
Gender Assessment

FP121: REDD+ Results-based payments in Paraguay for the period 2015-2017

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**GREEN
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ANNEX 6

Gender Assessment and Action Plan

**DOCUMENT ASSOCIATED WITH THE PROPOSAL FOR REDD+ RESULTS-BASED
PAYMENTS IN PARAGUAY FOR THE PERIOD 2015-2017**

August 2019



1. Introduction

Understanding the specific situation of women and men is an important prerequisite for addressing gender inequality, as well as for generating appropriate and comprehensive responses. It is essential to increase the availability of gender-disaggregated data and analysis of gender-related information to guide the design of programmes. Data collection and analysis are fundamental inputs to allow us to identify where the gaps between the situation of women and men are, describe their characteristics, measure their magnitude and identify the specific needs of women and men.

In the development of the current proposal “Paraguay REDD+ RBP for results period 2015-2017”, UN Environment assessed potential roles, benefits, impacts and risks for women and men. The results of this assessment and resulting actions are summarized in the present document. The gender assessment will be further refined at the beginning of the project and throughout its implementation. Based on the assessment, the project will include actions to avoid, minimize, and/or mitigate any adverse gender impacts or risks, and at the same time implement positive actions to contribute to gender equality and empowerment of women in the forestry and land-use sector. An initial action plan setting out what is to be done and by whom, and providing indicators, targets and a budget, has been drawn up and will be updated at key points throughout the life time of the project (i.e. inception stage, annual reviews, mid-term evaluation).

Particular attention is paid to the different challenges faced by women and girls within indigenous communities and other minority groups, who often face a double discrimination, and to promoting the participation and leadership of women in all activities. There are six elements that will be considered for gender mainstreaming in the design and implementation of the activities of this proposal; these are:

- i) strengthening accountability for gender equity at different levels;
- ii) enhancing results-based management for gender equity using indicators and protocols for evaluation;
- iii) establishing oversight through monitoring, evaluation, auditing and reporting;
- iv) allocating enough human and financial resources;
- v) capacity building for gender mainstreaming; and
- vi) ensuring coherence, knowledge and information management.

The main needs and priorities of women and men that were identified through stakeholder engagement activities undertaken in the preparation of the project include those related to: access to natural resources, including for food, medicine, sustainable commercial and other livelihood-related activities; formalization of land tenure; and equal access to economic opportunities and benefit sharing.

A gender specialist will be hired for the Project Management Unit of the programme and provided with a comprehensive mandate, which will ensure gender mainstreaming throughout the design and implementation of project activities. UN Environment will undertake further gender assessments at the activity level and update and expand the action plan at the project level according to identified needs and to UN Environment and GCF guidance on gender.

2. Existing gender dynamics and inequalities in Paraguay

In Paraguay, women and men experience different socio-economic conditions. The less favourable situation of women is related to socio-cultural factors, linked to the division of labour, which affect the

possibility of access to education, training and technical advice, credit and land ownership. Lower education levels and limited access to specific training and information in turn limit prospects of economic empowerment and possibilities to generate income and make decisions about expenditures and resources. Indigenous women face even greater discrimination. Within their own communities, they have less decision-making power than men over land use and less access to land. Cultural barriers have an enormous impact and are often difficult to overcome. Customs, traditions, beliefs and stereotypes still hamper the exercise of rights that have been explicitly recognized in the legal framework of the country.

Evidence of these unequal circumstances is provided by the statistics presented below.

a. Gender Equality Index

The Gender Equality Index is a tool that measures how far or close countries are from achieving a gender-equal society, where 100 stands for the best possible situation. The Gender Equality Index measures gender inequalities in three important aspects of human development: health, empowerment and economic status.

Gender Equality Index Paraguay	69.4 (Ranking 55 out of 129 countries) (2019) ¹
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b. Education

With respect to gender gaps in education in Paraguay, the country has made progress in recent years, nevertheless there is still limited access of girls and women to higher education, especially in rural areas.

Literacy Rates	94.89% of Men and 93.18% of Women (2017) ²
Primary school attendance	95.20% of Boys and 94.37% of Girls (2017) ³

c. Labour force participation rate and unemployment rate

Women in Paraguay, particularly in rural areas, have lower economic revenues than men. Women's access to the labour force is limited and strongly determined by social and family circumstances. Due to domestic and care responsibilities, women in both rural and urban areas often have greater restrictions than men in participating in the formal labour force, and in terms of receiving regular salaries, social security, work stability and union protection. Economic growth in Paraguay has contributed little towards reducing the economic gender gap.

¹ Equal Measures 2030, Harnessing the power of data for gender equality, Introducing the EM2030 SDG Gender Index, Retrieved from: https://www.equalmeasures2030.org/wp-content/uploads/2019/07/EM2030_2019_Global_Report_English_WEB.pdf on 07/08/2019

² Dirección General De Estadística, Encuestas y Censos, Atlas de Género – Datos y Mapas Basados en estadísticas de Paraguay, Retrieved from: <https://atlasgenero.dgeec.gov.py/> on 07/08/2019

³ Dirección General De Estadística, Encuestas y Censos, Atlas de Género – Datos y Mapas Basados en estadísticas de Paraguay, Retrieved from: <https://atlasgenero.dgeec.gov.py/> on 07/08/2019

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Employment rate (+15 years)	80.12% of Men and 53.61% of Women (2017) ⁴
Rural employment rate: (+15 years)	83.66% of Men and 48.51% of Women (2017) ⁵
Unemployment rate (+15 years)	4.81% of Men and 6.00% of Women (2017) ⁶

d. Political participation rate

Women's participation in politics and decision-making processes in Paraguay have improved in recent years, but still reflect significant inequalities. There has been a slow increase in the number of women in elected positions. The Electoral Code establishes quotas for women, but these are only valid for internal selection of candidates in parties and therefore the quotas do not necessarily have an impact on general election results. In the high-level political positions, women have a low representation. This reflects the difficulties that women still have to actively participate in decision-making.

Proportion of seats held by women in national parliaments and local governments in the public sector	81.40% held by Men and 18.60% by Women (2016) ⁷
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e. Health and sexual self-determination

Maternal mortality is among the highest in the region, and Paraguay also has high rates of teenage pregnancy. The physical autonomy of women is affected by violence both inside and outside of the family, as well as by limited choice in terms of sexuality and reproduction.

Maternal mortality rate	132 / 100,000 children born alive (2015) ⁸
Infant mortality rate (less than 5 years):	19 / 1,000 children (2016) ⁹
Life expectancy	71.38 years for Men and 77.23 years for Women (2018) ¹⁰

⁴ Dirección General De Estadística, Encuestas y Censos, Atlas de Género – Datos y Mapas Basados en estadísticas de Paraguay, Retrieved from: <https://atlasgenero.dgeec.gov.py/> on 07/08/2019

⁵ Dirección General De Estadística, Encuestas y Censos, Atlas de Género – Datos y Mapas Basados en estadísticas de Paraguay, Retrieved from: <https://atlasgenero.dgeec.gov.py/> on 07/08/2019

⁶ Dirección General De Estadística, Encuestas y Censos, Atlas de Género – Datos y Mapas Basados en estadísticas de Paraguay, Retrieved from: <https://atlasgenero.dgeec.gov.py/> on 07/08/2019

⁷ Dirección General De Estadística, Encuestas y Censos, Atlas de Género – Datos y Mapas Basados en estadísticas de Paraguay, Retrieved from: <https://atlasgenero.dgeec.gov.py/> on 07/08/2019

⁸ CIA World Factbook, retrieved from: https://www.indexmundi.com/es/paraguay/tasa_de_mortalidad_materna.html on 08/08/2019

⁹ Dirección General De Estadística, Encuestas y Censos, Atlas de Género – Datos y Mapas Basados en estadísticas de Paraguay, Retrieved from: <https://atlasgenero.dgeec.gov.py/> on 07/08/2019

¹⁰ Dirección General De Estadística, Encuestas y Censos, Atlas de Género – Datos y Mapas Basados en estadísticas de Paraguay, Retrieved from: <https://atlasgenero.dgeec.gov.py/> on 07/08/2019

Teenage pregnancy	20% of the total pregnancies are teenage pregnancies (2017) ¹¹
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f. Access to land

In Paraguay, access to land is still a factor that determines the livelihoods of most of the rural population. Current land tenure is characterized by a huge concentration of land in the hands of a small group of landowners. 0.4% of the landowners manage more land than the remaining 99.6%.

Women suffer even more from land tenure inequality than men. Between 1940 and 2008, women received 13.6% of fiscal land allocated to peasant families. They have also been marginalized in access to productive inputs and land-related services.¹²

According to a UN Women publication on land and gender in Paraguay¹³, *“increased control of land by women could contribute to the survival of peasant and indigenous communities in the country, to sustainable local development, to food sovereignty, to the conservation of biodiversity and forests, while also contributing to the mitigation and adaptation of climate change. It is not only necessary to transform the current land tenure structure, but also to invest in improving the living conditions of the rural population and, above all, to accompany the distribution of land with policies taking into account the needs and differentiated impact on men and women in order to achieve real equality.”*

There is widespread consensus on the need to eliminate the gender inequality reflected in the figures above, and to empower women with access to information, training, tenure and other resources. To this end, the project aims to ensure a comprehensive approach that fully and equally incorporates women’s perspectives and contributions (see sections 4, 5 and 6 below).

2. Legal and administrative framework protecting women and promoting gender equality

a. International protocols and frameworks ratified by Paraguay

Paraguay is signatory of several international conventions that focus on gender equality and women's empowerment¹⁴:

¹¹ UNFPA, Retrieved from: <https://paraguay.unfpa.org/es/publicaciones/embarazo-adolescente-datos-de-paraguay> , on 07/08/2019
¹² UN Women, Desigualdades de género en el acceso a la tierra en Paraguay, 2017, Retrieved from: <https://www2.unwomen.org/-/media/field%20office%20americas/documentos/publicaciones/08/kuahayvyweb.pdf?la=es&vs=2633> on 07/08/2019
¹³ UN Women, Desigualdades de género en el acceso a la tierra en Paraguay, 2017, Retrieved from: <https://www2.unwomen.org/-/media/field%20office%20americas/documentos/publicaciones/08/kuahayvyweb.pdf?la=es&vs=2633> on 07/08/2019
¹⁴ See complete list under this link: <https://www.pj.gov.py/contenido/136-secretaria-de-genero/678>

- The **Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)**, adopted in 1979 by the UN General Assembly, is often described as an international bill of rights for women. Consisting of a preamble and 30 articles, it defines what constitutes discrimination against women and sets up an agenda for national action to end such discrimination.¹⁵ The convention was ratified by Paraguay in 1987.
- International Pact on **Civil and Political Rights** (reflected in Law No. 5/92), and its optional protocol (Law No. 400/94).
- International Pact on **Economic, Social and Cultural Rights** (Law No. 4/92).
- Inter-American Convention on the **Prevention, Punishment and Eradication of Violence against Women** (Belem do Pará) (Law No. 605/95).
- **International Labour Organization (ILO) Convention No. 156** concerning Equality of Opportunity and Treatment between Men and Women Workers: Workers with Family Responsibilities (Law No. 3338/07).

b. National frameworks, policies and laws

There is recognition in the policy and legal framework of Paraguay of the above-mentioned realities, and efforts have been made to promote gender equality through, for example, the following frameworks, policies and laws.

The National Constitution of 1992 guarantees equality of rights and non-discrimination, explicitly establishing equality of persons, equality of rights between women and men and the requirement of non-discrimination, providing that the State must promote the conditions and create adequate mechanisms for such equality to be real and effective, removing obstacles that impede or hinder its exercise and facilitating the participation of women in all spheres of national life.

- Art. 46: Equality of people
- Art. 47: Guarantees of equality
- Art. 48: Equal rights of men and women
- Art. 60: Protection against violence
- Art. 88: Non-discrimination
- Art. 89: Women's work

Furthermore, Paraguay created a Women's Secretariat in 1992, which became the **Women's Ministry** in 2012 (Law 4675/12 elevates the Secretariat of Women to the Ministry of Women). It also developed a **National Plan for Equal Opportunities between Women and Men for the period 2008-2017**¹⁶, in addition to a **National Gender Strategy on Climate Change**, published in 2017.

Additionally, Paraguay also relies on the following legal instruments that consider gender aspects:

- Law 5777/16 on comprehensive protection for women against all forms of violence.
- Law 5808/15 on promotion and protection of motherhood and support for breastfeeding.
- Law 5446/15 on Public Policies for Rural Women, which has as its general objective to promote and guarantee the economic, social, political and cultural rights of rural women that are fundamental for their empowerment and development.

In November 2018, the National Government, through the Ministry of Women, organized the first of a series of planned working meetings among the units in charge of gender issues across the Executive Authority,

¹⁶ http://www.mujer.gov.py/application/files/7414/4069/3900/III_Plan_Nacional_Igualdad.pdf

in which MADES participated. The meetings aim to plan and articulate joint short-, medium- and long-term actions that promote a coordinated process of vision and transformation in decision-making, through the application and institutionalization of the gender perspective in plans, programmes and/or projects throughout public management.¹⁷

3. Gender, forests and REDD+ in Paraguay

According to FAO, approximately 1.2 billion people around the world depend on agroforestry and forest resources for their livelihoods. At least 50% of these are women, which corresponds to a total of around 600 million women living in and depending on forests. However, the forest sector generally still lacks gender equality considerations, affecting women's active participation in forest governance. When looking at the management of forests, we need to be aware that men and women often have different roles and needs and a different relationship to the forest and forest-related resources. So far, those differences were often unknown or ignored by interventions related to forest management, which led either to failed initiatives or to increases in gender inequalities within the communities. The gender approach in forestry starts with a better understanding of the role women play in the management of forest resources¹⁸.

Economic, social, cultural, political and legal environments affect the right and ability of women and men to control forest resources and own land. Access to land alone does not guarantee access to forest products and opportunities to generate forest-related incomes.

In many countries, women are the primary users of certain forest resources and therefore they play an essential role in forest management, conservation and forest-based climate change mitigation and adaptation. As they heavily depend on forests and forests products, there is more at stake for women when forests are degraded or disappear.

In Paraguay, there are more challenges to address inequality gaps between men and women in relation to economic opportunities, health and education in rural areas than in urban areas.

In areas with high forest cover and high poverty rates, there tends to be a relatively high dependence of communities on forests for their livelihoods, especially in adverse economic situations. Implementation of REDD+ actions designed with the participation of local stakeholders and communities, and with a gender approach, can benefit local livelihoods by helping to clarify and strengthen land tenure rights, increasing community capacity for forest management, and by maintaining ecosystem services important for both food security and climate change adaptation.

The design and implementation of REDD+ policies and measures in Paraguay are based on a gender mainstreaming approach, in accordance with a wide range of national laws and commitments (see above), and specific objectives of different projects and programmes, including the UN-REDD Paraguay National Programme.

In the final evaluation¹⁹ of the UN-REDD National Programme in Paraguay, challenges related to gender, and vulnerabilities of women, were highlighted, including the fact that in Paraguay, 1% of the population owns 80% of the land, and women are owners of just 27% of private land (see also section 2f above). There was also an observation that climate finance, when merged with private sector investment, tends to

¹⁷ Retrieved from: <http://www.mdn.gov.py/index.php/noticias/primer-reunion-de-mecanismos-de-genero-del-poder-ejecutivo> on 08/08/2019

¹⁸ Retrieved from: <https://www.cifor.org/library/6077/> on 08/08/2019

¹⁹ Reporte de la Evaluación Final del Programa Nacional Conjunto ONU-REDD Paraguay <https://erc.undp.org/evaluation/documents/download/10901>

favour the owners of more commercially lucrative large properties, who are usually men. The important role of women in conserving biodiversity and educating children, as well as the role of women and indigenous peoples in conserving forests through Indigenous and Community Conserved Areas (ICCAs), were highlighted as elements to be recognized and promoted when designing and implementing climate policy and incentives.

a. REDD+ Gender Approach

The UN-REDD Programme's gender approach pursues three complementary objectives, as follows:

- Ensure that the principles of gender equality and the empowerment of women inform the formulation, prioritization and implementation of REDD+ policies and measures and are fully integrated into them;
- Comply with the provisions on gender equality contained in international agreements on REDD+, including safeguards; and
- Promote gender mainstreaming in planning activities, implementation, monitoring and knowledge management of REDD+ in order to apply REDD+ measures with a gender perspective and contribute to SDG 5 on gender equality.

The five pillars of the UN-REDD Programme's gender methodology are as follows (a detailed description can be found in the [Informe Metodológico de ONU-REDD sobre Género, 2017](#)):

- I. Gender-sensitive evaluations and gender-specific analyses
- II. Gender awareness and capacity-building
- III. Participation with a gender perspective
- IV. Planning and monitoring with a gender perspective
- V. Gender knowledge management

These orientations have guided much of the work on embedding gender considerations within Paraguay's activities on REDD+ in recent years and will continue to be relevant as the country begins to scale up implementation.

b. Gender considerations in the "Estrategia Nacional de Bosques para el Crecimiento Sostenible" (ENBCS)

The ENBCS has been constructed collectively, with a gender approach and the promotion of participation of key stakeholders, including women's groups and civil society. These key actors were identified and involved in the REDD+ work following the guidelines of the stakeholder identification and mapping carried out in 2015 within the framework of the UN-REDD National Programme and the "Stakeholder Participation Plan" developed for the ENBCS. The process of development, socialization and validation of the ENBCS, and the policies and measures it establishes, was carried out with representatives of the public sector, private sector, civil society, academia, indigenous peoples, small farmer (*campesino*) organizations, and financial entities, with a cross-cutting gender approach and continued engagement and participation of women's and civil society organizations. This participation of key actors has been formalized through the REDD+ Working Group, which was created and formed within the framework of the National Commission on Climate Change, with the aim of becoming a space for discussion and technical consultations on issues related to REDD+.

The ENBCS has six strategic and three cross-cutting measures, under which several actions include specific gender approaches and other actions focus on vulnerable populations in general, including women.

The ENBCS aims to reduce gender gaps specifically by:

- Ensuring the participation of women in all spheres of decision making related to forests, considering the differentiated roles related to forests and dependency over forest resources between men and women;
- And by aiming to ensure equal access to services like forest related education, credit and also to land.

Specific actions in the ENBCS which can help to address vulnerability in general include:

- Diversify income sources and sustainable production systems, including through the use of multiple benefits from forests;
- Facilitate access for local communities and women's groups to formal credit systems for the adoption of better production technologies that can contribute to emissions reductions;
- Strengthen the market for differentiated products from forests;
- Promote energy efficiency programs in local and indigenous communities, focused on the domestic use of firewood from the native forest, and highlighting the role of women;
- Develop and incentivize production processes through the implementation of agroforestry, silvopastoral, and forest management models; and
- Prioritize payment for environmental services in indigenous communities.

To achieve gender equality, the ENBCS seeks to reduce the economic gap between men and women in an integral and systematic way. The ENBCS aims to reduce gender gaps by ensuring the participation of women in all the spheres of decision making related to forests, considering the differentiated roles related to forests and dependence on forest resources between men and women; and by aiming to ensure equal access to services like forest related education, credit and also to land.

The implementation of the ENBCS will also contribute to addressing gender gaps in the environmental and rural sectors more widely, and contributes to meeting the objectives outlined in the National Gender and Climate Change Strategy (ENGCC, in Spanish). This Strategy, which was published in 2017, constitutes an efficient and effective instrument for the active incorporation of the gender perspective within climate change initiatives, so that men and women can live with dignity and use natural resources in a sustainable way. Its key pillars are:

- (1) institutional capacity building;
- (2) adequate financing;
- (3) education, communication and citizen participation;
- (4) knowledge management and technology.

The guidelines established in the ENBCS are linked to the principles established in the ENGCC.

The ENGCC recognizes existing gender gaps in the country, and links a gender approach with elements of the legal framework related to climate change, focusing on Paraguay's National Policy on Climate Change. The ENGCC constitutes a tool to incorporate the gender approach in the planning process of policies and actions to tackle climate change, by promoting equal opportunities and engagement of women and men in the achievement of sustainable development targets. The Strategy establishes a national

approach that applies also for REDD+ policies and actions. It determines crosscutting elements (rights, cultural diversity, life cycle approach, empowerment), and strategic pillars (capacity building; financing; education, communication and citizens participation; knowledge management and technology). These define the lines of action related to REDD+, such as the promotion of research projects or enhancing the knowledge and practices of indigenous peoples and small farmer's communities for the protection of forests and other natural resources.

The refinement and implementation of the project's Gender Action Plan (see section 7) will be in line with and informed by the ENGCC. The project will coordinate with other initiatives contributing to the implementation of the ENGCC, and will contribute itself to the objectives of this Strategy.

c. Gender considerations for the project "Paraguay REDD+ RBP for results period 2015-2017"

Gender sensitive and gender responsive approaches have been incorporated in the modalities of the project. Thus, gender considerations have guided the definition of activities planned for the use of proceeds, and will be key for the implementation of the activities at the community level. The activities foreseen under the project have the potential to support greater equality and empowerment of women in relation to control over and access to forests, land and natural resources, in particular within the following processes:

- Land-use planning, forest management planning and management planning for protected areas;
- Land titling;
- Support to sustainable production models, including through access to training, credit and other services;
- Payment for Environmental Services; and
- Control and enforcement of forest and environmental legislation.

At the same time, the project will ensure equal opportunities for women and men in employment created by the programme, including as part of the Programme Management Unit (see Section 4), in advisory services and consultancy, extension, and management of the Climate Change Fund

In addition, the specific circumstances, gender roles and gaps will be considered at the local level before and during the implementation of activities, particularly in indigenous peoples' communities and small farmers (*campesino*) communities and evaluated as part of the monitoring and evaluation process.

As mentioned previously, the ENBCS, which will be supported under Component 1 of the project, aims to i) ensure the participation of women in all spheres of decision making related to forests, considering the differentiated roles related to forests and dependency over forest resources between men and women; and ii) ensure equal access to services like forest related education, credit and also to land. Thus, the project will contribute to improving the participation of women and their access to services and resources.

The gender approach will also be integrated into the procedures for operation, responsibilities, accountability, structuring and the criteria for allocation of resources to the National Climate Change Fund (NCCF) (Component 2 of the project, see Annex 8 to the proposal for more detail) in several ways. The project will ensure equal opportunities for women and men in employment created by the programme, including as part of the Programme Management Unit, in advisory services and consultancy, extension, and management of the Climate Change Fund. Altogether, the project will generate equal opportunities for women and men, seeking to reduce existing gaps in the country within the scope of action of the project.

The project will design and implement several plans that are linked to the Environmental and Social Management Plan (ESMF), aimed at ensuring potential risks of the project are avoided or mitigated and benefits are supported (see the annexes of the ESMF document, which will be updated and developed at project inception). Gender considerations will inform the elaboration and implementation of these interrelated plans. It is worth noting that significant efforts will be devoted for taking into account and addressing gender gaps during the elaboration and implementation of the indigenous people's plan. Also, the process for developing and implementing the stakeholder engagement plan – guided by those carried out during the REDD+ readiness phase – provides a key opportunity for developing gender responsive approaches and apply them in stakeholder engagement activities.

The project activities will encompass exercises to generate or strengthen capacities of local stakeholders and country institutions. These will attempt, among other objectives, to raise gender awareness. To do so, specific approaches and tools will be used such as the establishment of minimal criteria or checklist for conducting gender-responsive stakeholder engagement spaces/events, workshops and trainings.

To ensure that this potential is realized, gender sensitive and gender responsive approaches have been incorporated in the modalities of the project, as described below and elaborated in more detail in the Gender Action Plan.

d. Stakeholder consultation and participation

As mentioned above, the ENBCS has been constructed collectively, with a gender approach and the promotion of participation of key stakeholders, including women's groups and civil society. These key actors were identified and involved in the REDD+ work following the guidelines of the stakeholder identification and mapping. The process of development, socialization and validation of the ENBCS, and the policies and measures it establishes, was carried out with representatives of the public sector, private sector, civil society, academia, indigenous peoples, small farmer (*campesino*) organizations, and financial entities, with a cross-cutting gender approach and continued engagement and participation of women's and civil society organizations. This participation of key actors has been formalized through the REDD+ Working Group, which was created and formed within the framework of the National Commission on Climate Change, with the aim of becoming a space for discussion and technical consultations on issues related to REDD+.

The ENBCS is the result of an extensive participatory process with key stakeholders, which started under the UN-REDD National Programme from 2011-2016, and continued under the FCPF "Forests for Sustainable Growth" programme. The Strategy was shared and validated through a process which involved 306 people, of which 43% were women and 57% were men.

This project for RBP for Paraguay took as a starting point the diverse and broad consultations conducted during the development of the ENBCS; the documentation of this stakeholder engagement process is found in the following link. In addition, women participated in the meetings that informed the design of the project and, also, civil society organizations that work in women issues were engaged during the meetings conducted to develop and review the proposal, including with representatives of indigenous groups; a special session of the REDD+ Working Group; and a meeting with members of the REDD+ Working Group and other stakeholders. Other complementary bilateral meetings were conducted with the Secretariat of Planning for Economic and Social Development (STP, the GCF Nationally Designated Authority), National Institute for Rural and Land Development (INDERT), and National Forestry Institute (INFONA).

Additional information on the consultations conducted for developing the project for the use of RBPs is provided in the updated ESMF, regarding the stakeholder consultations on the use of proceeds (see section 2.1 of the ESMF document). The specific concerns and issues raised are elaborated in the ESMF document. Gender is one of the elements considered, and included with other concerns and inputs received. The activities included in the Gender Action Plan were guided by the inputs received during the

aforementioned consultations. For example, the need to engage local stakeholders, particularly indigenous peoples, considering the diversity existing within this group and the resources and time needed was highlighted by indigenous people's representatives. This informed the gender responsive actions included, such as the different assessments and analysis proposed and the action to integrate gender considerations throughout the request, review and approval process of proposals. The bilateral meeting that took place guided the determination of gender responsive action to be implemented with partners (MADES and INFONA).

The project will work with indigenous communities and small farmer (*campesino*) communities. In addition, key groups need to be taken into account as a priority within these communities, namely elderly, women and youth. Indigenous peoples in Paraguay are very diverse, with different cultures, circumstances and needs. The detailed scope of the local stakeholders that will be engaged will be defined by and with these stakeholders at the beginning of the project, during the participatory elaboration of the stakeholder engagement plan.

The initial Gender Action Plan will be revised, refined and improved at the beginning of the project. During this phase, the collaboration arrangements for implementing the gender responsive actions will be agreed with the Women's Ministry, partner UN Agencies and other relevant civil society organizations working on women issues in the country.

4. Gender and Programme Management

The design of the project submitted to the GCF focuses on Capacities, enabling environment and monitoring systems put in place for the implementation of the ENBCS (Outcome 1), as well as Governance and operational procedures of Climate Change Fund established and finance channelled to NDCs, the ENBCS and low carbon development plans (Outcome 2). The ENBCS, which will be supported under Component 1 of the project, has benefitted from comprehensive engagement with stakeholders, allowing perspectives of women and men to be reflected in the selection of actions. Further engagement will be carried out at the stage of siting, planning and designing actions. Staff involved in these processes will be capacitated to carry out gender-differentiated analyses of stakeholder capacities and needs, to ensure that potential barriers to the engagement of women, and possible gender bias in the design of actions, which might lead to unequal distribution of benefits and burdens, are recognized early on and managed accordingly.

Gender equality will also be integrated into the procedures for operation, responsibilities, accountability, structuring and the criteria for allocation of resources to the National Climate Change Fund (NCCF) (Component 2) in several ways. The operation of the Fund as it concerns the use of result-based payments (RBPs) will be in line with the principles of transparency, gender, consensus, and mechanisms for access to resources by local stakeholders and indigenous communities. The criteria developed will also consider potential environmental and social risks. This includes the risk identified in the ESMF that the project could have inequitable negative impacts on gender equality and/or the situation of women and girls.

Proposed activities will not discriminate against women or reinforce discrimination or inequalities based on gender and will be implemented in coherence with the Paraguayan normative framework on the matter and the National Gender Strategy on Climate Change (*Estrategia Nacional de Género ante el Cambio Climático*).

Objectives related to achieving gender equity through the participation of women in all areas of forest decision-making, as well as equitable access to services, land and financial or investment credit, will be guiding principles for setting up, operating and evaluating the National Climate Change Fund. Proceeds from this proposal will be used to support making the NCCF operational. As a first measure, proceeds will

be invested to define the procedures for operation, responsibilities, accountability, structuring and the criteria for allocation of resources of the Fund, in line with the principles of transparency, integrity and gender equality. Proceeds will also support the identification and definition of the type/conditions of grant and financial products that the RBPs window of the NCCF will offer. Once the rules of operation have been established, and sufficient safeguards are in place, the AE will proceed to disburse proceeds to capitalize the NCCF.

There will be special requirements for the allocation of proceeds through the NCCF. Contributions from RBPs will be kept in a separate sub-account and will be used to support activities in line with the NDCs, the remaining components of the ENBCS not included in Output 1, and low carbon development plans. Activities/projects funded with the use of proceeds through the NCCF will be consistent with the objectives of the GCF. The proceeds will only be used to finance activities/projects with low or moderate risk, as defined by the AE protocol for risk assessment.²⁰ The use of proceeds will be in line with the ESMF, and consistent with this Gender Assessment and Action Plan. Throughout the operation of the NCCF, there will be dedicated team of local and international experts verifying that the use of proceeds is in compliance with the above stated conditions. Each project to be supported will have corresponding monitoring activities and audits.

The National Climate Change Commission (NCCC), and a REDD+ Working Group which was formed by the Commission, were designed with a gender approach and gender equality as underlying principles, will participate in the decision-making on the RBP funds that are allocated to the National Climate Change Fund, helping to ensure issues related to gender equality are mainstreamed into decision-making about the use of proceeds.

An administrative team will be available for the transparent management and implementation of the funds, which will be independent of the governments' financing sources, and will also consider gender equity at all stages of project management and implementation.

A gender specialist will be hired for the Project Management Unit, which will help to ensure gender mainstreaming throughout the implementation of project activities. Other staff of the Project Management Unit will also be capacitated on gender issues, and all recruitment for the Unit will follow strict procedures to ensure equality of opportunities. The current gender assessment will be further refined by the gender specialist according to identified needs and to UN Environment and GCF guidance on gender.

Within the context of continuous management, risks will be continually evaluated and monitored, tools for continuous monitoring will be designed and implemented integrating gender equality considerations.

As detailed in the ESMF, UN Environment will ensure that women's priorities, gender gaps and differences are integrated into programme investments, in line with its policy on gender. A gender-sensitive and gender-responsive approach will be taken throughout the project. Some criteria will apply to the design, implementation, monitoring and evaluation phases. This will be done through:

- Accountability for gender-responsive approaches among project implementers, including UN Environment's personnel, country counterparts, partners and collaborators, which support women's participation and the empowerment of women in discussions about and in the management of natural resources.
- Results-based management for gender equality by utilizing common-system indicators and measurement protocols.

²⁰ These activities would correspond to GCF risk category C (project has minimal or no adverse risks) or B (project has mild adverse risks that would likely be reversible), and would not include projects of category A (project has significant adverse risks that may be irreversible).

- Oversight through monitoring, evaluation, auditing and reporting by means of, inter alia, peer reviews, gender audits and collection of sex-disaggregated baseline and monitoring data.
- Adequate human and financial resources, including better utilization of current resources, joint programming, allocation of additional resources where required, and alignment of resources with expected outcomes and tracking the utilization of resources.
- Capacity-building by developing and/or strengthening capacity and competency in gender mainstreaming.
- Coherence, coordination and knowledge and information management, including the development of robust partnerships with women's organizations and policy modalities.

UN Environment will assess potential roles, benefits, impacts and risks for women and men at the beginning of the projects and throughout the implementation of the project, with the aim of supporting equality of opportunity and treatment of women and men. In this context, the project will include measures to avoid, minimize, and/or mitigate any adverse gender impacts or risks, and at the same time implement positive actions to contribute to gender equality and empowerment of women.

Particular attention will be paid to the different challenges faced by women and girls within indigenous communities and other groups, and to promote the participation and leadership of women in activities.

5. Project implementation considerations and next steps

Vulnerabilities of women in Paraguay relate to poverty, inequality, and poor representation in decision-making and governance, which particularly affect rural women. The roots of these vulnerabilities are multi-dimensional, and often deep-rooted, and relate to many of the factors mentioned in this analyses, including historical inequities related to ownership of land; low levels of political participation; and unequal economic opportunities, among others. While progress has been made in recent years in Paraguay on issues related to accessing labour markets, health and education, there are still important gaps, as described in this analysis.

The main needs and priorities of women and men identified through stakeholder engagement activities undertaken in the preparation of the project include those related to access to natural resources, including for food, medicine, sustainable commercial and other livelihood-related activities; formalization of land tenure; and equal access to economic opportunities and benefits sharing. These needs are relevant for both men and women, but are more significant for women, namely access to natural resources, economic opportunities and benefits. The lack of formal recognition of land tenure and protection for lands of vulnerable stakeholders, including indigenous peoples and small farmer's communities, constitutes a recurring issue and a priority concern. In addition, the statistics presented in the gender assessment show a significant gap between men and women when reviewing rates of political participation, labour force participation, and access to land.

The project seeks to address these concerns by implementing gender sensitive and gender responsive actions and by mainstreaming gender in the design, implementation and monitoring phases of the project. Further details are provided in the response to question 1. The participation of women in policy formulation, decision-making and implementation of actions has improved throughout the years. However, important gaps and needs remain. This is why the ENGCC was formulated and issued in 2017.

This project presents opportunities to address these needs and priorities through specific measures of the ENBCS, and its overarching approach which seeks to achieve gender equity through the participation of women in all areas of forest decision-making, as well as equitable access to services, land and financial or investment credit. Enabling actions to be implemented in line with the ENBCS include helping to establish a land tenure formalization mechanism. The ENBCS actions, and other activities funded through the

proposal, will contribute to improving the livelihoods of forest dependent communities; strengthening land tenure rights; and increasing the ability of forest communities to manage forests and their ecosystem services. The full implementation of the activities outlined in the ENBCS, supported by the results-based payments to be received by Paraguay, will also promote sustainable rural development and reduce poverty through the diversification of productive activities and through strengthening the role of local communities and indigenous peoples in the process.

An example, highlighted from the support provided by UN-REDD, is the incorporation of gender in community level projects, through the implementation of the pilot phase of the Community-based REDD+ (CBR+21), a partnership between UN-REDD and the GEF Small Grants Programme. CBR+ seeks to deliver grants directly to indigenous peoples and communities to empower them to fully engage in the design, implementation and monitoring of REDD+ readiness activities, and develop experiences, lessons, and recommendations at the local level that can feed into national REDD+ processes. In addition, the participation and incorporation of the gender approach in the ENBCS, and thus in the actions that encompass this strategy is a key example of what has worked.

Paraguay still needs to continue with the implementation of the ENGCC and to address the gaps reported in the gender assessment. The project will support greater equality and empowerment of women in relation to control over and access to forests, land and natural resources.

The Gender Assessment has been used to inform the development of an indicative Gender Action Plan, included in the next section. Both the Gender Assessment and the Gender Action Plan will be further refined and updated at the beginning of the project.

6. Indicative Gender Action Plan for the use of Proceeds²²

The Gender Assessment has identified important country-level gaps and needs, which have helped to inform the assessments and analyses that were included, as well as the formulation of the gender responsive actions listed below. The Gender Action Plan documents the needs related to capacity building, integrating gender considerations in the processes, promoting parity in participation, adequate monitoring and evaluations, among other needs.

More specific circumstances of local communities will also be analyzed further, at project inception, in line with the provisions and processes described in the ESMF. This process will also result in implementation and follow-up agreements to ensure effective implementation of the Gender Action Plan. MADES, STP and INFONA, and the AE will have a key role in the implementation of the Action Plan. Support will be provided and agreed with the Ministry of Women, and the institutions that participate in the REDD+ Working Group, for backstopping the implementation of actions and for monitoring and evaluation.

An indicative timeline for implementing the Gender Action Plan is as follows:

- activity related to conducting assessments and analyses (year 1 and 2 of project implementation)
- activity related to integrating gender considerations (year 1-2, and follow-up hereafter)
- training actions (year 1 or 2 according to needs, and reminder in year 3-4)
- monitoring activity (according to M&E processes, at least once a year, closer monitoring at the beginning of the project, and during the midterm evaluation)

²¹ UN-REDD document reports on this experience and good practices regarding the topic. This can be found [here](#).

²² In line with, and as a necessary and significant contribution to implementing the pillars of the National Gender Strategy on Climate Change: 1) institutional capacity-building; (2) financing; (3) education, communication, and citizen participation; (4) knowledge management and technology.

Gender Assessment and Action Plan

Document associated with the Proposal for REDD+ Results-Based Payments
in Paraguay for the Period 2015-2017

- other activity: timeline related to planning details of the implementation of activities according to the Funding proposal.

Baselines and specific targets related to the Gender Action Plan will be defined and agreed at the inception of the project, under the coordination of the project gender specialist, and via participatory consultation processes, with expert guidance.