate justice programmes and initiatives are lacking. This is an opportunity and potential area of engagement for AEF to develop learning and good practices.

Research participants are unanimous in their belief that the platform for cooperative work between gender and climate specialists is inadequate. This is a major gap for effective synergy as noted below.

“...it is not easy to establish gender and climate synergy. Because gender and climate expertise operate separately. Climate specialists know very little about gender, and gender experts know very little about climate. It will be impossible to develop a gender responsive climate change programme unless a platform for cooperative climate and gender engagement is promoted...”

—Key informant, government sector office

AEF members’ experiences on climate and gender justice programme synergy are not properly addressed, as with government practices. The examination of gender and climate partner strategies has yet to be achieved. This study found that current sector-specific engagement and practices cannot achieve the needed synergy for gender and climate justice programmes at both the forum and government levels. Research participants from government, AEF and CSOs unanimously agreed that gender and climate programmes and experts are working in isolation from each other, in most cases. Gender responsive climate action requires collaboration for strong synergy, as noted by this key informant quoted below:

“...the gender justice and climate justice programmes are running concurrently, even though their impacts are clearly intertwined. Gender and climate change are being addressed by most institutions, both as stand-alone issues and as part of a broader agenda. The synergy and interaction of climate and gender programmes, on the other hand, is a neglected subject.”

—Key informant, AEF member organisation

The purpose of both gender justice and climate justice is to tackle inequities. Addressing inequities requires a gender power analysis in addition to including women in climate projects. Inclusion of women is important but is not enough to ensure justice. In this regard, most Ethiopian climate projects primarily recognise women as a “vulnerable group,” marginalising their participation and focussing solely on their needs. Yet gender inequality itself is a root cause of women’s vulnerability. Women’s leadership and participation in reducing and responding to climate-related disaster risks is a major gap, because of weak synergy. Achieving synergy and maximizing the benefits of gender equality and climate action demands a paradigm shift that prioritises gender problems, as well as women’s voices and agency.

The research findings indicate there is strong need for a joint platform of climate and gender expertise and governance to discuss the gender and climate nexus which is crucial for a strong synergy between climate and gender justice programmes. The Community of Practice for Gender Equality and Social Inclusion on Climate Change was established at the national level and co-chaired by the MoF and EFCCC women, children, and youth directorate units, as per their mandates, with participation of gender and climate change experts from the MoF, EFCC, CRGE Sector Ministries, MoWCY, and Regional Bureaus of Women, Children, and Youth. It is an exemplary way of strengthening the synergy between gender and climate policy. The platform allows for the exchange of information on the impact of gender on climate

change programmes and policies and possible solution and intervention for gender responsive climate change programmes.

Similarly, the AEF community of practice on gender and climate, organised by the technical working group for gender and climate, is a potential platform for synergy on gender and climate justice programmes. Here they can share their knowledge and experiences, as well as combine funding efforts for gender and climate justice programmes. However, the research findings prove that the technical working group's platform is, so far, a missed opportunity to examine the gender and climate nexus. This is mainly due to two structures: the gender technical working group and the climate technical working group, which operate independently. Collaboration of the two structures on joint advocacy, funding and gender responsive climate change actions has not yet been realised.

Research findings suggest that, to achieve a strong synergy of climate and gender justice programmes, forum members will need to:

1. Revisit the structure and mandate of the gender technical working groups and climate technical working groups with a focus on their intersection and mandate for joint advocacy, funding, and actions on gender responsive climate programmes.
2. Strengthen or establish communities of practice at the local level. These could then potentially link with the national level forum members' community of practice on the gender responsive climate programme.
3. Lobby the government structure responsible for the community of practice on the gender responsive climate programme to collaborate on gender responsive climate change programmes and link with AEF communities of practice.
4. Strengthen existing platforms for communities of practice to discuss the nexus of gender and climate at different levels including at the level of governance structures.

3.3 Understanding of UNFCCC gender action plan

Research questions:

1. How can AEF and its members understand the UNFCCC Gender Action Plan, put it into practice, and fit wider priorities on climate finance for adaptation?
2. Is the UNFCCC guide for gender and climate internalised and institutionalised by AEF members?

The UNFCCC GAP established key priority areas for gender-responsive climate action. The primary priority areas outlined in the framework paper are: capacity-building, knowledge management, and communication; gender balance, participation, and women's leadership; coherence; gender-responsive implementation and means of implementation; and monitoring and reporting.

The research identified that sector ministries in charge of climate change programmes have different interpretations of the UNFCCC handbook for gender and climate, including the GAP. As a result, efforts

made to implement the GAP to facilitate climate funding for adaptation are limited. Similarly, AEF member organisations' understanding of the UNFCCC GAP is limited. Despite intervening in gender and climate justice programmes, most member organisations that participated in the research had never heard of the UNFCCC guide to gender and climate.

The findings of this study confirmed that the document has not been translated into Ethiopian languages or contextualised and implemented by member organisations. The UNFCCC guide for gender and climate justice programme is unknown to both the “gender technical working group” and “climate technical working group,” established and coordinated by AEF member organisations. This is a missed opportunity to improve knowledge, understanding, and contextualization of the UNFCCC GAP and to facilitate gender-responsive climate change programme interventions.

The findings of this research show that both government and non-governmental organisations are making limited efforts to raise awareness on the UNFCCC GAP. There are also knowledge and understanding gaps, as mentioned here by one of the study's key informants:

“...the government's implementing institutions at the district and regional levels have a poor grasp of the various dialogues, national policies, plans, and activities on gender and climate justice. Few people are aware of the UNFCCC GAP, and knowledge gained at the federal level does not trickle down to lower levels, and the gap is posing a challenge in achieving gender responsive climate change programmes...”

—Key informant, government sector office

The lack of knowledge of the UNFCCC GAP has limited AEF member contributions to the plan and efforts to make government duty bearers accountable for gender responsive climate change actions. Forum members are unsure if their policy complies with the GAP. More efforts should be made by forum member organisations to ensure the systematic integration of gender considerations into climate policy, programmes, strategies and action plans of organisations as is outlined in the UNFCCC GAP.

Although the UNFCCC GAP has not been internalised by forum members, various gender mainstreaming efforts made by forum organisations contribute to the UNFCCC GAP, according to the review of partners' gender and climate programmes and consultation with AEF members. Forum member contributions and limitations to the key priority areas of UNFCCC GAP are elaborated as follows:

The UNFCCC GAP **key priority area one** “capacity-building, knowledge management, and communication” expects parties to improve the systematic integration of gender considerations into climate policy and action. They are to apply knowledge and expertise to the actions called for under the Lima work programme on gender and its gender action plan. They are also to facilitate outreach, knowledge-sharing, and communication of activities to improve gender responsiveness.

This research found that efforts and actions of government and civil society organisations to improve gender integration in national and institutional climate change adaptation and mitigation policies, plans, programmes, and strategies contributed to the UNFCCC GAP priority area for capacity building,

knowledge management, and communication. In this regard, the CSOs make noteworthy contributions to strengthening the government's capacity to incorporate gender in the formulation, monitoring, implementation, and assessment of national climate policies and programmes. For example, GGGI and CKDA have made significant contributions to the CRGE office's gender analysis, gender mainstreaming guidelines, and gender action plan linked to UNFCCC GAP. This helps decision-makers, practitioners, and academics engaged in climate and environment to better integrate gender concerns into their work.

The analysis of AEF members' efforts to enhance capacity for formulation, implementation and monitoring and review of climate and gender policy is progressive. The review of members' institutional policy and programme documents and discussions with key informants confirmed ACT Alliance and AEF member capacity for integration of gender in climate policy and programmes is improving.

Gender technical capacity building for gender focal persons is one of the expected areas of engagement under the capacity building key priority of UNFCCC GAP. The research findings revealed efforts to establish the gender unit and focal persons at different levels. The government has established and strengthened the gender machinery from the federal to district level with gender focal persons in each sector office. This is a fertile opportunity for AEF members' collaboration on the implementation of gender responsive climate change programmes.

Throughout AEF, the assignment of focal persons for gender and climate is inconsistent. Some forum members, such as EECMY-DASSC, EOC-DICAC, and NCA, have a designated gender unit or department with expertise, as well as a gender stand-alone programme that are separate from their gender mainstreaming approach. The organisational structures and staffing lack a gender structure for some other forum members, and gender coordination is offered as an additional responsibility to individuals.

Climate focal persons are greatly lacking across forum member organisations. A few, such as Christian Aid and NCA, have climate expertise at the national office level. Most forum members, particularly the INGOs, have gender and climate experts at the headquarter level. The consultation with the AEF members' key informants indicated that the country office received technical support and advice from experts at headquarters. However, the country office lacked expertise on context specific gender and climate change adaptation and mitigation. There are local resource organisations and research institutions on gender and climate who could offer support. The research findings suggest AEF should collaborate with research institutions to develop contextualised capacity on gender and climate. The experience of EOC-DICAC collaboration with academic and research institutions is an example of such learning.

The research showed that despite capacity building efforts geared to gender and climate experts, there is still a limitation in focal persons' understanding of the gender dynamics of climate change and synergies. Key informants from government offices have reported that the government has provided training in key areas such as gender basic concepts, gender analysis, and gender mainstreaming, but that it is not consistent across sectors.

Gender competency (gender knowledge, comprehension, and skills) of gender focal persons is reported to be at a good level of understanding and skill among AEF members. Gender capacity building has been planned and executed in many ways. The gender technical working group, for example, has been providing gender training to forum members to strengthen gender knowledge and abilities in mainstreaming.

Under the direction of EOC-DICAC, AEF members' programme specialists and human resource practitioners received gender training at various times. DCA, Christian Aid, and EECMY-DASSC have given gender training to management, programme, and support workers. However, analysis of capacity building support revealed that issues that have received less attention include gender and climate programme synergy, gender analysis in the context of climate change, the evidence based differentiated impact of climate change on women and men, and gender mainstreaming in climate change programming.

Despite these capacity-building efforts, cross-learning on gender and climate is extremely restricted. This has resulted in a significant gap in understanding gender dynamics in climate programming. This is one of the major gaps in Ethiopia that has hampered UNFCCC GAP's implementation to address the confluence of climate change and gender equity. The research findings reveal little indication of concerted efforts by AEF participants to create capacity on gender and climate synergy. The gender capacity building plan by forum members has not placed a strong enough emphasis on gender and climate to have better knowledge of the gender dynamics in climate change adaptation and mitigation initiatives. Knowledge of the differing impacts of climate change on men and women, as well as the role of women as agents of change, has been very limited.

The UNFCCC GAP action plan on the use of social media, web resources and innovative communication under the priority area of capacity building is not well addressed. The research findings demonstrate inadequate effort by both the government and AEF participants in knowledge management and communication on gender and climate, a key action plan of the UNFCCC GAP priority area under gender capacity building. Potential opportunities such as web resources, social media, events, and platforms are not fully utilised to effectively interact with the public and reach women with gender and climate change messages.

Despite the platform's potential for climate and gender message delivery, research findings revealed that the efforts made by AEF members' gender and climate technical working groups are quite restricted. The technical working group should focus on developing novel communication techniques to transmit gender and climate change themes to the public.

The research suggests that to contribute to the UNFCCC GAP priority area for capacity building, knowledge management and communication, AEF members might:

1. Assign full-time gender and climate focal persons and build their capacity, particularly on the gender impact of climate change and climate focused gender analysis.
2. Support focal persons to engage in online education on climate and gender to strengthen their capacity and update their knowledge on gender and climate.
3. Support the gender and climate technical groups to develop capacity and use social media and web resources, and to create innovative communication tools to share gender responsive climate change initiatives.

According to UNFCCC GAP's **priority area two**, to achieve "gender balance, participation, and women's leadership the parties must attain and sustain full, equitable and meaningful participation of women in the

UNFCCC.” Efforts have been made by different actors including government and civil society organisations to ensure that women are targeted, reached and benefit from various programmes.

AEF members contribute to the key priority of gender balance and women’s participation. Commitments to gender equality and women and girls’ empowerment are explicitly indicated in most member organisation institutional policy documents. This is clearly reflected in the gender policy of most member organisations, including EOC-DICAC, EECMY-DASSC, DCA, and Christian Aid. Forum members have made efforts to promote fair and /or equal opportunities for women’s participation in leadership and decision making in the organisation and in their climate change adaptation and mitigation programmes. This is evident in partner programme strategy and project documents where targets for women are clearly indicated. Consultation with forum members revealed that most of the partners are progressing toward fair participation and representation of women in staffing as quoted below:

“...we took significant measures to assure women’s leadership participation. We discovered that 60 percent of our employees were women, with 45 percent holding leadership positions. Similarly, we are concerned about women’s participation in the projects and programmes that we finance, and gender compliance is one of the grant management compliance requirements...”

—Key informant, AEF

Efforts have been made to break down gender obstacles that prevent women from participating in development programmes in general, and climate change adaptation and migration programmes in particular. In this context, AEF member engagement in addressing social norms that limit women and girls’ empowerment and gender equality is commendable and can be highlighted as a contribution to the UNFCCC GAP objective of enhancing women’s participation and representation.

Forum members have made various efforts that encourage women’s participation. For example, EOC-DICAC promoted “...more women, more incentive...” to encourage project implementers to make the maximum effort in reaching women. Despite parties expressing the strong opinion that many efforts have been made towards inclusion, the participation of women in a variety of climate change adaptation and mitigation activities is insignificant. The consultation with research participants from AEF members and the review of project documents reveal that the target set for women’s participation is in most cases 30 percent and there is no strong justification supported by the gender analysis. Those few who set a 50 percent target for women’s participation have also reported an inability to reach women, as noted here:

“...women’s participation remains a challenge. We intended to reach out to 13,000 community members, 50% of whom are women. However, just 30% of women were reached. We must reconsider our approach and do a thorough examination of why women are unable to participate...”

—Key informant, AEF

Research findings reveal that forum members’ target setting and strategies for the participation of women are not informed by gender analysis. It is strongly suggested that an analysis of why women are unable to participate be undertaken to identify the root causes of these gender barriers.

The government and AEF have made modest efforts to improve the leadership, negotiation, and facilitation skills of women delegates, to increase women's participation in the UNFCCC process. However, this study found shallow representation and participation of women in particular and CSOs in general in UNFCCC negotiations. Efforts in this regard have not been satisfactory.

As mentioned by key informants from both the government and forum, fundraising activities meant to boost grassroots local women's involvement in national delegations at UNFCCC sessions is limited. A coordinated and joint effort for gender budgeting is needed. To put into practice the UNFCCC GAP priority area, research findings strongly suggest that AEF enhance women's participation and representation in the UNFCCC negotiations by developing strategies that address those gender barriers limiting women's participation. Establish or strengthen local women's rights organisations and work on their empowerment and financial support to participate in the UNFCCC sessions.

To ensure consistent implementation of gender-related mandates and activities, UNFCCC GAP **priority area three**, "coherence," requires parties to strengthen the integration of gender considerations into the work of UNFCCC constituted bodies, the secretariat, and other UN entities and stakeholders. The priority area for coherence to maintain consistency in gender responsive climate programming is therefore the coordination of gender in climate change programmes, with a particular focus on how to increase the integration of the gender perspective into the work of members of constituted bodies. In this regard, the government has established a gender director at the coordination office and other CRGE implementing sector offices, as well as a coordination structure for CRGE and NAP for climate change projects. However, as per a key informant and the report from CDNK [1], the coordination office lacks gender experts. This poses critical challenges in the efforts to consistently consider gender in climate change programmes.

The technical working group on gender and climate, based on the experience of the forum, can coordinate and implement coherent gender integration into climate change activities. However, the findings of the research reveal that the technical working group's role and engagement in coordinating gender and climate activities is not proactive in ensuring consistency. Furthermore, the working group mandates and responsibilities for the gender-responsive climate change programme, advocacy, and coordination engagements are unclear. As a result of the research findings, it is strongly recommended that:

1. The technical working groups' responsibilities and mandates be revisited in order to ensure their proactive involvement in the coordination and coherence of gender responsive climate change programmes.
2. Build the capacity of gender sections, units or departments, and experts, for vertical (with the gender department) and horizontal coordination of gender work across sectors.

Gender budgeting was given proper attention in the UNFCCC GAP under the **key priority area four**, "gender responsive implementation and means of implementation," to ensure climate policy and programmes are implemented. Implementing partners must share their experiences and support capacity building on gender budgeting, including gender responsive budgeting in national budgets; raise awareness about the financial support available for promoting gender integration in climate policy; and

make climate finance more accessible to grassroots women's organisations to ensure they can participate at various levels of climate discourses and contribute their inputs in developing, implementing, and evaluating climate policies.

In this regard, the research findings reveal that efforts of government and civil society organisations to contribute to gender-responsive climate budgeting are insufficient. In fact, the Ministry of Finance (MoF) established the gender responsive budgeting guideline, which mandates that all sector ministries develop sector budgets with gender budgeting in mind, including sector ministries responsible for climate change adaptation and mitigation.

The findings of the study show that gender-responsive climate budgeting practices are quite limited, both in government and among forum participants. Despite the nationwide scope of the study, there is no indication of attempts on the part of the sector to adopt CRGE or of forum members to produce gender responsive budgeting in the climate change programme. The discussion with government offices revealed that the gender responsive climate budget is not in practice. This has posed a critical gap for implementation of gender responsive climate change adaptation and mitigation plans.

According to key informants, the gender budgeting practices of most government offices are limited to budget allocation for women's specific needs only. Gender responsive budgeting requires budget allocation to address gender power differences and ensure that women participate in and benefit from the sector mainstream budget, in addition to the budget specifically allocated to address women's needs. The key informant quoted below addresses the limitations in gender responsive budgeting:

“...there is a gender-responsive budget paradigm. However, in practice, only the efforts of designating a separate budget for women's related activities are fulfilled, even though the gender responsive budget is beyond women's specific budget...”

—Key informant, government sector

Similarly, gender responsive budgeting methods are rare among AEF members. Despite efforts to target women-specific components and sex-disaggregated activity planning, the analysis of gender responsive budgets, specifically addressing gender power inequalities, has yet to be achieved. Both government and forum members have a low understanding and awareness of gender responsive budgeting in general and gender responsive climate budgeting. Interviews with forum members and government offices revealed strong views that there is a knowledge and skill gap in gender responsive budget planning. This necessitates capacity building interventions in gender responsive climate budget planning, as well as mechanisms and tools for planning, implementation, and monitoring of gender responsive budgeting.

Similarly, limited efforts were made in creating or facilitating access to climate finance for grassroots women's organisation engagement, in implementing climate change adaptation and mitigation activities, and to participate in the national and global climate platforms developing, implementing and updating climate policy, plans, strategies and actions. The research findings suggest that to put into practice the UNFCCC GAP priority area for gender responsive climate change programme implementation, AEF members need to:

1. Introduce and raise the awareness on gender responsive climate budget planning and implementation.
2. In the implementation of climate change adaptation and mitigation promote gender and climate responsive technology.
3. Support the communities of practice on gender responsive climate programmes, collect information and expertise on sectors gender responsive action and enhance evidence-based knowledge platform.

The UNFCCC GAP **priority area five**, “gender monitoring and reporting,” and its gender action plan, require implementing sections to strengthen tracking the implementation and reporting of gender-related regulations. Research findings reveal that government monitoring and evaluation systems for CRGE and AEF members had very little experience with gender responsive monitoring and evaluation systems. Gender sensitive indicators and sex disaggregation, which are critical for tracking progress on gender, are inconsistent. Moreover, the knowledge and skill on gender responsive monitoring and evaluation systems, which calls for capacity building for monitoring and evaluation experts on gender sensitive monitoring and evaluation planning and tracking systems, is also very narrow. The consultation with forum members revealed that most of the member organisations have not yet tracked gender progress and lack evidence-based reports on progress of gender indicators.

The research findings in this regard suggest AEF members:

1. Develop a gender sensitive monitoring and evaluation system and build capacity on integration of gender into monitoring and evaluation systems.
2. Build capacity in tracking gender progress markers.

Strengths, weaknesses, threats and opportunities to implement the UNFCCC GAP

The review of AEF members’ gender responsive climate programme patterns as a contribution to the UNFCCC GAP, as well as the consultation workshop with AEF members, revealed that there are potential opportunities to put the UNFCCC GAP into practice and fit wider priorities on climate finance for adaptation.

A SWOT analysis with AEF members focussed on potential opportunities to implement the UNFCCC GAP in the Ethiopian context and identify capacity need areas. After brief deliberation on the UNFCCC GAP, participants expressed their strong belief that what they have been practicing matches what they have learned from the UNFCCC GAP guide. Those key informants hold that appropriately mainstreaming the UNFCCC GAP in their gender analysis, mainstreaming, and gender action plan practices would better reflect their efforts and accomplishments in gender responsive climate change adaptation and mitigation programmes. This has revealed both potential and opportunity to put the UNFCCC GAP into effect in a more institutionalised and structured planning, implementation, and monitoring process.

The following are potential and fertile opportunities to put the UNFCCC GAP into practices as identified by forum members:

1. Forum members have already committed to gender and climate programming.
2. National and institutional policy commitments are in place for gender and climate justice.
3. Forum members have credible structures that reach the grassroots. As faith-based institutions, the structure allows effective community mobilisation against norms that restrict gender equality and the empowerment of women and girls.
4. Structures for communities of practice on gender and climate justice programmes exist at country and global ACT Alliance levels and there are platforms on climate and gender justice.
5. Climate financiers have greater concern for gender responsive climate programming.

There are resource partners who have expertise on gender training, gender analysis and assessments.

The research discussed how to put into practice the UNFCCC GAP and fit wider priorities on climate finance for adaptation. The consultation made with forum members revealed that by using existing opportunities AEF members can effectively implement the UNFCCC GAP by:

1. Raising awareness of the UNFCCC GAP among staff at all levels and stakeholders.
2. Contextualising the UNFCCC GAP to be more practical and sector focused. With the framework of UNFCCC GAP, develop a gender action plan for each sector and a thematic focus of climate change adaptation and mitigation programmes for each priority area of the UNFCCC GAP, and develop strategies for effective implementation.
3. Translating the context of UNFCCC GAP into local languages to guide grassroots implementers.
4. Increasing awareness regarding their entitlements from UNFCCC GAP within women's rights organisations at all levels to increase their capacity to make service providers accountable for gender responsive climate change adaptation and mitigation actions.
5. Building the capacity of the gender technical and the climate technical working groups to put the UNFCCC GAP at the centre of their communities of practice and work towards implementation and monitoring the results.

3.4 The Lima Work Programme Gender Action Plan and Ethiopia's NDC

All parties to the Paris Agreement must prepare and communicate Intended Nationally Determined Contributions (INDCs) as a means of reporting on emissions and mitigation actions on a regular basis. Gender is intended to be included in the INDCs to ensure gender-responsive climate action. Gender inequalities that may affect how women and men engage in and benefit from sectoral gender responsive climate change actions, and the monitoring and accountability of these, must therefore be portrayed in the NDC, which is intended to mainstream the UNFCCC GAP. The NDC should also address what should be done during the planning, implementation, and monitoring of climate change actions to achieve gender-equitable results that consider the needs and interests of both men and women, as well as more marginalised groups.

Ethiopia modified the NDC in 2021, creating an upgraded NDC. According to the gender review of previous NDCs, gender was not sufficiently incorporated as a cross-cutting policy goal or as a stand-alone intervention to promote gender responsive climate policies. In contrast, the enhanced NDC has progressive gender provision to ensure gender responsive climate change initiatives. This has been realised due to the enhanced NDC development process which was informed by the gender gap assessment conducted during the review of the NDC and the National Adaptation Plan (NAP) gender analysis finding. Unlike the previous NDC, the updated NDC process made efforts to consider gender mainstreaming and women's participation as a policy priority for gender responsive climate change. Accordingly, a gender responsive approach was promoted in the enhanced NDC to ensure the vulnerable groups and community be considered and to ensure equity in the shared benefit of the country's prioritised adaptive measures. Moreover, women's participation is recognised, and the indicators and targets are disaggregated by sex. Some of the key gender provisions of the NDC are highlighted in Box 1:

Box 1: Ethiopia's enhanced NDC gender provision

1. "Across all of the measures on climate change impacts and vulnerability gender equality and inclusion of vulnerable groups and communities is essential for design and implementation to move towards equitable outcomes." Ethiopian Enhanced NDC 2021, page 4.
2. "Across all the prioritised adaptation measures a gender responsive approach will be adopted and vulnerable groups and communities will be considered to ensure equity in sharing benefits that arise thereof the efforts." Ethiopian Enhanced NDC 2021, page 18.
3. "To enhance inclusiveness of the adaptation interventions, gender considerations and other cross-cutting issues have been sufficiently entertained in NDC." Ethiopian Enhanced NDC, page 19.
4. "Domestic institutional arrangements, public participation and engagement with local communities and indigenous people in a gender-responsive manner." Ethiopian Enhanced NDC 2021, page 28.

The research has confirmed that the enhanced NDCs have mainstreamed gender concerns in the national prioritised adaptation measures. Gender provision in the NDC is a fertile opportunity, since it provides a framework for gender consideration in critical parts of a country's climate change response, such as the NAP and NCRGE. The research findings indicate that the enhanced NDC gender provision is aligned with the UNFCCC GAP priority areas for "gender balance participation and women's leadership," "gender responsive implementation and means of implementation," and "coherence," while the priority areas for "capacity building, knowledge management and communication," and "monitoring and evaluation" are not fleshed out.

Regardless of the efforts made to integrate gender concerns and actions in the NDC, considering existing gender inequities, the enhanced NDC, like the previous NDCs, disregards discrete actions on gender equality. As indicated in Box 2, gender analysis of the NAP verified the existence of gender power gaps that have negatively influenced the national adaptation strategy. Gender analysis also recommends that

gender power differences be considered in climate change initiatives. Gender disparities relate to deeply ingrained social and cultural norms that are difficult to resolve through mainstreaming and, instead, require a specific intervention to confront gender power disparities so that women and girls may fully participate.

Box 2: Key findings of gender analysis conducted to integrate gender NAP

Three major concerns must be addressed when implementing the National Adaptation Plan of Ethiopia (NAP-ETH):

1. Gender differences in adaptation needs, opportunities, and capacities between men and women. They have diverse roles in their houses and communities. Men are more likely to pursue commercial agriculture and have paid work in many industries, whereas women are more likely to engage in informal labour and subsistence agriculture. As a result, there are disparities in climate change vulnerability.
2. Gender differences in participation and influence in adaptation decision-making processes. Despite the benefits of their involvement, women are less likely to be involved in decision-making processes in climate-sensitive sectors like water and agriculture. As a result, essential knowledge and viewpoints may be left out of adaptation planning and actions.
3. Gender differences in access to financial resources and other benefits resulting from adaptation investments. Despite progress, women continue to fall behind men in terms of information, education, services, and resources. This inhibits the ability of marginalised women to participate in and profit from adaptation investments.

*Federal Democratic Republic of Ethiopia Environment, Forest and Climate Change Commission
July 2019*

This research found that both the original and the improved NDCs have not been well presented to CSOs and private sector contributors. Most research participants stated that they do not understand or are ignorant of the NDC in this regard. Even though the NDC isn't well-communicated, and forum members aren't fully aware or have a limited comprehension of it, this research shows that there are opportunities for AEF to actively engage and contribute to the Ethiopian NDC. It is strongly recommended that the AEF strengthen the communities of practice at the grassroots level so they can contribute to the NDC and UNFCCC GAP, linking the grassroots communities of practice with the national level initiatives on gender responsive climate actions.

A key informant for the CSOs called this the missing link that requires intervention:

“...my recommendation for the ACT Alliance Ethiopia Forum is to fill the gap. Government support for gender-responsive climate action is already well underway at the national level. Several organisations are supporting gender responsive NDCs, NAPs, and CRGEs, among other things. Support at the regional, zonal, district, and grassroots levels, on the other hand, is a critical missing link.”

—Key informant, a CSO outside of ACT Alliance.

This study recommends that AEF members devise ways to increase the capacity of local implementers to take gender responsive action on the NAP, NDC, and CRGE. It's critical to make local implementers aware of gender mandates and the importance of gender to their sector's commitment to gender-responsive climate action. The research findings therefore suggest that AEF members:

1. Raise awareness on national priorities on gender and climate change adaptation and mitigation actions, NDC and NAP.
2. Strengthen the communities of practice at zonal, district and community level and work toward linkage with the national level efforts.
3. Collaborate with government structures at grassroots and national levels for coordinated efforts on gender responsive climate change actions.
4. Support the capacity of grassroots women's rights organisations to form a collective voice and advocate on the proper implementation of the UNFCCC GAP.

3.5 A twin-track gender transformative approach in climate programmes and their advocacy elements

Research questions:

1. What are the climate and gender implementation strategies of partner organisations in Ethiopia?
2. Are organisations familiar with the gender and climate transition policies of ACT Alliance?
3. Does AEF feel they can actively shape the global advocacy message on gender and climate?

AEF members have developed implementation plans for their climate and gender justice projects and programmes. Most of these implementation strategies have focused on climate change adaptation to limit or counteract the expected and already occurring effects of climate change. Only a few have focused on mitigation actions to reduce or eliminate greenhouse gas, and to stop or slow climate change.

The research findings reveal that all the climate justice implementation plans of AEF members focus primarily on "adaptation and resilience building." According to the informants and to a review of forum members project and programme documents, they have various projects and programmes in place to ensure community adaptation and resilience. Box 3 shows some of the completed and ongoing projects that have integrated components on climate adaptation and mitigation.

Box 3: Examples of AEF members' climate adaptation and mitigation projects

Examples of AEF members' projects contributing to climate change adaptation and mitigation

- BRACED for change: Building climate resilience and empowering women in Ethiopia.
- Strengthening Community Driven Climate Resilience Building Initiative in Mao Komo Woreda of Benishangul Gumuz Region.
- BRACED-X Climate and Meteorological Service Advancement in Ethiopia (CMESA-E) project.
- Enset from Living Larder to Wealth Creator for Resilient Highland Communities project.
- Church Forest Management (CFM).
- Women lead Sustainable Energy (WLSE).
- Strategic Climate Institutions Programme (SCIP).

Implementation strategies of AEF members are highly aligned with Ethiopia's national updated NDC, 2021. The updated NDC states the need to enhance the country's low adaptive capacity to climate change caused by external shocks and hazards and implement "adaptation and resilience" programmes. The NDC, as a policy document, is committed to mainstreaming climate change adaptation into national and sectoral plans, with a focus on implementing identified adaptation solutions across a variety of sectors. After reviewing the project and programme papers of AEF members and consulting with programme practitioners, it became evident that forum members had several case projects that correspond with and contribute to the NDC climate adaptation and mitigation commitments. The following are some of the projects that integrate gender and contribute to gender responsive climate adaptation and mitigation actions:

Case study 1: A gender responsive climate mitigation project using green technology

Because their livelihood is mostly dependent on rain-fed agriculture, those living in Ethiopia's remote areas have limited adaptive capacity to the detrimental effects of climate change. Climate change effects on the lives of hard-to-reach groups (such as the Mao Komo Woreda of Benishangul Gumuz Regional State) were becoming increasingly severe. Education for Development Association/EFDA has implemented an eight-month project with funding from the British Council-Civil Society Support Programme (CSSP), and matching funds from Christian Aid, to solve their livelihood problem and increase resilience capability to current and future dangers. A total of ETB 1,797,154.40 was spent on demonstrating green energy technology (pico hydro power) and practices, as well as helping and training target communities to gain access to the products of the project.

This project has successfully developed a pico hydro power that can generate 20KW of energy to be supplied for the off grid targeted community for rural electricity, with a target of 750 families in the remote sections of Mao Komo Woreda, or district. As a result, communities now have access to a grain mill that runs on hydro power generated in a nearby woreda hamlet. Among the project activities completed during the project time were a 5x6m small store and a two-round power grid transmission line survey.

Due consideration was given to the participation of women in the project's development process, as the impact on women and men may differ. As a result, women's voices were encouraged in order to suit their needs and interests. As a result of the installation, the local community has access to a grain mill that runs on hydro power generated close to their homes. This addresses multiple challenges faced by the local community in general, and women and girls in particular, who are tasked with the gender role of household food preparation and had to travel to another grain mill. This type of project will have a tremendous impact on girls and women who are disproportionately impacted by the shortage of milling machines, as well as community capacity building.

Source: Christian Aid, Ethiopia

Case study 2: Women and youth's participation in plastic bag recycling

Despite Ethiopia's substantial annual rise in plastic product usage, there are just a few programmes in place to manage plastic waste in Addis Ababa and other important regional cities. For the most efficient ways to reduce, reuse, and recycle wastes, NCA has devised an innovative project called "Waste for Value (W4V)."

Residents in major cities where this initiative is being implemented, such as Gambella and Shashemene, do not have access to a solid waste management system that encompasses garbage collection, transportation, and disposal.

The project has increased local ability to limit the consumption of plastic products and encourage their reuse and recycling. It has built a community system for trash reduction, reuse, and recycling. The project has a dual purpose: it creates jobs for jobless female and male youth while also lowering pollution levels. Cognizant of women's low access to productive resources and economic dependency on men, the project targets women for improved economic independence. Women's cooperatives organised and strengthened earning income from the W4V project. The project provides capacity building for women's cooperatives to enhance their management and financial capacity. The project is exemplary of women's participation in climate mitigation actions.

Source: Norwegian Church Aid, Ethiopia

Case study 3: Women's participation in Church Forests for livelihood

The Church Forest Management (CFM) project aims to improve human wellbeing and provide environmental benefits by ensuring that church forests are managed sustainably. Churches in Ethiopia have a long-standing tradition of planting and protecting tree and shrub species in and around church compounds. Church academics, monks, nuns, clerics, and people who live around the churches manage and safeguard the trees. Older church forests have a lot of floral and faunal diversity, including native and unusual species.

Church forests can serve as a genetic resource conservation site, as well as a place for the protection of other natural resources, including soil and water. The ecological and

economic benefits of the church woodland are larger. Due to agricultural growth and tree cutting for fuel, wood, charcoal, construction wood, and timber, church forests have continued to decline.

The Ethiopian Orthodox Church Development and Inter-Church Aid Commission (EOC-DICAC), with financial support from the Protestant Agency for Diakonie and Development (PADD), designed and implemented a church forest management project in recognition of the importance of preserving the church forest for a healthy ecosystem. The Church Forest Management project aims to help communities adapt to climate change by improving their resilience and livelihood diversification while also positively impacting climate mitigation by protecting and restoring the church forest.

Gender responsiveness was emphasised by the Church Forest Management project. Recognizing the importance of women in household livelihood stability, the initiative targeted women for livelihood diversification in order to reduce their reliance on the forest. Women have increased their engagement in project livelihood components and have been able to diversify their sources of income. Their engagement in the governance framework of forest management is also improving.

Source: EOC-DICAC

The review of AEF member projects revealed engagement both in climate change adaptation and mitigation, but members lack knowledge of the circular economy. The circular economy (CE) is a paradigm shift in which nothing is wasted and from which businesses, society, and the environment gain. This system renovation is necessary since the traditional linear economy paradigm, labelled “Take-Make-Waste”^[2] is extremely damaging. It extracts and uses resources before disposing of waste, resulting in the production of greenhouse gasses that contribute to climate catastrophes. The CE model is a paradigm oriented on regeneration and repair and is, therefore, critical in attaining climate mitigation goals.

While most member organisations are unfamiliar with the idea of a CE, many of their projects are examples of circular economy. Many of them, for example, are pushing Climate Smart Agriculture (CSA), which uses compost as an alternative to commercial fertiliser, a practice that turns waste into a resource and money. Similarly, many projects promote solar energy systems to people who live in off-grid settlements with a focus on energy efficiency and a renewable energy supply to reduce emissions.

Some forum members have internal climate policies at the national office level that enhance capacity for efficiency in reducing emissions.

Box 4: DCA's internal climate policy: a significant contribution to the secular economy

In keeping with its international commitments, DCA's long-term goal is to reduce and eliminate all emissions in order to keep global warming below 1.5 degrees Celsius. As a result, DCA has developed an internal climate policy that applies to DCA Headquarters (Denmark) and international (country offices across DCA's operational region.) The policy minimises emissions connected to climate change.

1. Transport: Staff in country offices adhere to DCA's travel policy. DCA adds a 20 percent estimate to the flight compensation of flights booked by HQ to compensate for flights booked from country offices.
2. Energy: Encourages the use of sustainable energy sources whenever available.
3. Food and beverages: Urge country offices to design their own food policies that are friendly to the environment.
4. Offices: Urges offices to develop a country-level plan for addressing emissions related to practices, processes, and methods.
5. Country programmes: By 2022, all projects will incorporate consideration of both adaptation and mitigation to cut emissions, according to the international strategy 2018-2022.
6. Procurement: Procurement rules consider climate and environmental impacts.

DCA's internal climate policy has made a substantial contribution to the promotion of the circular economy. However, there is scant evidence that internal climate policy pledges made at the global or corporate level are passed down to country offices. The consultation of AEF forum members reveal that national staff are not aware of global internal policies on climate justice and, therefore, implementation has gaps at national office level.

According to the findings of the research, all these techniques (forum projects on climate mitigation and internal climate policies to decrease emissions) support the circular economy. They would have greater scaling potential if the forum understood the concept and principles of the circular economy.

Gender and climate experts among AEF members are unfamiliar with ACT Alliance's gender and climate transition policy. Even though ACT Alliance's climate transition policies are public; the research indicates that forum participants are not aware of the policy. Proper communication of ACT Alliance's policy paper to AEF members is required. Not only is there a communication gap between organisations, but there is also a communication gap within the organisation.

As evidenced by a review of partner documents and consultations with forum members, the gender mainstreaming strategies of ACT Alliance and AEF place a strong emphasis on women's participation and representation in economic empowerment and livelihood diversification, while male engagement and

power differences receive less attention. There is a knowledge gap regarding gender strategies that bring changes at the individual, household, and community level; there is a knowledge gap in gender change strategies, which is a fundamental concern of a just society. A small number of member organisations, particularly those with separate gender programmes, such as NCA, DCA, Christian Aid, EOC-DASC and EECMY-DASSC, have gender transformation strategies that challenge social norms that restrict gender equality and women's empowerment. However, this research revealed no well-written and clearly defined strategies for women's empowerment and gender equality to bring changes at individual, household, community, and institution level.

Most AEF participants advocate for a two-track approach to gender and climate justice (as a mainstreaming method and as a stand-alone programme). In this regard, the reviewed material and the consultation with AEF members reveal that members had both stand-alone and mainstreaming gender and climate programmes. Participants in the research from AEF, the government, and other CSOs agreed that a twin-track model for gender and climate justice programmes has capacity and competence potential.

“...for gender and climate justice programmes, both a stand-alone and a mainstreaming strategy are crucial. Those organisations that have a stand-alone gender and climate programme have more capability and experts on the subject. There are further benefits to having both mainstreaming and stand-alone programmes in place....”

—Key informant, AEF

Although the mainstreaming approach is important for addressing gender and climate issues across programmes, research participants argued strongly that there are some specific gender and climate issues that may be difficult to address through the mainstreaming approach. They require gender-specific intervention. Gender-based violence prevention and response, as well as changing social norms restrictive of gender equality and empowerment of women's and girls, are examples of stand-alone programmes.

Members of AEF have limited capacity and involvement in gender and climate campaigning. This is primarily because Ethiopia's Civil Society Law severely restricted engagement in rights-based and advocacy activity, limiting the space for advocacy. As a result, most AEF organisations, primarily INGOs, changed their partnership strategy from focusing on local capacity building for advocacy to direct project and programme execution. The law has been updated to expand the space for CSO advocacy, but AEF members, particularly INGOs, have yet to reposition themselves to engage in advocacy activities. According to the findings of this research, members of AEF believe that INGOs should reorient themselves to focus more on partnerships and capacity building in knowledge management and advocacy work.

Despite the capacity gap in developing a global gender and climate advocacy message, AEF participants have attempted to form a gender and climate advocacy message at the local level. This has been accomplished in the case of EECMY-DASSC by designating an advocacy officer and producing newsletters and learning briefs. AEF members have also made efforts in building advocacy capacity through online access. A key informant shared that AEF online access helped improve their climate and gender capacity on climate and gender.

“...despite working on gender equality, I had no understanding about the advocacy. However, the online course ‘Women’s Rights Advocacy Training for FBOs (Faith Based Organisations)’ improved my awareness and competency in advocacy, particularly in developing advocacy agendas, which is a vital skill for people working on rights issues....”

—Key informant, AEF

Advocacy efforts are not consistent at the forum member level. AEF members, in general, lack evidence-based research and policy dialogue on gender and climate. This is critical for advocacy on gender responsive climate policy and budgeting.

Similarly, the efforts made to collaborate with existing platforms for collective voices on gender and climate advocacy are very narrow. This research found a new initiative of volunteer prosecutors advocating for proper enforcement of environmental law regarding institutions’ and companies’ harmful impact on the environment.

Most Alliance members have gender and climate advocacy plans in place at the global/headquarter level. A consultation with Alliance members revealed there is substantial capacity for creating advocacy messages on gender and climate at that level. In contrast, the research shows that there is a weak link in cascading global advocacy strategies to country offices and building capacity for planning and implementation. The interviewed research participants were unanimous in their belief that the country office should work on mechanisms and strategies to ensure that global advocacy strategies are contextualised and implemented at the country office level. This would link local advocacy efforts on gender and climate with global efforts for a greater and more powerful impact.

The consultation workshop revealed that partners lack capacity to actively shape the global advocacy message on gender and climate. Similarly, they have limitations on identifying priorities for Ethiopia’s gender and climate contexts to ensure gender responsive climate action. This strongly indicates the need for capacity building on knowledge and understanding on gendered climate. The research finding revealed more work needed on advocacy capacity building in order to develop more articulated AEF advocacy strategies. The consultation workshop with AEF members has pinpointed the need to have an advocacy and communication expert at AEF to support the forum coordinator and forum members in coordinating advocacy and joint funding efforts. The research finding suggests that for effective gender responsive climate mitigation and adaptation strategies, and strong advocacy on gender responsive climate action, AEF members need to:

1. Document good practices on gender responsive climate change adaptation and mitigation and promote the scale-up of the practices.
2. Develop or contextualise existing advocacy strategies at the headquarter level of AEF organisations for more context specific advocacy strategies and actions that work for Ethiopia.
3. Build advocacy skills of project implementers through training and access to online resources and education.

4. Strengthen the capacity and mandate of the technical working groups for gender and climate to work on advocacy, setting the advocacy agenda, articulating the policy ask, and engaging duty bearers for policy dialogue.
5. Assign experts to AEF through resource contributions from forum members to allow for more capacity on advocacy and joint funding.
6. Efficiently utilise social media, web resources and platforms for communication and sharing of messages on advocacy.
7. Map out existing platforms and structures at national and local levels for a collective voice on gender and climate justice advocacy. The new emerging initiative by public prosecutors that hold institutions accountable for gender responsive climate action is a potential opportunity for collaboration enforcing environmental laws.
8. Establish or strengthen private-public partnership and cooperation with academic and research institutions for evidence-based advocacy on gender responsive climate change actions.

3.6 Institutional commitments and competency for gender and climate justice programming

Research questions:

1. Do ACT Alliance member organisations have the institutional commitment and competency to execute gender and climate justice programming?
2. Do AEF members have any resource partners in the area of gender and climate who could carry out baseline, needs, opportunity assessments, and capacity-strengthening or training of trainers?

One of the indicators of institutional commitments for gender and climate is institutional policy, programme, and strategic documents that explicitly state leadership commitment to gender and climate justice programmes.

AEF members, including national members, have an institutional policy that specifically states leadership obligations for gender justice programming. Gender mainstreaming is regarded as a principle for gender justice programming. According to the analysis of the gender policies of AEF members, it is a fruitful opportunity for gender-responsive climate action.

The research reveals that all AEF member organisations are committed to working together to achieve gender and climate programming goals. This indicates that institutional leaders are supportive of gender equality. More effort is required to turn paper pledges into action on the ground, in order to enhance competency levels at higher levels. Communication of the policy documents to personnel and the community is essential to achieve a high level of proficiency. However, all member organisations are constrained in this regard.

Almost all AEF participants, on the other hand, lack a dedicated climate policy document tailored to their working environment and projects. They have climate working documents with various names, such as “environmental policy,” “climate implementation plan,” and “climate advocacy strategy,” which may or may not be comparable to climate policy documents elsewhere in terms of scope. Despite this, member organisations have recognised that climate change has an impact on their development and humanitarian programmes. They have demonstrated leadership commitments to climate justice by developing more climate resilient and adaptive programmes that can withstand threats posed by extreme weather events such as drought, floods, and other natural disasters.

Despite the commitments to gender equality and women’s leadership explicitly indicated in policy documents, women’s participation both at office and programme levels is not yet realised. Changes in this regard are not to the expected level. The research indicates the need for analysis of gender from the perspective of faith-based institutions and developed context-specific strategies to uplift women’s representation in leadership.

The resource map on gender and climate justice programmes, with both AEF members and non-members, reveals potential resources and expertise on gender and climate justice programmes that can undertake expertise capacity building, research, policy dialogue, and impact assessment.

The research findings indicate that resources for gender and climate are highly fragmented, however, and in most cases rely on supply; most AEF members outsource climate and gender expertise to consultancy firms and partner organisations outside of the alliance. The resources of partners within AEF are very limited; in the consultation research participants named resource partners for gender and climate:

Table 2: AEF resource partners on gender justice and climate justice

Within ACT Alliance	Areas of expertise	Outside of ACT Alliance	Area of expertise
EOC-DICAC	Climate	GGGI	Gender responsive climate
NCA	Climate and Gender	CDKN	Gender responsive climate
Christian Aid	Climate	SOS Sahel Ethiopia	Climate
LWF	Climate	WE-Action	Gender transformation
		Agricultural Research institutions	Climate Smart Agriculture
		Universities – Institute of Gender Studies	Gender transformation

Forum members have identified capacity building and strengthening, and the national need for a gender responsive climate change programme:

Table 3: Identified capacity building, strengthening and national priority areas for gender responsive climate change programming

NO.	KEY CAPACITY AREA	TARGETS
1	Capacity strengthening	
1.1	Gender basic concepts and mainstreaming	Climate and livelihood staff
1.2	Climate change adaptation and mitigation strategies and gender perspective in climate change adaptation and mitigation	Climate, livelihood and gender staff
1.3	Capacity of the technical working group for enhanced engagement on gender responsive climate change actions	Key staff, management and gender and climate experts
2	Capacity building	
2.1	Gender mandate and relevance	Leadership, stakeholders and programme staff
2.1	Advocacy skill on gender and climate justice, developing advocacy strategy, communication	Gender and climate experts
2.2	Climate change focused project specific gender analysis, gender and gender action plan development	Gender and climate experts
2.2	Gender responsive budgeting in general and gender responsive climate budgeting in particular	Key staff, management and gender and climate experts
2.3	Gender training focussing on gender and climate nexus, gender responsive climate programme, both for gender and climate expertise	Gender and climate experts
2.4	Awareness of ACT Alliance's gender and climate transition policy, national and global policy and framework on gender and climate	Key staff, management and gender and climate experts
3	National priority area for gender responsive climate change programme	
3.1	Gender responsive household resilience and livelihood diversification	
3.2	Women's economic independence	
3.3	Social norms that are restrictive of gender equality and women's empowerment.	
3.4	Male engagement for gender equitable power differences	
3.5	Platform for collective voices on advocacy on gender responsive climate change actions.	

3.7 Conditions to maximise development cooperation in climate and gender justice programming

Research question

1. How to maximise impact and development cooperation concerning the implementation of climate policy and gender justice at the forum level?

The consultation of government and AEF members indicates that a variety of strategic methods must be in place to maximise the collaboration between the implementation of climate and gender justice policy, strategies, programmes and actions in Ethiopia.

To maximise the co-benefit on gender and climate change programme, the consultation revealed that the participation of women as agents of change and implementing partner capacity building on the synergy of gender and climate justice programmes, are considered critical aspects that trigger positive impacts on gender responsive climate change action. Moreover, evidence-based advocacy and policy dialogue for proper implementation of policies and conventions of gender responsive climate change are crucial to maximise the impact on gender responsive climate change.

Research findings revealed the potential to maximise cooperation. The following are recommended to maximise development cooperation on gender responsive climate change programmes:

1. Map potential stakeholders and supports and lobby for collaboration.
2. Share knowledge internally, between climate and gender experts, and externally, across like-minded organisations
3. Design appropriate mechanisms for joint fundraising.
4. Strengthen grassroots women's rights organisations.

3.8 Funding framework for a gender-responsive climate financing

Research question:

1. How can the UNFCCC GAP be used at the national level to ensure that access to climate funding contributes both to climate and gender justice?

At the global level, the financial system explicitly involves supporting mitigation and adaptation projects. Mitigation money could come from the UNFCCC treaty or from non-conventional sources. The Global Environment Facility (GEF) trust fund, the Special Climate Change Fund (SCCF), and the Least Developed Countries (LDC) fund are among the sources covered under the agreement, while sources outside the convention include government finance and export credit agencies. Mitigation is also supported by private philanthropic sources (such as NGOs, foundations, and voluntary carbon market finance). On average, \$22-32 billion USD was expected to be invested annually from this source.

Even though both gender and climate change programmes have emerged as key activities under the UNFCCC GAP priority area, mainstreaming gender is not part of the fundraising strategies of AEF members. In fact, forum members lack fundraising skills in general, and specifically for gender and climate change programmes. Moreover, forum members have no funding strategies or designated staff responsible for climate and gender resource mobilisation.

The consultation with government and forum members revealed that integrating UNFCCC GAP in fundraising strategies has potential to ensure that access to climate funding contributes both to climate and gender justice. The research findings confirmed that most of the financing institutions have

commitments to consider gender in their funding decisions. Research participants suggest using UNFCCC GAP at the national level to ensure access to climate funding contributed for gender justice.

ACT Alliance needs to consider:

1. Raising awareness of UNFCCC GAP among individuals responsible for fundraising and climate proposal development.
2. Incorporating the UNFCCC GAP in the fundraising strategies document as key requirements to be considered during fundraising efforts and climate proposal development.
3. Collect evidence-based gender impact on climate change and clearly articulate the impact in different fundraising initiatives and climate proposal development.

Research findings have revealed that there are plenty of opportunities for the AEF to use UNFCCC GAP at the national level to ensure that access to climate funding contributes to both climate and gender justice. As identified by research participants, here are fertile opportunities to use the UNFCCC GAP for funding of gender responsive climate change action:

1. Good practices already exist in joint fund mobilization by forum technical working groups for gender intervention, but capacity for soliciting large funds for gender responsive climate needs to be strengthened. The existing good practices can be strengthened by giving due focus to the UNFCCC GAP.
2. Given that financing institutions appreciate a consortium approach, there is potential for ACT Alliance to work as a consortium for funding. AEF members can put more focus on UNFCCC GAP while presenting themselves in a consortium for funding.
3. Gender has become a major concern for most founding partners, who want it to be mainstreamed in financing compliance. As a result, clearly incorporating UNFCCC GAP into climate financing request proposals has the potential to increase climate funding, while also contributing to gender justice.
4. Raise awareness of the UNFCCC GAP among climate finance institutions and their role in maximizing the impact of climate change adaptation and mitigation activities.

Despite the potential benefits, the research reveals that the UNFCCC GAP is not being used in practice to improve climate adaptation and mitigation financing. In this regard, the findings revealed that members of the AEF do not have a clear knowledge of how the UNFCCC GAP may be implemented to ensure that climate funding is gender balanced.

The analysis of funding experiences of AEF members indicate that funding is largely from faith-based organisations. Funding is circulated within AEF both as a funder and implemented by AEF members. In this regard, the experience of forum members accessing climate financing from secular funding institutions is limited. As well, AEF members' efforts to raise funds from UNFCCC sources has not yet been realised.

Research findings reveal that the participation of AEF members in the UNFCCC negotiation is significantly low, which might limit forum opportunities to access climate financing from UNFCCC sources.

In this context, the Ethiopian government's efforts to increase CSO engagement in climate fund negotiations and fund solicitations with the government are limited. Research participants advise that the Ethiopian government investigate the experiences of other countries in collaborating on climate finance with CSOs.

AEF members lack fundraising strategy documents, and this is one of the constraints that limits the fundraising and fund diversification capacity of forum members. There are cases where AEF members compete individually rather than presenting themselves as a consortium demonstrating strong capacity and qualifying for large funding. Fundraising strategies might improve capacity for collaboration and joint action rather than create competition for funding within AEF.

Research findings indicate that limited efforts have been made at the national level by AEF members for joint resource mobilization, although there are potential opportunities. Research further reveals that ACT Alliance has a joint memorandum of understanding with potential gender funding organisations like UN-Women, and UNFPA for potential collaboration on funding. However, this has not yet been realised at the national level despite a few forum members having individual access. Strong action is needed to revitalise funding collaboration.

Most funding institutions have strong commitments to considering gender and require gender consideration for compliance, as one requirement to be integrated in the funding request. For example, the Ethiopian Climate Resilient Green Economy (CRGE) facilities declared that for any funding request, gender considerations must be fulfilled in at least 50 percent of the planning. The consultation with AEF members revealed that most funding organisations have a greater concern for integration, but the gap is in meeting the funding compliance on gender:

“...most funding organisations insist that gender equality be explicitly stated in the funding package. Gender has become a financing criterion. However, members’ capacity to clearly express the gender impact on programming and how to handle gender issues in the programme is lacking, necessitating considerable capacity building on gender integration in project cycle management...”

—Key informant, AEF

The research has explored or mapped potential climate financing entities that would help AEF members to develop a funding strategy and framework to enhance funding on gender responsive climate change actions. These are laid out in Table 4.

Table 4: Existing AEF member funding sources

No.	Existing AEF member funding sources	Constituency	Gender requirement (R) No requirement (NR)
1	UK DFID	Secular	R
2	Danish Government	Secular	R
3	Dan Church Aid	Faith Based	R
4	Christian Aid	Faith Based	R
5	EU	Secular	R
6	Iceland Church Aid	Faith Based	R
7	Act Church of Sweden	Faith Based	R
8	Finland Evangelical Lutheran Federation (FELF)	Faith Based	R
9	Bread for the World	Faith Based	R
10	USAID	Secular	R
11	German Foreign Affairs	Secular	R
12	UN-Women	Secular	R
13	UNFPA	Secular	R
14	Church Tax	Faith Based	NR
15	Individual donations	Faith Based	NR
16	NORAD	Secular	R
17	DFID	Secular	R

Table 5: Potential climate funders

#	Potential funders but untapped	Constituency	Gender requirement (R) No requirement (NR)
1	UNDP	Secular	
2	Sweden Embassy/Government	Secular	
3	World Bank	Secular	
4	Africa Development Bank	Secular	
5	United Kingdom	Secular	
6	Embassy of United Kingdom	Secular	
7	Embassy of Finland	Secular	
8	Global Environment Facility (GEF)	Secular	
9	Special Climate Change Fund (SCCF)	Secular	
10	Least Developed Countries (LDC) Fund	Secular	
11	Adaptation Fund (AF)	Secular	
12	Global Facility for Disaster Reduction and Recovery (GFDRR)	Secular	
13	Cool Earth Partnership (CEP) – Japan	Secular	
14	International Climate Protection Initiative – Germany	Secular	
15	Global Climate Change Alliance (GCCA) – European Commission	Secular	
16	UNDP-Spain MDG Achievement Fund	Secular	
17	Green Climate Fund (GCF)	Secular	
18	Global Environment Facility (GEF)	Secular	
19	Adaptation Fund	Secular	

Research findings suggest that AEF could:

1. Develop fundraising strategies and give due focus for consideration of UNFCCC GAP in the fundraising strategies.
2. Raise awareness among staff responsible for fundraising and climate proposal developers on UNFCCC GAP.
3. Enhance the participation of AEF member in UNFCCC negotiations for better access of climate finance from the UNFCCC sources.

4 CONCLUSION

Ethiopia has progressive laws, policies, programmes and strategies that integrate gender equality provisions, making this an ideal time for AEF members to implement gender responsive climate programmes. Some members have already integrated gender and climate justice considerations into some of their programmes, planning and strategies. However, both AEF members and government implementing agencies have a limited understanding and awareness of national and global policies, strategies, programmes and frameworks.

In the case of member organisations, their understanding of gender mainstreaming in climate programmes are limited to simply adding a “women’s component” to existing planned activities, without addressing the gender power differences in climate change adaptation and mitigation programming. The comprehension of the UNFCCC Gender Action Plan by government sector offices and AEF member organisations is also limited. However, despite gaps in understanding the UNFCCC GAP, partner programmes on gender and climate have made contributions to GAP priority areas for gender responsive climate change action.

There is clear evidence that efforts have been made in mainstreaming gender in climate programming both by the government and the AEF members. On the government side, this has been accomplished through CRGE and support from CSOs on the development of gender analysis, gender mainstreaming, and gender action plans. However, both the government and forum members lack sector and project specific gender analysis, mainstreaming strategies and action plans. Moreover, efforts made to maximise the implementation of the gender action plans are very limited.

There is a clear opportunity to implement UNFCCC GAP in Ethiopia both amongst the AEF member organisations as well as at the relevant government levels. In order to do so effectively, the establishment and delivery of a focussed capacity building programme to develop awareness across all sectors is critical. Additionally, there is an opportunity for the Alliance to contribute to sustainable development for the country by supporting the Ethiopian government in translating and contextualising the UNFCCC gender action plan, as well as working together to implement it.

AEF gender justice communities of practice and climate justice communities of practice are promising platforms. They can be the focal space from which to disseminate awareness raising capacity building programmes for both member organisations, as well as government institutions’ staff. If the working group leads capacity building for government agencies, this will open the doors for all member organisations to develop closer working relationships with implementing government institutions and to guide the implementation of a more complementary approach to programme delivery across relevant sectors.

Currently, the efforts of AEF members in joint advocacy and climate funding are limited. So, finally, focussed joint advocacy and climate financing is paramount for any planned activities from here on and calls for the development of advocacy and fundraising strategies.

5 RECOMMENDATIONS

1. Knowledge of national policies, strategies, programmes, and actions as well as global frameworks on gender and climate

Recommendations for Government Actors

Raise awareness of sector offices on national and international frameworks on gender and climate justice programmes.

Build implementation capacity, coordination and gender budgeting for proper implementation of gender responsive climate programme action plans.

Recommendations for ACT Alliance and CSOs

Raise awareness of national policies, strategies, programmes and plans on gender and climate programmes as well as international frameworks and agreements for project and programme staff of the Alliance's member organisations.

Strengthen AEF's Gender Justice Community of Practice and the Climate Justice Community of Practice. These communities of practice can serve as the springboard for the contextualisation of the national and global policies, strategies, programmes and action on climate and gender justice.

2. Mainstreaming of gender in climate programming

Recommendations for Government Actors

Conduct sector-specific gender analysis and design a mainstreaming strategy, guidelines, and action plan consistent with the UNFCCC GAP for a gender responsive agricultural system transition and long-term land and ecosystem management.

Develop expert capacity and mechanisms to translate policy commitments on gender and climate justice into action.

Recommendations for ACT Alliance and CSOs

Identify and contextualise existing tools for gender responsive climate smart agriculture. AEF and ACT Alliance Secretariat could do an inventory of existing tools for gender mainstreaming in climate and agriculture and develop a common toolbox to support gender responsive climate change interventions.

Increase awareness on the gender dynamics of climate change adaptation and mitigation programmes, as well as the ability to mainstream gender concerns.

Raise the awareness of AEF member's gender experts on climate change adaptation and mitigation strategies and include basic concepts on gender dynamics in the climate programme for climate and livelihood experts.

Develop gender policy implementation strategies, guidelines, action plans and monitoring and reporting systems for proper implementation of policy commitments on gender and climate.

3. Synergy between gender responsive climate change actions

Recommendation for Government Actors

Strengthen the communities of practice on gender responsive climate change adaptation and mitigation for more synergy and complementarity.

Recommendations for ACT Alliance and CSOs

Revisiting the structure and mandate of the gender technical and climate technical working groups would allow the forum to work towards the long-term sustainability of gender responsive climate programming for its members as well as the wider sectors in Ethiopia. Moreover, this learning could further inform similar programmes outside of Ethiopia.

Strengthen or establish communities of practice at the local level for potential linkages with national forum members' communities of practice on gender responsive climate programming.

Lobby government structures responsible for the community of practice on gender responsive climate programming for collaboration and linkages with activities lead by the ACT Alliance members.

Strengthen existing platforms to discuss the gender and climate nexus at different levels including governance structures.

Strengthen members' capacity for a twin-track strategy for gender and climate justice programmes to increase capacity and knowledge on gender responsive climate change actions.

4. Awareness and understanding of the UNFCCC GAP approach and how to put it into practice

Recommendation for Government Actors

Develop a UNFCCC GAP handbook that contextualises and translates the UNFCCC GAP to serve as a guide for implementing gender-responsive climate change programmes at the grassroots level.

Recommendations for ACT Alliance and CSOs

Raise awareness of the UNFCCC GAP among staff at all levels and stakeholders.

Raise awareness of UNFCCC GAP and gender responsive approaches to planning amongst members' staff at all levels and stakeholders.

Contextualise the GAP into a practical and sector approach for project implementers at different levels as well as stakeholders. Moreover, in collaboration with relevant CSOs, develop gender action plans, strategies and guides for each sector and those working in the climate change adaptation and mitigation programmes.

Translate the contextualised UNFCCC GAP into local languages and develop a handbook for proper guidance for grassroots implementers.

Create awareness of UNFCCC GAP amongst women's rights centred organisations on what it means for them to enhance their capacity to hold service providers accountable for gender responsive planning in climate change adaptation and mitigation programmes.

The UNFCCC GAP is the intersection between the gender technical working group and climate technical working groups. It builds the capacity of both working groups to put the UNFCCC GAP approach at the centre of their communities of practice and work towards the implementation and monitoring of the results.

5. Gender and the Ethiopian NDCs

Recommendations for Government Actors

Raise awareness about the national priorities on gender and climate change adaptation and mitigation actions as well as about the NDC and NAP.

Communicate the NDC and encourage the contribution of CSOs to gender responsive climate change measures.

Recommendations for ACT Alliance and CSOs

Strengthen communities of practice at zonal, district and community level and work toward linkages with the national level efforts.

Collaborate with government at the grassroots and national levels for coordinated efforts on gender responsive climate change action.

Collaborate with government at grassroots and national levels for coordinated efforts on gender responsive climate change actions.

Support the capacity of grassroots women's rights organisations to form a collective voice and advocate on the proper implementation of the UNFCCC GAP.

6. Gender responsive climate mitigation and adaptation strategies and advocacy

Recommendations for Government Actors

Engage civil society organisations, the private sector, academic institutions, research institutes, and individuals in a concerted effort to implement the UNFCCC GAP, with a focus on gender-responsive climate change adaptation and mitigation.

Encourage civil society organisations, local women's rights organisations, and youth organisations to participate in UNFCCC negotiations.

Recommendations for ACT Alliance and CSOs

Document good practices on gender responsive climate change adaptation and mitigation, disseminate widely and promote replication and scaling up of these practices.

Develop or contextualise existing advocacy strategies from the Alliance's headquarters for more context specific advocacy strategies and actions that work for the Ethiopia setting.

Build project implementers' advocacy capacity through front line training and access to online resources for ongoing learning.

Strengthen the capacity and mandate of the technical working groups for gender and climate to work on advocacy, set the advocacy agenda, articulate the policy ask and engage duty bearers for policy dialogue. Assign experts to the forum for more capacity on advocacy and joint funding. Use resource contributions from forum members.

Efficiently utilise social media, web resources and relevant platforms to communicate and share advocacy messages.

Map out existing platforms and structures both at the national and local levels to build a collective voice to advocate for gender and climate justice. The emerging initiative by public prosecutors accountable for gender responsive climate action is an opportunity for collaboration to enforce environmental pollution laws.

Establish or strengthen private public partnership and cooperation with academic and research institutions for evidence-based advocacy on gender responsive climate change action.

Use social media and web resources and create innovative tools to communicate gender responsive climate change actions and initiatives.

7. Maximise impact and development cooperation

Recommendations for Government Actors

Collaborate with CSOs, academic institutions, research institutions and the private sector to coordinate efforts on gender responsive action on climate change.

Recommendations for ACT Alliance and CSOs

Map out potential stakeholders and supporters and encourage collaboration. Collaborate with resource organisations outside of AEF and research and academic institutions for expertise and learning on gender and climate justice programme.

Actively share knowledge internally with climate and gender experts within AEF members and with like-minded organisations outside of the forum.

Design appropriate mechanisms for joint fundraising by the forum members.

Strengthen grassroots women's rights organisations to further extend the forum's impact.

8. Funding framework

Recommendation for Government Actors

The Ethiopian government should investigate the experiences of other countries in collaborating on climate finance with CSOs.

Develop a model for collaboration with Ethiopia CSOs on climate finance to ensure that CSOs have access to government climate finance.

Recommendations for ACT Alliance and CSOs

Develop fundraising strategies to accrue appropriate levels of resourcing to implement UNFCCC GAP in Ethiopia.

Raise awareness about UNFCCC GAP amongst member organisations' staff to encourage consistent and appropriate development of fundraising proposals.

Strengthen documentation of gender's impact on climate change and advocate for gender components to be included in climate finance.

Enhance the participation of AEF members in UNFCCC negotiations for better access to climate finance from UNFCCC sources.

Notes

[1] (<https://creativecommons.org/licenses/by/4.0/legalcode>), which permits unrestricted use, distribution, and reproduction, provided the original work is properly credited.

[2] "Take-Make-Waste" approach is an existing linear economy that extracts, utilises resources and discards wastes thereby producing Greenhouse Gases (GHG) that are contributing to the climate crises. Ellen MacArthur Foundation, 2019.



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