

Annex 8.1 Gender Assessment

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1. ABOUT THE ANNEX

This annex presents the gender assessment for the Community Resilience Partnership Program (CRPP). The Gender Assessment describes the CRPPs guiding principles and approach for responding to the specific needs of women through its investments in climate change adaptation before presenting an overview of the gender context in CRPP countries. This provides backdrop for a description of critical gender issues related to the types of investments that are likely to be supported by the CRPP, and how such investments can address specific issues that contribute to women's vulnerability and help to build their resilience to climate change. These sections provide the basis for the Gender Action Plan, which identifies specific actions, design features, and monitoring indicators and targets that will be implemented through the CRPP as part of its supported investments.

The CRPP program level gender assessment presented in this annex has been informed by extensive desk-based research carried out as part of the CRPP scoping studies, as well as consultations with governments and communities and expert insights from ADB and CRPP implementation partners such as the Huairou Commission, a women-led social movement of grassroots groups from poor urban, rural and indigenous communities in 45+ countries. As the CRPP is a large program that will consist of a number of sub-projects that are still at concept stage, the aim of the assessment presented in this annex is to provide an overview of key issues related to the sectors and areas of activity of the CRPP. This will serve as a foundation for developing more detailed and project specific gender assessments as part of the sub-project design and preparation.

2. INTRODUCTION

Women have a critical role to play in advancing investment in building resilience to climate change, especially at the local level, and must be recognized as vital drivers of resilient development. However, social and political inequalities, as well as patriarchal power structures, remain deeply entrenched, often limiting women's leadership and participation in decision-making, and contributing to disproportionate levels of vulnerability and low adaptive capacity compared to men.

This is particularly the case in poor communities in low income countries as multidimensional poverty significantly limits women's ability to confront climate change. In Asia, women account for 80% of all people living on less than \$2 per day¹, and their economic activities are often highly concentrated in sectors that are dependent on natural resources such as agriculture. For example, women represent 73% of the agricultural labor force in Pakistan, and 70% in Papua New Guinea and the Lao People's Democratic Republic². Women also tend to be overly burdened with household work and caring for children, the sick, and the elderly; women do not always have the same rights as men to land; women often have less access to financial services, technology, information, and early warning systems;^a and women, particularly rural women, are often held back from fully participating in their community and in formal decision-making processes. All of these factors contribute to increased vulnerability and lower adaptive capacity, and are closely related to socially created gender functions, systemic discriminations, and the power imbalances between women and men.

^a For further details on the specific vulnerability context of women, see Habtezion (2016); Miles and Wiedmaier-Pfister (2018); and Neumayer and Plümper (2007).

While it is crucial to recognize and address women’s vulnerabilities to climate change and understand the structural causes for them, it is fundamental to refrain from categorizing women as innately weak, passive receivers of protection and support. In the past, this approach has prevented women from being recognized as active agents in resilience-building programs. The adoption of programs designed on the assumption that women are powerless further exposes them to climate change shocks and disasters, as well as hinders the realization of women’s rights to full and equal participation and decision-making³. Women’s unique knowledge, skills, and perspectives, mean that they can contribute positively to the identification of appropriate adaptation measures and ensure that they are implemented effectively and efficiently. Women can also play a leadership role in accessing public and private resources for adaptation, which in turn can give them recognition within the community and promote their position in the family and wider society, creating a positive feedback loop for women’s empowerment. There are increasing examples of grassroots women organizations closely collaborating with local governments to make use of their knowledge and capacity to assess, prioritize, negotiate, and influence resource allocation for resilience investments targeted at vulnerable communities⁴.

3. ADB’s GENDER POLICY FRAMEWORK

Accelerating progress in gender equality in Asia and the Pacific is one of the seven operational priorities in ADB’s Strategy 2030. ADB recognizes that gender equality is critical in its own right as well as for helping realize socio-economic development. Strategy 2030 holds that, to achieve a prosperous, inclusive, resilient, and sustainable region, it is imperative that ADB contributes to the efforts of accelerating gender equality outcomes in the region in five areas: economic empowerment, human development, decision-making and leadership, time poverty reduction, and resilience to external shocks. As such, the CRPP contributes towards the gender operational priorities of ADB’s Strategy 2030, and achieving the following target - “by 2030, at least 75% of the number of ADB’s committed operations (on a 3-year rolling average, including both sovereign and non-sovereign operations) will promote gender equality.”.

ADB has established an institutional framework on gender and development—consisting of its Gender and Development Policy and Gender Operational Plan (OP2). The Gender Operational Plan, 2013–2020 is the latest action plan to operationalize the GAD policy. The plan adopts a twin approach of gender mainstreaming and targeted investments in women and girls.

4. CRPP AND GENDER EQUALITY

4.1 The CRPP’s Approach to Gender Equality

Building women’s resilience to climate change and empowering women through transformational investments in climate adaptation at the community level are core pillars of the CRPP, reflecting ADBs commitment to gender equality. This is demonstrated in the CRPP program architecture. The CRPP is operationalized through the Community Resilience Financing Partnership Facility (CRFPF) which comprises two core components; (i) a multidonor Trust Fund, which provides technical assistance and grant resources for improving knowledge and understanding, and strengthening institutions, processes, financial architecture, and capacity needed for building local resilience; and (ii) the proposed Investment Fund, which will be co-financed by GCF and administered by ADB that will provide critical grant and loan resources to implement local adaptation measures as part of ADB financed investments (sub-projects) in seven countries. The CRPP Trust Fund includes a dedicated Gender Window that will support the identification, development, and implementation of investments that have the explicit objective of strengthening the resilience of women to climate change. As such, support will be provided through (i)

knowledge and support technical assistance for identifying investment opportunities for building women's resilience and creating an enabling environment for financing women-focused adaptation measures; (ii) transactional technical assistance for preparing women focused investment projects; and (iii) grant financing, on a selective basis, for implementing investments identified and prepared under the technical assistance^b.

Through these two funds, CRPP will be able to invest in climate adaptation and resilience measures that build on the existing capacities of poor women and implement specific women-centred adaptation initiatives that are designed through inclusive processes where women are engaged at all levels of decision-making.

The approach toward implementing investment activities that build women's resilience to climate change will emphasize women's role in resilience as "active stakeholders" and "game changers" rather than "vulnerable" and "victims." The CRPP also understands that structural gender inequalities are driving women's climate risk in CRPP countries, and so a gender transformative approach that aims to change structural inequalities and address issues of climate justice⁵, will be a central element of CRPP investments. CRPP investments in climate resilience therefore represent an opportunity to promote a positive change towards gender equality and challenge socially created gender functions, systemic discriminations and the power imbalances between women and men, which intensify the social and economic barriers faced by women to adapt to climate change⁶. To do this, CRPP investments will include interventions that are related to policy reforms (e.g., revising the land tenure system); revising regulations (e.g., the need to provide collateral for accessing housing microfinance); information management (e.g., ensuring that women have access to climate information); and capacity building. As such, the CRPP will go beyond mainstreaming gender considerations into programming, delivering specific outputs for strengthening women's adaptive capacity, and challenging the structural sociocultural norms that drive their vulnerability through transformational investments.

The CRPP's approach to gender is closely aligned with both the GCF's gender policy and ADB's gender mainstreaming framework. This is reflected in the following principles for gender that have been identified to guide CRPP Investments, and are reflected in the CRPP Gender Action Plan.

All CRPP sub-projects will:

- Ensure women's equitable participation in projects, including public consultations;
- Promote increased participation of women in decision-making and leadership roles;
- Include capacity-building components that are either gender responsive or specifically target women;
- Integrate gender-considerations in all parts of the project management, including in the monitoring and evaluation;
- Document lessons learned specifically relating to gender to support future learning and replication.
- Follow the principles of an intersectional approach.

The portfolio of CRPP sub-projects will include outputs that:

- Support employment and income generation opportunities for women;
- Promote women's access and control over resources;
- Increase women's access to relevant technologies;

^b More information on the CRPP's Gender Window and the types of activities it supports can be found [here](#).

- Build the capacity of different actors to mainstream gender;

ADB uses four gender categories— gender equity theme (GEN), effective gender mainstreaming (EGM), some gender elements (SGE), and no gender elements (NGE). GEN projects have outcomes that directly address gender equality and women's empowerment by narrowing gender disparities. By contrast, EGM projects need to have several outputs that contribute to gender equality and women's empowerment. All CRPP supported projects will be required to be GEN or EGM gender mainstreaming category (as described in CRPP IF eligibility criteria in **Annex 2.4**) and follow ADB guidelines on gender mainstreaming. GEN and EGM projects are required to have gender action plans (GAPs), and so, as per ADB policy, each project under the CRPP will conduct a project related gender analysis to set evidence- based gender targets in project GAPs, allocate resources for the implementation of the GAP, and regularly monitor and report on GAP implementation.^c

4.2 Methodology for the preparation of Sub-project Gender Assessments

Project specific gender assessments will be undertaken as part of detailed sub-project design stage in line with ADB policy related to GEN and EGM projects. The assessments will include field visits and the use of surveys, and/or focus groups for consultations with women, and stakeholders representing women. The specific groups that will be consulted will vary according to the sub-project but will include poor and vulnerable women in the target communities (e.g women farmers), community women's groups, women leaders at the local and national level and within relevant sector ministries, as well as women in business and private enterprise. Consultations as part of the gender assessment will also include consultations that include other vulnerable groups such as ethnic minority groups and persons with disabilities. These assessments will be used to understand the different roles, interests and priorities of women, men and vulnerable groups in the sub-project implementation areas and in the context of the sub-project's main objectives (e.g climate resilient livelihoods), and inform the design of sub-project activities and the design of project specific Gender Action Plans.

The CRPP program level gender assessment is considered a living document and will be updated and evolve overtime as the CRPP sub-project gender assessments are carried out, giving more specific details about target areas within CRPP countries and in the context of sub-project outcomes.

5. THE GENDER CONTEXT IN CRPP COUNTRIES

5.1. Cambodia

Cambodia is the second poorest country in ASEAN and among the poorest in Asia with nearly 4.5 million Cambodians living close to the poverty line. In 2017, Cambodia ranked 116 out of 160 countries on the Gender Inequality Index; 146/189 on the Human Development Index.

The Government adopted its Gender and Climate Change Action Plan 2014-2018 and identified climate change mitigation and green growth as one of its strategic focus for women's economic empowerment. The Ministry of Agriculture, Fisheries and Forestry's Gender Mainstreaming Policy and Strategic Framework in Agriculture 2016-2020 identifies literacy; representation in agriculture administrations; access to agricultural extensions services; access to farming equipment and technologies; and access to financial services, land and markets as key challenges facing women in

^c An intersectional approach will be a core element of the activities supported by the CRPP's Gender Window that are discussed in the subsequent sections.

the agriculture and natural resource sector. Women's predominance in the agriculture sector, their reliance on income earned in this sector, and their more limited access to education and information, however, make them more vulnerable to the negative impacts of climate change.

Education. The largest gender gaps in education are seen in rural areas (over 10%) with females in rural areas between the ages of 6-24 years the least likely to attend school (at 55.5%). Inequality in education at 27.3% is more than double that of the region (13.1%). Girls have closed the gap in completion rates for upper secondary levels (over 21% for girls and 19% for boys in SY 2016/17.), however, gross enrolment rates in upper secondary for girls remains low at nearly 27%⁷ and gaps remain between regions⁸. 5.5% of women in the labour force had post-secondary education in 2017; and only 7% of women in the labour force had completed upper secondary school. Nearly 15% of women had none or only some education; and only 25% of working women had completed primary school.

Women earn substantially less than men in Cambodia, but the earnings gap narrows with the attainment of upper secondary and tertiary education. The gender earnings gap in 2014 was as high as 30% among those with low education and drops to 7% among college graduates. Within the same sector female workers have a higher share in lower-paid positions and disparities in education levels, particularly of older women, perpetuate the gender earnings gap. Participation of females in public TVET is increasing, and with a large jump in female enrolment in the 2017-2018 academic year, females are now enrolled in equal proportions to men. However, women are more likely to be enrolled in the shorter, lower-level and less-technical courses and in more gender-stereotyped courses.

Gender based violence. The National Survey on Women's Health and Life Experiences in Cambodia, conducted by the National Institute of Statistics of the Ministry of Planning and Ministry of Women's Affairs in 2015, revealed that 20% of Cambodian women reported experiencing physical or sexual violence from an intimate partner and while 90% of these women were hurt badly enough to require healthcare, only 53% ever accessed it. The Domestic Violence Law, enacted in 2005, criminalizes physical and psychological abuse against dependent household members, as well as forms of sexual aggression, including sexual harassment and violent sex. However, the Domestic Violence Law fails to define what constitutes domestic violence and who can be a victim⁹.

Cambodia has high levels of economic participation of women with over 80% of working age women^d working in 2017 (nearly 90% for men)¹⁰ the highest proportion in the region. Of these, 42% were in paid positions of which nearly half were in the garment industry. Women, through their wages and the remittances they send home, are supporting families and communities, with women sending a higher proportion (20%) of their salaries back to their families than men¹¹.

Significant gender disparities can be seen in earnings, the quality of jobs, and voice and representation in leadership positions. Nearly 55% of women work in vulnerable employment¹² and nearly twice as many women than men of working age are not in the labour force. The definition of employment in Cambodia includes subsistence farming and unpaid family members. These activities often involve low value-added activities and the International Labour Organization estimates that 36% of workers are underemployed, significantly higher than official figures. Underemployment is higher in rural areas with many under-employed likely to be women as they juggle employment and family responsibilities.

Nearly 80% of the Cambodian population lives in rural areas and a large majority of them are involved in farming activities¹³. Despite widespread gender inequalities in access to productive resources, services and markets, rural women are responsible for 80% of Cambodia's food production¹⁴. In 2017, nearly 40% of working women (35% of working men) were employed in the agriculture sector¹⁵ and agriculture is the largest sector of employment for both men and women.

^d Working age is defined as between the ages of 15-64 years.

5.2. Indonesia

The population of Indonesia is slightly higher than 273.5 million, about 50.1% of which (134.4 million) are women^{16,17}. According to the World Economic Forum (2020), Indonesia ranks 85th on the Global Gender Gap Index. Both the Asian Development Bank (2015) and the World Economic Forum (2020) reported that Indonesia made relevant progress in reducing gender differences and this effort resulted in a growing participation of women in economics and in a consistent increase in access to both health and education.

Indonesia has ratified the Convention on the Elimination of All Forms of Discrimination Against Women. It has also promulgated Presidential Instruction No. 9/2000 regarding Gender Mainstreaming into National Development, which is aimed at reducing the gap between Indonesian women and men in accessing and obtaining development benefits, as well as to increase participation in and control over the development process. This has been followed up by Ministerial Decrees in most Ministries. Gender priorities highlighted in the National Medium-Term Development Plan For 2020-2024, include: (i) gender equality and justice in education, (ii) life expectancy, (iii) health, (iv) workforce, (v) economy, (vi) political representation in parliament, (vii) eradication of domestic violence, and (viii) tackling climate related challenges (access to water, energy and sanitation and capacity to face food scarcity and disaster). Strategies to be implemented include: (i) strengthening policy and regulation, (ii) accelerating gender mainstreaming, (iii) awareness raising, (iv) enhancing role and participation of women in development, and (v) improving network and coordination among stakeholders, all of which are part of 'National Strategy for Acceleration of Gender Mainstreaming Implementation'. The Long-Term Strategy for Low Carbon and Climate Resilience 2050 mentions that it will use these strategies as a basis for addressing gender issues in climate change adaptation¹⁸. Indonesia's Nationally Determined Contribution (NDC) also highlights how mapping gender issues in climate change in all development sectors will be crucial in implementing the policy and that enhancing the role of women in development and strengthening women's capacity and leadership in climate change is critical¹⁹.

Despite the commitments presented in these policy documents, the country is still facing significant challenges in a number of areas: the economic gap between males and females persists; rates for gender-based violence and maternity mortality are extremely high; female access to political participation is exceptionally low^{20,21}.

Indonesia ranks 36th in the 2016 World Risk Report²² and, with a score of 10.24%, is considered a country at "high risk". The situation of Indonesia is extremely precarious since it is categorized as a country at "high risk" or "very high risk" in all the dimensions that the index in question takes into account (exposure, vulnerability, susceptibility, lack of coping capacities and lack of adaptive capacities).

Indonesia is prone to disasters and women are more impacted by natural disasters than men. For example, in the case of the Indian Ocean Earthquake and Tsunami which led to the loss of many lives in Indonesia, it was reported that the percentage of women deceased was three to four times higher than the percentage of men deceased²³. According to The International Federation of Red Cross and Red Crescent Societies²⁴, Indonesia has a solid legal framework that protects women and vulnerable groups. The 2007 Law on Disaster Management and the Regulation 21/2008 on Disaster Management recognises the need to protect "vulnerable groups" in emergency response, including women.

Health and Gender-Based Violence. According to the 2020 Global Gender Gap Report, the health gender gaps have nearly closed (score of 97.4%²⁵), showing a significant improvement in the last decade. Nevertheless, Indonesia is still facing significant challenges, like maternity mortality²⁶, gender-based violence and child marriage. Indonesia is the 8th country for number of child marriages in the world, and the 2018 Socio-economic National Survey (Susenas), reports that 11.1% of women aged from 20 to 24 married underage²⁷.

In the last decade, the country saw a substantial growth in reported cases of violence against women. In 2010 105 103 cases were reported and in 2013 even 279 760²⁸. The 2016 Indonesian National Women's Life Experience Survey (SPHPN) reports that one third of the women interviewed has been victim of physical and/or sexual violence²⁹. The situation has become even worse during the COVID-19 pandemic, as gender abuses have raised by 12%³⁰. In most cases violence against women relates to domestic violence. In both 2010 and 2013, more than 95% of the cases were of domestic violence (96% in 2010 and 98% in 2013)³¹.

Education. The 2020 Global Gender Gap Report shows the existence of a narrow gap in terms of literacy rates: overall, 94% for females and 97% for males³². However, there remains substantial gender gap in levels of access to advanced education with 59% of PhD graduates are men and 41% women³³.

Political participation. In 2008, the government approved a set of electoral laws that introduced a 30% minimum quota of female candidates in the electoral lists of every party. In a study on women representation in Indonesia, Hage (2014) suggested that the reasons behind the low rates of female elected officials lie in the lack of "political experience, networking and financial support". Furthermore, Hage (2014) reported that the preference of the electorate towards male candidates is dependent on a culture that depicts women as having less capacity than men³⁴.

Economic participation and labor. Indonesia is among the five most improved countries in terms of economic participation and opportunity and is ranked 68th in the respective index³⁵. According to the 2020 Global Gender Gap Report, the last year saw the country improving by more than 5% and jumping 28 positions up. Currently, 55% of leadership and senior positions are held by female professionals³⁶. Not only is Indonesia one of the six countries in the world where women hold more leadership and senior positions than men, but it also detains the highest share of women in such roles³⁷.

Despite these outstanding improvements, Indonesia is still facing relevant challenges. Specifically, only 54% of women has a job³⁸ and about half of them work in the informal sector³⁹. In the last 6 years the share of working women increased by about 4%^{40,41}. Most of women work in small family businesses are poorly paid or unpaid⁴². Accordingly, only 33% of women works in the non-agricultural sector⁴³ and on average, they get paid 50% less than men^{44,45}. Millions of Indonesian women work in foreign countries in the domestic sector, and in many countries, they risk "psychological, physical, and sexual abuse, situations of forced labor, and inhuman conditions"⁴⁶. 35% of small and medium businesses are owned by female entrepreneurs, but mostly in the labor-intensive informal sector⁴⁷. It is hard for women to grow their business, as they have to face a significant lack in knowledge of business management, poor access to financial institutions and a significant likelihood to be discriminated by government officials⁴⁸. Overall, the 2015 Indonesia's Gender Analysis reports that the most relevant challenges that stand among women and economic participation depend on the difficulty to get trained, on the discrimination in the labor market, and on the workload derived from family and child care⁴⁹.

The outbreak of COVID-19 pandemic can have disastrous consequences on women. Women, who make up the majority of caregivers and health workers in Indonesia, are saving millions of lives while putting themselves at higher risk of becoming infected during COVID-19 pandemic.

McKinsey and Company (2018) provided a strategy aimed at advancing women's equality in Asia Pacific and specifically focusing on Indonesia. The strategy was based on four main points. First, it advised to increased infrastructure and services (childcare and care), as well as expand the transportation infrastructure in light of the needs of working women. Secondly, the strategy outlined the necessity to expand training programmes for women such as business training for entrepreneurs and digital training in secondary school. Third, it recommended Indonesia to work on public-awareness aimed at changing attitudes towards females and their roles in the society. Fourth, the strategy reported the need for more legislation aimed at allowing women to actually work (e.g. part-time work; parental leave; discrimination in hiring process) and for more protection for women from abuses and discrimination⁵⁰.

5.3. Lao People's Democratic Republic (Lao PDR)

Lao PDR is a landlocked country with a population of 7.4 million of which women accounted for 50.1%⁵¹ and 15% of households are headed by women⁵². The majority of the population live in rural areas and 35.7 % of the population is urban⁵³. Changes in rainfall and temperature have consequences for ecosystems, communities and livelihoods that depend on them⁵⁴. The loss of different crops and livestock due to environmental disasters affect women, men and ethnic minority groups in a different way. Female-headed households are likely to be particularly impacted by disasters, given that they were already disadvantaged. Female headed households in Lao have average land size 16% smaller than male-headed households⁵⁵. A high proportion of food-insecure households have low education and literacy rates. In rural households, women are responsible for raising livestock, which are crucial for women's livelihoods, especially in disasters and emergencies. Unpredictable floods regularly destroy crops, severely impact women's income opportunities. In turn floods, drought, and other natural disasters damage women's resources, and women need to adopt extreme coping mechanisms, which include migration and child marriage.

The Constitution of Lao PDR guarantees equality between men and women in politics, economy, culture, society and in the family⁵⁶. In the voluntary review to the 2030 Agenda for Sustainable Development the government identified women's empowerment as a crosscutting strategy to achieve its national development goals⁵⁷. The Government of Lao PDR is prioritizing the following strategies in the implementation of its sustainable development plan: "(1) Improving the implementation and monitoring of national gender equality laws, policies, and instruments; (2) Strengthening national capacity to generate gender statistics and enable gender-sensitive planning; (3) Developing measures to combat violence against women; (4) Harnessing the full potential of Lao women's participation in the market economy as entrepreneurs, employees, and consumers; and (5) Addressing the issues that prevent adolescent girls from reaching their full potential"⁵⁸. The Lao National Adaptation Program of Action does not explicitly address gender challenges or opportunities in relation to climate change^{59,60}. The same it is valid for the national Strategy on Climate Change⁶¹.

Gender gaps remain, particularly among rural households, poor households and ethnic minorities, especially in the highland areas where a large number of ethnic minorities live. Women in Lao play important roles in agriculture, small-scale businesses, manufacturing and provision of basic services. Laotian women are very restricted in their mobility due to social norms, domestic duties, and costs of transportation. In rural areas and among ethnic communities, men exercise control

over the social life of their family which impacts on women's freedom of movement, access to information and access to financial services^{62,63}.

With 49 ethnic groups, Lao PDR is one of the most ethnically diverse countries in the world. Poverty rates are especially high among rural and ethnic communities. Ethnic women suffer from lack of opportunities in education and income generation, low mobility, time poverty, lack of access to land and productive assets, and gender-based violence.

Women's Participation in Decision Making. According to the World Economic Forum (2020), Lao is among the 10 best performers on the Economic Participation and Opportunity subindex, with 27.52% of women elected in the national parliament, which is above the world average⁶⁴. However, at the provincial and district level the participation of women is low, and there are no women governors⁶⁵. At the village level only 1.7% of village chief are women⁶⁶.

Education. The gender gap in enrollment in primary and secondary education in Lao is closing: in primary education, 89.9% of boys and 89.4% of girls are enrolled, in secondary education 37.6% of boys and 38.6% of girls⁶⁷. However, girls still face barrier to access education, especially in the rural and poorest areas of the country, due to household labour, financial constraints, language barriers and insufficient school infrastructure. Furthermore, many girls are not able to study due to safety concerns such as sexual harassment and gender-based violence, mobility constraints and child marriage⁶⁸. Data also suggests that families prefer to educate boys, instead of girls, particularly among the poorest families and ethnic communities⁶⁹. This is ultimately reflected in gender differentials in literacy rates: while the male literacy rate is 89.96%, only 79.39% of women are literate⁷⁰.

Health and Gender-Based Violence. Gender based violence is common in Lao, and 30% of women reported that a husband is justified to beat his wife⁷¹. Lao has one of the highest rates of child marriage in the region, with 39% of women married before age 18 in rural areas⁷², including through the practice of "bride kidnappings"⁷³. It was reported that child marriage increases following a disaster. Gender-based violence in Lao increases after disasters: for example, following flooding in Oudamxay in 2016, 27% of the survey respondents had heard of incidences of rape and 43% reported knowing someone injured by sexual and gender-based violence⁷⁴. The Lao PDR Government (2018b) noted that the social welfare and legal systems need to be strengthened in protect order to women and children from violence⁷⁵.

Women's access to healthcare is limited due to financial barriers, language, remote access, domestic responsibilities and restricted mobility, especially for women living in rural areas⁷⁶. In the review to the 2030 Agenda for Sustainable Development, the Government noted a poor coverage and quality of health services, highlighting that anemia rates, low contraceptive use and high fertility contribute to a high incidence of maternal mortality. The level of adolescent pregnancy is one of the highest in the region⁷⁷.

Economy. Women's labor force participation in Lao PDR is amongst the highest in the region at 79.5% for women and 81% for men, however the division of labor is strongly gendered and wage gaps persists. Women spend more time on unpaid domestic labour (4 hours per day on average) compared to men (30 minutes per day)⁷⁸. This suggests that women have also less time to engage in paid productive work.

Women are more likely to be informally employed (95.5%) than men (91.7%)⁷⁹, and unpaid family workers (64% of women compared to 27% of men⁸⁰. Women dominate small-scale retail enterprises. The most common sectors for women's micro and small enterprises are retail,

vending, guesthouse and restaurants⁸¹. These enterprises are more likely to be home-based. The Government recognized that promoting SMEs will be especially beneficial for women⁸². It adds that “the legal framework for doing business does not have gender discriminatory elements, but in practice, household responsibilities and lack of mobility due to personal duties makes it more difficult to start a business”⁸³.

The largest sector in Lao is agriculture, which employs 69% of women and 66% of men⁸⁴. Women in agriculture mainly undertake tasks such as planting, harvesting and tending to smaller livestock. Women are also largely employed in the service sector and in garment factories, which employs more than 100000 people in Lao, among whom 85% are women aged 17-25. Normally, they are hired into unskilled or semiskilled roles⁸⁵.

Although women and men have equal status for land tenure, property ownership and inheritance rights, and women recently have benefited from increasing rates of female and joint land title, customary laws and discriminatory norms prevent women’s access to land⁸⁶. Joint entitlement are not common in rural areas. Women tends to have more access to financial services. For example, more women own a bank account: 31.9% of women compared to 26.9% of men⁸⁷.

5.4. Pakistan

Pakistan is the fifth most populated country in the world, and women make up 48.8 per cent of the Pakistan’s population⁸⁸. Women suffer from pervasive gender-based violence, domestic abuse, honor killings, sexual violence, institutional discrimination, lack of access to sexual and reproductive rights, lower economic empowerment and political participation, among other issues⁸⁹. The International Monetary Fund estimates that, by addressing the gender parity, Pakistan would gain USD 91.5 billion per year⁹⁰.

The Government stated its priorities related to SDG 5 on gender equality: (1) Monitoring progress on the implementation of gender-responsive policy frameworks; (2) Create structures to support women in the labour market; (3) Establish systems and structures to develop, implement, monitor and evaluate behavioral change interventions to promote gender parity at all levels; (4) Encourage women entrepreneurs; and (5) strengthen structures to combat violence against women⁹¹. Similarly, one of the priorities to meet SDG 8 on sustainable growth is to “increase women’s labour force participation by investing in skills development programmes, girls’ education and creating a conducive environment for women’s employment”⁹².

The National Climate Change Policy developed in 2012 stated that one of its goals is to “promote pro-poor and gender-sensitive adaptation measures”, and it identified policies to address cross-cutting areas, such as “disaster preparedness, poverty, gender, capacity building, technology transfer, and international cooperation”⁹³. The Framework for Implementation of Climate Change Policy 2014-2030 included a paragraph on the gender dimensions of climate risk and resilience, which notes that gender differentials are critical to the success of any adaptation program and recognizes that “women in rural areas depend on climate-sensitive resources for survival and their livelihoods, they do not enjoy equal authority, decision-making power and resources needed to adapt to climate change”. Moreover, it acknowledges that women are more vulnerable than men to climate change, due to their limited access and control over decision-making and economic resources, and states that the government “is determined to support gender integration into various efforts to address climate change”⁹⁴.

The National Sustainable Development Strategy recognizes the important role that women play in agriculture, including livestock raising, small cottage industries and feeding their households. It

remarks women's participation at all levels of the crop production process, such as sowing, transplanting, harvesting and post-harvest operations. However, women do not have equal rights to land ownership and development.

Political Participation. According to the Global Gender Gap Report 2020 Pakistan ranks 93 out of 152 countries for political empowerment of women⁹⁵. Quotas are used to ensure a minimal presence of women in elected bodies: 60 seats in the National Assembly and 17 seats in the Senate are reserved for women. It was reported that women participate actively as political party members, however they are not able to secure leadership positions within parties, with the exception of women's wings⁹⁶.

Health and Gender Based Violence. Violence against women and girls, including domestic violence, rape, so-called "honor" killings, acid attacks, forced marriage and frequent is pervasive. 21% percent of women in Pakistan marry as children, and UNFPA estimated that 32% of women have experienced physical violence and 40% per cent of ever-married women have suffered from spousal abuse⁹⁷. Gender based violence occurs widely in communities even before emergencies, and it is exacerbated by humanitarian crisis or environmental disasters, as a more insecure physical environment adds further risks for women. Oxfam estimated that levels of threats, harassment, community-level disputes and domestic violence in Pakistan all increased during emergencies⁹⁸. Furthermore, Pakistan has one of Asia's highest rates of maternal mortality, and malnutrition severely affected the most vulnerable, including children and women of reproductive age⁹⁹.

Education. Pakistan has a gender gap in education of almost 20%. There are striking gender disparities in education, across the entire country. Less than half of women are literate (46%), compared with 71% of men, while the share of women enrolled is systematically lower than the share of men across primary, secondary and tertiary education^{100,101}.

Economic participation and labour. The levels of women's financial inclusion in Pakistan is low, the market is underserved and there would be significant potential to expand women's access through targeted financial products and services¹⁰². In 2015, the Government launched its National Financial Inclusion Strategy that sets targets to pursuit universal financial access, it aims at providing access to formal accounts to 50 percent of adult population by 2020¹⁰³.

Only one-quarter of women participate in the labour force compared with 85% of men. It is estimated that only 18% of Pakistan's labour income goes to women¹⁰⁴. 92.1% of women are informally employed versus only 79.6% of men¹⁰⁵. Often women do not accept paid employment due to security concerns or mobility restrictions generated by cultural and social norms. Almost 40% of women who are not working reported that the main reason for this is that male family members do not permit them to work outside the home¹⁰⁶. Those who work, are mainly employed in farms¹⁰⁷.

Women have less access than men to livelihood and productive assets such as land, employment and livestock and lower control over these resources. In emergencies, access to and control of livelihood become even more limited.

5.5. Papua New Guinea

Papua New Guinea (PNG) population is 8,5 million, 51% men and 49% women¹⁰⁸. Notably, the population is among the most diverse in the world due to the mountainous geography of the country and remoteness of many islands, which have kept communities separate. Its social

composition is extremely complex, with many ethnic groups and over 800 distinct languages still spoken¹⁰⁹. While over 50% of men can communicate in English, only 30% of women can, limiting women's ability to participate in the political and economic life of the country¹¹⁰. The scattered geographical reflects into relevant government costs for both logistic and supply management. Many are excluded from accessing basic services, including health, education, sanitation and safe water in the rural regions, without connectivity and infrastructure¹¹¹.

Gender equality and women empowerment are significant challenges in PNG, and systemic violations of women's rights exist throughout the country. The country scores low in all the major gender indicators: it occupies the 161th position (out of 162 countries) in the 2018 Gender Inequality Index¹¹² and the 127th position (out of 153 countries) in the Global Gender Gap Index¹¹³.

Violence against women is extremely high and PNG's social norms often exclude women from leadership and decision-making roles. PNG is one of the two countries in the world (the other is Vanuatu) where there aren't women in the parliament. Deep-rooted discriminatory norms reinforce patriarchal systems and biases: women in PNG are subjected to harmful practices, such as child marriage and gender-biased sex selection due to son preference.

The National Framework of Action 2017-2030, acknowledges the importance of women's participation, calling for an inclusive engagement without discriminations and for the promotion of women leadership. The plan notes that women's participation is pivotal for disaster risk reductions policies, plans and programmes and mentions that "adequate capacity building measures need to be taken to empower women for preparedness as well as build their capacity for alternate livelihood means in post-disaster situations"¹¹⁴. However, women's perspectives are often not effectively incorporated into the climate change adaptation and disaster management regulations and decision-making processes at all levels.

Health and gender-based violence. Gender-based violence including domestic violence is pervasive, 67% of women in PNG had been hit by their husbands¹¹⁵. PNG has one of the highest rates of maternal death in the world, only slightly more than 50% of women and girls give birth in a health facility or with the support of a skilled birth attendant. For every 100,000 live births, 215.0 women die from pregnancy related causes; and the adolescent birth rate is 52.7 births per 1,000 women aged 15-19¹¹⁶. Although in 2016 the Government adopted a National Strategy to Prevent and Respond to Gender Based Violence 2016-2025., the response to end violence remains inadequate and fragmented¹¹⁷.

Education. More than a third (37%) of the population is illiterate with the majority living in rural areas, where they lack access to education due to the limited number of schools and the physical distance to schools. There is a persistent gender gap in school enrolment, mainly driven by social cultural norms according to which education of girls is not relevant, especially when they are old enough to contribute in the household or get married. 34.6% of women adolescent are out-of-school, compare dot only 18% of men¹¹⁸. With regards to primary education, 71% per cent of women are enrolled, and 76% of men¹¹⁹. Similarly, in secondary education women enrolled are 29% and men 35%¹²⁰. Many girls leave schools after puberty due to the lack of schools, sexual harassment, expectations of doing household chores or preparation for early marriage. Gender inequalities are also present through tertiary and technical and vocational education: university enrollments comprise 61% men and only 39% women¹²¹. Furthermore, in universities there is a strong sex segregation with women being concentrated in the fields of education, nursing, and commerce.

Political participation. Cultural and structural barriers prevent women from participating in political life and currently in PNG there are no women in the parliament. The country scores 127th (out of 127 countries) in the Gender Political Empowerment index¹²². In, 2017, for the first time in 25 years no woman was able secure a seat in the parliament, despite more female candidates running for office than ever before (167 of the total 3,332).

Economic participation and labour. According to the most recent national census conducted in 2011, about 88% of the population lives in rural areas, relying subsistence agricultural and informal cash crop activities¹²³. PNG has the highest poverty rate in the South Pacific, with 40% of its population living below the poverty line¹²⁴. High rates of poverty disproportionately impact women, limiting their access financial services and products as well as their access to livelihoods opportunities and employment. There is a strong gender gap in employment: only 14% of women are waged workers compared to 33% of men, and 85% of women are in vulnerable employment compared with 65% of men¹²⁵. Women are mainly small business owners in the informal sector and engage in crafts, small-scale farming and trading. They face relevant barrier to access markets and small loans to finance their businesses¹²⁶.

Many rural women are subsistent farmers, responsible for the food-crop production for household consumption and the rearing of livestock such as pigs and chickens¹²⁷. In the coastal regions of the country, women use to catch small fish and harvest various shellfish for household consumption and local sale¹²⁸.

The formal financial inclusion gender gap is 29%, the highest in the South Pacific. This is reflected in a relevant gap in the use of financial products, with men owning up to two times more financial products than women¹²⁹. Sociocultural norms limit women's control over their financial resources and productive assets. Women are often solely responsible for household chores and expenses, with husbands or fathers placing further demands on women's finances, leaving a very limited opportunity for them to save money¹³⁰.

5.6. Timor-Leste

The Democratic Republic of Timor-Leste has a population of 1.3 million people, 49% of whom are women¹³¹. Most live in rural areas (60%) and there is a significant socio-demographic divide, with rural women and men having lower education, less employment and more poverty¹³². Rural populations in Timor-Leste have significantly lower levels of access to a range of services, such as water and sanitation, health, education, agriculture and finance¹³³.

Timor Leste Strategic Development Plan 2011-2030 calls for reforms on the areas of human capital, infrastructure, market formation, economy diversification and regulatory development^{134,135}. Furthermore, the plan makes commitment to gender equality and women empowerment, setting the goal of making Timor-Leste a "gender-fair society where human dignity and women's rights are valued and protected"^{136,137}.

The National Adaptation programme of action on climate change includes provisions on gender equality and women's empowerment in the context of climate change. It stresses the importance of improving both institutional and community capacity, including women and vulnerable groups, to increase disaster preparedness and response. Furthermore, it reiterates the importance of integrating gender into water management, in particular by "addressing vulnerable people's rights including women in water related legislation making and its management"¹³⁸. The programme aimed at promoting an active participation of women bot at central and district level. The Green Climate Fund (2019) noted that it is crucial to have a gender-focused approach to address and

analyze that gender relations in climate change adaptation and disaster risk reduction taking into account the socio-economic and cultural context of Timor-Leste¹³⁹. Interventions should be designed considering which are the norms and expectations for women and men and how this might affect project outcomes.

Political Participation. The Constitution affirms the right of equal participation of women and men in political life, stating that the “direct and active participation by men and women in political life is a requirement of, and a fundamental instrument for consolidating, the democratic system” and stressing that “the law shall promote equality in the exercise of civil and political rights and non-discrimination on the basis of gender for access to political positions”¹⁴⁰. However, women still face many challenges in attaining political equality, due to lack of family support, limited confidence, geographical isolation, an inability to finance campaigns¹⁴¹. A recent study suggested that in East Timor there is a strong and institutionalized domination of the political arena by men, especially at the local level¹⁴². Women achieve great equity at the national level, thanks to a quota system introduced in 2006, which requires that women comprise at least one-third of listed candidates. Currently there are 40% of women in parliament. However, women have almost no representation at the local level, where 95% of the village chiefs are men^{143,144}. The Law on the Election of the National Parliament ensures women’s representation with a requisite that one in every three candidates elected is a woman. However, this does not guarantee women’s political influence and leadership. In turn, women do not frequently occupy key positions in the government, such as ministers or secretaries of state¹⁴⁵.

Education. Gaps in the education system generated low levels of education and literacy among the adult population. Although the enrollment rates in primary education have increased in the last years, secondary and tertiary enrollment remains low, and the quality of education is scarce¹⁴⁶. There are significant disparities between women and men in Timor-Leste. Only 64.21% of women are literate, compared to 71.87% of men¹⁴⁷. Women are less likely than men to have participated in formal education at all levels¹⁴⁸ and are more likely to have missed out on schooling and less likely to be enrolled post primary education. 58% of women older than 25 have never been to school, compared with 43% of men; and only 16% of women in the same age group have completed secondary or tertiary education, compared with 25% of men¹⁴⁹. Repetition and dropout rates remain high, due to lack of school readiness and language barriers¹⁵⁰. Notably, sexual harassment and violence in schools are critical issue¹⁵¹. Gender segregation is also evident in technical and vocational education. Women (56%) are normally enrolled in administration, finance, and information technology programs, while men are commonly enrolled in technical programs such as construction and auto mechanics¹⁵².

Health and Gender-Based Violence. Gender-based violence remains widespread and is one of the highest in the world with 59 % of ever-partnered women aged 15-49 years experiencing violence at least once in their lifetime¹⁵³. Younger women are particularly at risk of sexual violence and early marriage. The traditional patriarchal system has a negative relevant impact to the empowerment and well-being of women. The idea that women are subordinate “property” originated by the dowry system is one of the main causes of domestic violence. Gender-based violence is exacerbated by limited capacity of the formal criminal justice system, and cases of violence are mainly addressed only at the family level.

Timor-Leste has a high birth rate, accompanied by high maternal and child death rates: maternal mortality is still amongst the highest in the world at 557 death per 100,000 live births¹⁵⁴. 60% of women have reported problems in accessing healthcare¹⁵⁵. Six percent of teenage girls (age 15–19) are already mothers, and those in rural areas are twice as likely to be mothers as their urban

counterparts¹⁵⁶. Hunger and poor nutrition are also a serious concern, with 27% of women aged 15–49 being malnourished¹⁵⁷.

Notably, crisis and emergencies exacerbate gender-based violence. CARE (2020) reported that in Timor-Leste violence worsened during disaster, mainly due to increased pressures from having less work and insufficient food as well as for being displaced¹⁵⁸.

Economic participation. Women in Timor-Leste have limited awareness and resources to control productive assets, such as financial services, land, marketing facilities and information. Although the constitution protects women's equal right to land ownership^e, traditionally land is always in the hands of men and passed down to the men of the family¹⁵⁹. The division of labour in Timor-Leste is strongly gendered due to discriminatory patriarchal values, norms and practices. Women and girls bear responsibilities for household work, reproductive work and caring for the elderly and children¹⁶⁰. Women are normally only employed in subsistence cultivation, informal small-scale trading, and home-based industries. This is due to gender-based barriers such as lower levels of literacy, education and training; lack of professional skills in the formal sector; low support from family members; domestic and reproductive obligations; and mobility constraints due to safety and security concerns^{161,162,163,164}.

Women's participation in the labor force is substantially lower than men's participation: 56% of men are classified as being in the labor force compared with only 27% of women¹⁶⁵. Women are concentrated in wholesale and retail trades (25% of employed women) and in education, health, arts, and others low paid sectors (12%)¹⁶⁶. Women are also more likely to be employed in the informal economy (69%) compared to men (71%)¹⁶⁷. Most people work in the agricultural sector (65%), followed by services and sales (15%)^{168,169}. The activities performed within these sectors are strongly gendered. For example, in agriculture, men undertaking tasks considered labor intensive and paid better, such as working in rice fields, coffee growing and selling livestock. On the contrary, women common activities include planting, weeding, and harvesting¹⁷⁰. Women play an important role in Timor-Leste's agriculture. However, due to gendered barriers in agricultural production and income generation, women produce 15% less per hectare of land compared to men¹⁷¹.

5.7. Vanuatu

The Republic of Vanuatu (Vanuatu) is an island country located in the South Pacific Ocean and inhabited by 298,434 people (50.9% men and 49.1% women)¹⁷², out of which three-quarters live in rural areas¹⁷³. Its economy is mainly based on small-scale agriculture, fishing, offshore financial services and tourism; its economic development is hampered by high dependence on few commodity exports, vulnerability to natural disasters, and long distances from main markets¹⁷⁴.

The National Constitution of Vanuatu recognises the rights and freedoms of all individuals without discrimination on the grounds of sex, race, place of origin, religious or traditional beliefs, political opinions or language. It also has provisions for the 'special benefit, welfare, protection or advancement of females, children and young persons, members of under-privileged groups or inhabitants of less developed areas' (Chapter 2, Clause 5 (1) (k)).¹⁷⁵ The Government of Vanuatu recognises that gender equality and women's empowerment are critical to the achievement of the

^e Article 54 of the Constitution guarantees equal rights to women and men to own property and real estate holdings and) law number 13/2017 guarantees the rights of women and recognizes the equality of land ownership.

national development vision: “a Just, Educated, Healthy and Wealthy Vanuatu”. One of the key “society goals & policy objectives” identified in the National Sustainable Development Plan 2016 to 2030 is an “inclusive society which upholds human dignity and where the rights of all Ni-Vanuatu including women, youth, the elderly and vulnerable groups are supported, protected and promoted in our legislation and institutions”¹⁷⁶. In line with these commitments, Vanuatu introduced the National Gender Equality Policy (NGEP), to “promote equal rights, opportunities and responsibilities among men and women and to eliminate all forms of discrimination and violence against women and girls”¹⁷⁷. It was one of the first policies to explicitly address gender inequality in the country. Following endorsement by the Council of Ministers, the NGEP was launched in 2016¹⁷⁸. It lapsed in 2019, and was replaced by the National Gender Equality Policy 2020–2030.

Women in Vanuatu are more affected than men to climate change due to many interconnected factors, such as their low participation in the parliament and decision-making bodies, the low access to financial services and productive assets, and a high rate of gender-based violence. This differentiated vulnerability is recognised in the Vanuatu Climate Change and Disaster Risk Reduction Policy 2016-2030, where equity is one of six principles that direct the country’s climate change and disaster risk reduction efforts and gender and social inclusion are considered as one of the cross-cutting strategic priority issues¹⁷⁹.

While the country’s Constitution and key national plans and strategies articulate the importance of equality and rights, significant disparities continue to exist between men and women. Vanuatu Global Gender Gap Index is low, as the country scores 126 out of 153¹⁸⁰.

Health and gender-based violence. The 2011 National Survey on Women’s Lives and Family Relationships, the only comprehensive study on gender-based violence conducted in Vanuatu, highlighted that violence against women is pervasive and occurs across all socio-economic backgrounds, with peaks in rural areas¹⁸¹. Approximately 60% of women who have ever been married, lived with a man, or had an intimate sexual relationship with a partner, experienced physical and or sexual violence in their lives, of whom 21% were left with permanent injuries and 68% were subjected to psychological violence^{182,183,184}.

Women experience violence before, during and after disasters: it was reported that domestic violence increased by 300% after two tropical cyclones in 2011¹⁸⁵. UN Women found that, 98% of victims of violence do not access the formal justice system, for lack of economic resources or for the fear of being stigmatized if they leave the husband¹⁸⁶. The marginalization of women and lack of a gender inclusive frameworks prevent policy-makers from recognizing and tackling violence against women and girls.

Education. Literacy rates vary between urban and rural areas, and between ages. There aren’t strong gender-based differences in the adult population where the literacy rate for adult men stands at 87% and for adult women at 88%¹⁸⁷. However, only 87% of youth female (aged 15-24) are literate compared to 96% of youth male¹⁸⁸. Furthermore, 7 out of 10 women have either only completed primary education or have not had any schooling at all¹⁸⁹. In rural areas 80% of women reported being literate compared to 98% in urban areas¹⁹⁰. Often, older people can only communicate using the local vernacular language. Notably, the education curriculum includes life skills and gender-based violence awareness and prevention.

Political participation. Women are excluded from decision making and are absent from leadership positions: Vanuatu is one of the two countries in the world (together with Papua New Guinea) where there are no women in parliaments¹⁹¹. Since its independence in 1980, only 5 women have been elected into the national parliament^{192,193}.

The Constitution of Vanuatu recognizes gender equality as part of the fundamental rights, recognize the right to non-discrimination on the basis of sex and provides for affirmative actions for the advancement of women. However, women have a limited access to decision making process in formal governance structures; this is mainly due to women's care obligations and discriminatory custom norms. For example, women are excluded from direct roles in the village decision-making body, the *nakamaf*, or the basic unit of *kastom*⁹ governance; in some cases women are invited to attend but decisions had already been formulated or made by the men¹⁹⁴. This exclusion continues at higher levels, where regional and national governance structures are normally male dominated.

Women's lack of direct participation in decision-making is reinforced by other barriers, such as low literacy, limited access to health and maternal mortality¹⁹⁵. In turn, Vanuatu women are marginalized from discussions and decisions on areas of social and economic development, environment, governance and human rights at all levels. It is common, during public discussion focused on these topics, to note the under-representation of women and the silencing of their inputs.

At the policy making level there is limited technical capacity for gender analysis and gender-responsive planning, and the country lacks accountability measures to support gender mainstreaming. This background is exacerbated by the lack in collection and analysis of sex disaggregated data¹⁹⁶.

Economic participation and labour. Women represent 61% of the labor force compared to 79% for men^{197,198} and 50% of urban women are employed versus 71% of men and in rural areas, 13% of women and 26% of men are employed¹⁹⁹. More than 40% of working-age women declared reported that family work is their main status in employment, compared to about 20% of working-age men (Government of Vanuatu, 2016). Of the total workforce, 63.6% of women engaged in unpaid reproductive work²⁰⁰. More women than men (49% and 41% respectively) are involved in the subsistence economy²⁰¹, which makes them more susceptible to poverty, climate change, disasters and other livelihood stresses. Levels of economic development are low, but rural and coastal communities are even more vulnerable to disasters-caused economic shocks, due to damages in property and food crops and reduced income from tourism²⁰².

Women are less financially included than men: only 32% of adult women report owning a bank account, compared to 41% of men. Furthermore, even if women are less likely to be formally employed and to have an account at a formal institution, women appear to deposit and withdraw more frequently than men do, with 65% of women reported saving in the past year, compared with 53% of men²⁰³.

The contribution of rural women to the agricultural sector is significant: women are represent about half of the workforce in agriculture (49.5%) and spend more time than men on agricultural production and income generating activities²⁰⁴. The division of labour in agriculture reflect

¹ A space where all village decision-making is done.

⁹ Customary beliefs, values, governance and practices.

traditional gender roles: while both men and women practice daily farming, women are in charge of selling products, even among fishing communities²⁰⁵. For instance, women have a heavier workload than men due to socially contracted norm that assign to women, in addition to agricultural work, responsibilities for small-scale marketing, handicraft production, caregiving and housework²⁰⁶.

6. GENDER ISSUES IN THE CONTEXT OF THE CRPP

As outlined in the introduction, the CRPP comprises two separate but interlinked components; the CRPP Trust Fund (TF), which focuses on upstream support to strengthen the enabling environment required for financing and implementing local adaptation measures at scale; and the CRPP Investment Fund (IF) which focuses on the efficient roll-out of local adaptation measures through downstream investments. The TF will support implementation of outputs 1, 2 and 3 of the wider CRPP program. The IF, which will be financed by GCF and administered by ADB, will provide grant and loan resources to implement output 4, 5 and 6 of the wider CRPP program. Accordingly, this section is divided into two subsections. The first sub-section describes some of the key barriers to scaling-up investments in women-focused investments in climate resilience, and the types of interventions that will be implemented through the CRPP TF Gender Window. The second sub-section highlights some of the key issues that contribute to women's vulnerability to climate change in the context of the CRPP IF and its key areas of intervention, and the types of interventions that can contribute to building their adaptive capacity. The two sub-section provide the basis for the CRPP Gender Action Plan.

6.1 The CRPP Trust Fund

The CRPP Gender Window will support the identification, development, and implementation of investments that have the explicit objective of strengthening the resilience of women to climate change. As such, support will be provided through (i) knowledge support and technical assistance for identifying investment opportunities and creating an enabling environment for financing women-focused adaptation measures; (ii) transactional technical assistance for preparing investment projects; and (iii) grant financing, on a selective basis, for implementing investments identified and prepared under the technical assistance. This section identifies some of the specific activities that the CRPP can support under these modalities, and the rationale for including them in the CRPP.

6.1.1. Output 1: Knowledge and action research on climate risk-informed pro-poor community level solutions strengthened.

Substantial gaps remain in many countries to generate the necessary political will, and commitment from governments and communities to invest in women-focused adaptation measures that help tackle climate change. There is thus a need to generate a deeper understanding of women's vulnerability context in CRPP countries, and generate an evidence base for climate adaptation interventions that are effective in reducing these vulnerabilities and building the resilience of women. Furthermore, there is a need to demonstrate how women's contributions can strengthen the effectiveness of climate change measures in general and, where women are implementing adaptation initiatives that are having positive impacts, how they can be scaled up.

To this end, the CRPP will support governments and communities in **undertaking action research studies that address gaps in understanding** around women and resilience in CRPP countries and make the case for women-focused adaptation investments. In doing so, the CRPP

will contribute to a deeper and more contextualized understanding of the specific situation of women, their diverse conditions, and how they are impacted by climate change in both the short and long run, including identifying issues related to structural inequality between men and women in specific geographical areas that contribute to women's vulnerability to climate change. This activity area will help strengthen the evidence base for appropriate and effective women-centred adaptation, by collecting data and information to build evidence, and compiling lessons learned from related initiatives to demonstrate the potential for bankability of women-focused adaptation investments. This in turn should inspire political will and community support for investing in women-led, local-level adaptation at scale.

As part of the evidence generating and lesson learning process, the CRPP will also **support innovative adaptation initiatives and pilot activities at the community level** to identify and test women-focused adaptation measures that could be scaled up through larger investments in the future. These initiatives, which will focus on building skills, capacity, and knowledge rather than civil works, and they will be designed and led by women, providing a dedicated space for women to trial and test adaptation measures with them at the centre. This will provide an opportunity for women to demonstrate their ability to build resilience to climate change and present their achievements to local governments so that, in future, women can increasingly be recognized as partners for resilience building by local governments.

Increasing investment in local-level, women-focused adaptation goes against the dominant trends in many CRPP countries, and thus will require getting key stakeholders to transform current business as usual practice. Work is needed to build the capacity of ministries and sector agencies, as well as other key actors, such as the private sector, to understand the importance of promoting women-focused investments in climate resilience, and how this can be achieved. It is also imperative that women, especially at the grassroots level, have a voice in shaping adaptation programming, and that their practical needs, interests, vulnerabilities, and capacities are represented in policy, plans, and standards that inform women-centered adaptation investments. The CRPP will therefore support **policy dialogues and forums for exchange at the regional, national, and local levels** that bring together grassroots women's organizations, government ministries from various sectors, the private sector, academic institutions, and other civil society organizations, providing a platform for exchange and collaboration between actors that may not traditionally work closely together. By bringing together these key stakeholder groups for multiple iterations of dialogue, CRPP support through the Gender Window can contribute to a change in culture within governments and civil society that is more supportive of women-focused investments in adaptation and recognizes their value in shaping resilient development. The long-term objectives being to help create a movement for locally appropriate women-focused adaptation investments in CRPP countries and to promote women's leadership in adaptation.

6.1.2. Output 2: Institutional and community capacity to develop and deliver climate adaptation investments strengthened.

Creating policy incentives and procedures for the inclusion of women in adaptation decision-making at the local level and building their capacity to use participatory tools and procedures for climate risk informed development planning and implementation can empower local women to act on adaptation. The CRPP Gender Window will therefore support the development of climate risk assessment and decision support tools and training and capacity-building for designing and implementing adaptation investments at the community level that respond to the specific needs of women, and integrate design features that promote women's engagement in adaptation decision-making at the local level. Increasing women-focused investments will also require improved coordination and communication at all levels of government and also at the project level.

This will require greater vertical integration among municipal, provincial, and national governments on policies and practices that aim to build women's resilience to climate change²⁰⁷. In addition, ensuring the meaningful participation of women in adaptation decision-making beyond the program life-cycle will require strengthening the institutions and processes that provide the necessary space to support and deliver such an approach. The CRPP will thus support governments to create new and/or improve existing policy frameworks and communication and coordination mechanisms to stimulate coherence and convergence across gender, climate, and key sectors such as agriculture, land-use planning, and urban planning.

6.1.3. Output 3: Inclusive and pro-poor adaptation investment projects identified and prepared.

The CRPP will seek to increase the climate resilience of women through leveraging sizable investment in adaptation projects and replicating effective interventions. As such, the CRPP Gender Window will support the preparation of large-scale investments that explicitly strengthen the climate resilience of women, particularly poor women, and/or adaptation investments that are led by women. Women will be at the centre of the project design process and engaged at all levels of decision-making, using inclusive design processes. A number of key design features and approaches have been identified as critical to ensuring that women are at the centre of the design process. These include;

- The collection and analysis of **sex-disaggregated data** to understand the specific vulnerability characteristics of women so that they can be addressed through the project activities,
- Identifying **outputs and related activities that address structural inequalities between men and women**, challenge social and gender norms, increase women's empowerment and contribute to transformative change (e.g policy reforms, revision of regulations, information management, the provision of equal wages, ensuring participation of women in meetings where public works are designed and selected etc);
- Integrating approaches that aim to **create a structural, cultural, and financial base that can facilitate the desired change over time** such as improving organizational and individual capacity across the public and private sectors and civil society; developing leadership for women-focused adaptation at all levels; producing champions and supporting change makers in positions of influence that can drive change forward and advance the progress made under the interventions.
- Including **sex-disaggregated indicators in monitoring and evaluation frameworks** for all CRPP-supported projects and increase women's capacity to assess the efficiency and effectiveness of adaptation measures and institutionalize learning and information generation practices.

6.2. The CRPP Investment Fund

The CRPP IF will provide grant and loan financing to seven selected DMCs, namely, Cambodia, Indonesia, Lao PDR, Pakistan, PNG, Timor-Leste, and Vanuatu, to implement local adaptation measures as part of ADB financed sub-projects that are targeted at the poor and vulnerable population. The CRPP IF will focus on the efficient roll-out of local adaptation measures through downstream investments according to three climate related outputs. This subsection presents the assessment of gender concerns in the context of the key activity areas that will be the focus of each of the CRPP IF outputs. The gender assessment is structured according to the key activity areas, although many of the issues discussed are applicable to other activity areas.

It should be noted that although the Gender Window is funded by the CRPP TF, it can be leveraged to enhance gender equality outcomes of the Investment Fund in CRPP countries. Examples include; (i) generating the necessary political will, and commitment from governments and communities to invest in women-focused adaptation measures that help tackle climate change; (ii) creating policy incentives and procedures for the inclusion of women in adaptation decision-making at the local level and building their capacity to use participatory tools and procedures for climate risk informed development planning and implementation which can empower local women to act on adaptation; and (iii) place women at the centre of the design of large-scale investments that explicitly strengthen the climate resilience of women, particularly poor women, and/or adaptation investments that are led by women.

6.2.1. Output 4: Information and systems for delivering applied climate-risk informed investments at scale improved.

A. Women's access to climate information and early warning

Women typically have less access to all types of information including climate information and early warning^{208,209,210}. As detailed in the previous section, gender-based differences in literacy rates and access to education are present in most CRPP countries, with differences often more pronounced in rural than urban areas and in some countries more than others. In **Pakistan** for example, where less than half of women are literate (46%), compared with 71% of men, and in **Cambodia**, where the gender gaps in education are most prominently seen in rural areas. These lower levels of awareness and literacy exacerbate women's exposure and vulnerability to climate hazards and limit their adaptive capacity, because implementing effective strategies to adapt to climate change requires a robust understanding of current and future risk as the starting point. Understanding the nature of gender-based vulnerabilities in specific contexts is crucial to recognizing the different impacts that climate change has on women and men and thus informing the generation and delivery of climate information services. There is thus a need to generate a deeper understanding of women's vulnerability context in CRPP countries, and create an evidence base for climate adaptation interventions that are effective in reducing these vulnerabilities and building the resilience of women. Research also suggests that women have a deeper understanding of vulnerability than men, largely due to the role they play in households and the wider community. Because vulnerability links closely to livelihoods and well-being, tapping that knowledge is critical to identifying the most suitable interventions to address climate risk. The collection and analysis of gender-disaggregated data to understand the specific vulnerability characteristics of women so that they can be addressed through the project activities will be a key part of the design and implementation of investments. The CRPP will also take specific steps to improve women's access to climate information as part of its investments in improving climate information services.

B. Women's access to adaptive social protection

Social protection programmes can increase resilience to climate change through enhancing early adaptation actions and livelihoods improvement and facilitate impact mitigation during climate shocks, offering direct support to affected individuals, and preventing negative coping mechanisms. In the long run, these programmes can support livelihoods diversification, poverty and vulnerability reduction and increasing adaptive capacity²¹¹. This is especially true when linked with apprenticeship schemes and skills transfer programmes and social and financial inclusion initiatives²¹². Despite increasing awareness of the need to explicitly target women beneficiaries, women are often disadvantaged in social protection systems, experiencing lower coverage rates and substantially lower benefit levels²¹³. Experience from two CRPP countries with well-

established social protection programs, namely Indonesia and Pakistan, shows that significant gaps remain in reaching women. In **Indonesia**, insufficient use of up to date sex-disaggregated data for monitoring and targeting of beneficiaries, complicated information about protective measures and limited assistance available from official sources, and inadequate support to complete enrolment procedures have been identified as important issues²¹⁴. In **Pakistan**, large gender gaps in mobile phone ownership and national ID possession, has meant that women are at risk of being disproportionately excluded from the Ehsaas Emergency Cash Program program, which was a key part of the government's Covid-19 response²¹⁵. Experience from **Indonesia** also shows that women must feel safe to travel to collect social protection payments and this must be considered in the design of distribution networks, as security and safety of women in relation to GBV is known to increase in the aftermath of environmental shocks²¹⁶.

As part of its investments in climate risk informed adaptive social protection programs, the CRPP will seek to tackle the limitations of existing schemes in terms of reaching women, ensuring that social protection programs include specific identification of, and outreach to, women, using sex-disaggregated data for targeting beneficiaries. It will acknowledge and respond to differences in women's and men's roles and opportunities and ensure that women are linked to people that provide the various services they need. Investments will seek to contribute to transformative gender outcomes recognizing that adaptive social protection can be a powerful tool to redress women's socio-economic disadvantage, better responding to women's rights. Women's empowerment will be an explicit goal, and education and training specifically for women will be provided as part of the related activities. This can include, linking cash transfers to resilient livelihoods training and sensitizing beneficiary households, programme managers and service providers about harmful social norms and equal sharing of responsibilities. Women beneficiaries will be involved in the design, implementation and monitoring of investments in adaptive social protection so that they are explicitly designed with women's rights in mind, tackling the limitations of existing schemes. The CRPP will also seek to build partnerships between government and community-based women's groups to effectively deliver social protection programs empowering these local organizations and strengthening the transformative potential of the social protection program.

C. Women's participation in decision-making

The meaningful participation of women is crucial to the design and implementation of efficient resilience interventions at all levels. These interventions need to take into consideration the specific situation of women, their diverse conditions and how they are impacted by disasters and climate change in both the short and long run. However, as the review in the previous section shows, women in many CRPP countries are largely excluded from decision-making and are absent from leadership positions. This is particularly true at the local level. This is often due to discriminatory customary norms and cultural and structural barriers that prevent women from participating, such as in **Vanuatu** where women are excluded from direct roles in the village decision-making body, and in some cases women are invited to attend but decisions are already made by the men, or in **Timor-Leste** where 95% of the village chiefs are men, despite having a constitution that affirms the right of equal participation of women and men in political life. Even in countries such as **Indonesia**, **Lao PDR** and **Pakistan** where women participate actively as political party members and a proportion of elected officials in the national parliament are women, at the provincial and district level the participation of women is low. The CRPP recognizes that involving women in designing investment projects for resilience is critical, and so investments will be designed through inclusive processes where women are engaged at all levels of decision-making. Furthermore, the implementation of investments will need to include activities to strengthen women's self-reliance, leadership and confidence. Experience from **Indonesia** shows

that fostering collaboration between community-based women's groups and local governments in undertaking disaster risk assessments and resilience priority setting can empower women and increase women's leadership role, and crucially can result in disaster resilience elements being embedded into development plans, budgets and programs²¹⁷. Investments in climate responsive decentralization processes will particularly present opportunities for increasing women's participation in the design and prioritization of adaptation measures at the community level and ensuring that their knowledge and experiences are captured in local level risk assessments.

6.2.2 Output 5: Climate resilient pro-poor livelihoods investments implemented.

D. Women's access to agricultural extension services

The review presented in section 6 clearly highlights how women are overrepresented in agricultural livelihoods and that the majority of rural women in CRPP countries rely on subsistence farming for their livelihoods and food security. The agricultural sector is often the hardest hit by extreme weather events and this reliance on natural resource-based livelihoods makes women more vulnerable when these resources are depleted or become scarce, as a result of changing environmental conditions. Therefore, strengthening the resilience of agro-ecological systems to climate change is critical to protecting and improve the livelihoods of rural women. The role of agricultural extension and rural advisory services is crucial for supporting women to adopt improved climate resilient production practices. However, gender gaps in access to such services are prevalent in many CRPP countries, such as in Cambodia, where women receive only 10% of agricultural extensions services despite comprising 51% of the primary workforce in subsistence agriculture and 57% of the workforce in market-oriented agriculture²¹⁸. This is despite evidence that suggests women are more likely than men to use the information they receive²¹⁹. Unequal access to agricultural extension services compounds gender inequality in livelihood opportunities²²⁰. However, structural gender inequalities can be addressed over time if extension approaches are designed to consider women's views and priorities, be flexible with their time preferences and mobility constraints, and ensure their full engagement in disseminating information and adopting new technologies²²¹. CRPP investments in climate resilient livelihoods must therefore take specific steps to understand the differences in resources and technology needs of male and female farmers and include targeted interventions for women that improve their access to and use of knowledge, inputs, information and technologies.

E. Women's access to microfinance for disaster resilience

Financial inclusion is central to managing risk as it means that individuals have access to useful and affordable financial products and services such as savings, credit and insurance, to meet their financial needs in times of crisis. Access to microfinance products that can provide financial relief is thus an essential element of women's ability to face climate shocks and stresses. Targeted products such as gender-sensitive climate risk insurance (CRI) strengthen women's resilience against both the immediate impacts and the long-term consequences of disasters and climate change. Micro-insurance (such as crop-insurance and home-insurance) allows the implementation of protection measures enhancing livelihoods and economic opportunities, supports climate-smart agricultural practices and could be linked to social protection interventions. Lower access to financial services is one of the factors that result in women being more likely to be affected, and to be the least prepared for climate shocks and stresses. As highlighted in the review presented in section 6, social, cultural and legal barriers prevent women from accessing such financial services in many CRPP countries, such as **Pakistan, PNG, Timor-Leste, and Vanuatu**. Women have limited ownership of productive assets, such as agricultural land and property and the consequent lack of collateral represents a barrier for women's access to formal

financial services. Other barriers include; lack of collateral and ID documents that hinder the access to formal financial services; low digital literacy and mobile phone ownership, that deter women's outreach through digital financial services; mobility constraints that reduce their opportunities for economic activities outside their houses. Women may also have low levels of self-confidence as well as trust in commercial financial service providers such as banks. Similarly, women are frequently excluded from the insurance market: as inclusive insurance is normally attached to a loan, it is usually the head of household (more often a man than a woman) who is covered by a credit-linked insurance²²². Having fewer resources to invest in precautionary measures, and to support their post-disaster-recovery, mean that women have fewer opportunities to build resilience.

Financial inclusion interventions need to be designed to increase women resilience and need to carefully consider the barriers that women face in accessing financial services. Recognizing that financial inclusion is key to strengthening women's resilience to climate related shocks and stresses, the CRPP will seek to expand women's access to instruments such as indexed-based microinsurance, through targeted financial products and services as part of its investment sub-projects that can be paired with capacity building on savings and investments, supporting preparedness to shocks while empowering women financially, socially and politically. In countries where the levels of women's financial inclusion is low compared to men, the market maybe underserved and there would be significant potential to expand women's access through targeted financial products and services²²³.

D. Women's role in agriculture supply chains

Informal employment is the dominant form of employment in Asia, and women, especially from poor communities in CRPP countries, have a high dependence on the informal economy, that is characterised by low access to decent work with poor working conditions that can contribute to economic and welfare losses, damage to health and productivity, and forced labour migration²²⁴. There is a significant disparity between men and women in earnings, the quality of jobs, and voice and representation in leadership positions in many CRPP countries, and women's economic activities often involve low value-added activities. In Timor-Leste, for example, women are more likely to be employed in the informal economy (69%) compared to men (71%), and in Papua New Guinea there is a strong gender gap in employment with only 14% of women as waged workers compared to 33% of men, and 85% of women are in vulnerable employment compared with 65% of men²²⁵. In Lao PDR, 95.5% of women are informally employed and dominate small-scale retail and vending enterprises²²⁶. Under-employed workers are also more likely to be women as they juggle employment and family responsibilities. In Lao PDR, women spend significantly more time on unpaid domestic labour (4 hours per day on average) compared to men (30 minutes per day)²²⁷. Agriculture is a sector characterised by informality and decent work deficits and the vulnerabilities of workers in the agriculture sector are magnified due to climate impacts²²⁸. Women's role in agriculture and food security is not limited to planting, cultivation and harvesting. Women have significant involvement in storage, processing, logistics and sales, making them crucial stakeholders in the wider food and agricultural supply chain, the links of which can all be impacted by climate shocks and stresses. Heat extremes for example have been shown to cause exhaustion, reduce working times, and lower incomes of informal workers throughout the agricultural value chain. Flooding has been shown to significantly disrupt informal food vendors sales and lead to heavy losses as perishable produce end up being sold at lower prices or discarded²²⁹.

Sufficient and stable incomes and decent work are critical for climate resilience. Climate induced loss of livelihoods, reduction in incomes, or deterioration of working conditions in the agriculture

sector have particular implications for women. CRPP investments in increasing the resilience of agricultural supply chains provides an opportunity to address some of the specific structural inequalities that increase women's vulnerability to the impacts of climate change and strengthen women's economic empowerment. CRPP investments in this regard must seek to address gender-related factors that influence women's ability to participate in value chains, increase access to and control over income, promote women's engagement in agricultural entrepreneurship orientated activities, deepen women's chances to increase value of their agricultural activities, as well as diversify their income-earning opportunities, and provide women with leadership roles. Investments should also integrate initiatives that reduce women's time poverty and burden of care in ways that reduce and redistribute labor and time commitments to benefit them directly. Investments in labor-saving assets (e.g., running water, electricity) that allow women to take advantage of new income-earning opportunities are likely to promote better results for their overall well-being and for climate resilience. Many of the interventions in this case may require physical (structural) solutions such as providing child day rooms in agro-processing units, which largely employ women and which can be included as part of project outputs.

6.2.3 Output 6: Climate adaptation pro-poor infrastructure implemented.

E. Women's access and control over natural resources.

Through its investments in nature-based solutions for building resilience at the community level, the CRPP can promote women's access and control over natural resources. Women's reliance on natural resource-based livelihoods makes them more vulnerable when these resources are depleted or become scarce. Women's adaptive capacity is also limited by the fact that, due to socio-cultural norms and patriarchal power structures they often face barriers to accessing and control over natural resources. Women are underrepresented in environmental decision-making and natural resources management, such as forest user groups, water user associations, and environmental policy-making. Due to these disadvantages, women can be less likely to benefit from projects that promote nature-based solutions. Addressing restrictive social and cultural norms to make sure women and girls can access these resources is therefore essential to building resilience and must be integral parts of these types of investments²³⁰. Nature-based infrastructure can provide equitable benefits for women, and integrating gender considerations in initiatives related natural resource management can make them more effective and sustainable²³¹. If planned correctly, such investments can also have a co-benefit of reducing the daily workload of women associated with care and household work and reduce health and safety risks as well as productivity losses. For example, NBS that mimic natural processes to enhance water availability improving access to water for household use, making it easier and faster for women to collect water and minimizing their exposure to health and security risks on the way²³².

F. The participation of women in the identification, construction/installation and operation of small-scale adaptive infrastructure.

The identification, construction/installation and operation of small-scale adaptive infrastructure presents an opportunity to address gender inequalities and build the resilience of women beyond the primary purpose of reducing their physical exposure to climate related hazards. Thus, specific measures to increase gender equality and women's empowerment will be included in the design and implementation of such interventions. For example, gender disparities in employment remain extensive in many CRPP countries, primarily because of traditional attitudes about "appropriate" occupations for women and men. This is particularly true in the construction sector, where it is believed that women either cannot or do not wish to engage in manual labor. Ensuring participation of women in meetings where public works are designed and selected, including

capacity-building activities that specifically develop women's technical and leadership skills, and the provision of equal wages should be cornerstones of such investments.

G. Access to safe shelter

As the frequency and intensity of extreme climate events are expected to increase with global warming, responses to flood and cyclone hazards are likely to require increasing numbers of people to evacuate their homes in seek of safe shelter. Studies have shown that women are often reluctant to use emergency shelters, and there are frequent examples of women refusing to use emergency shelters due to either design concerns or because of their bad experiences from the past²³³. This is often because basic gender needs like separation toilet facilities, dedicated space for women, and private space for pregnant woman and nursing mothers are rarely factored into the design and management of emergency shelters. Evidence shows that women and girls are at greater risk of gender-based violence (GBV), including sexual harassment and domestic violence during emergency situations and in the aftermath of disasters in part because of poor emergency-shelter design and inadequate coordination by disaster responders^{234,235}. In countries such as Papua New Guinea, Pakistan and Vanuatu where GBV, including domestic violence is already pervasive even before emergencies, insecure physical environments resulting from environmental shocks adds further risks for women. In **Vanuatu**, UN Women reported that domestic violence increased by 300% after two tropical cyclones in 2011²³⁶. In **Pakistan**, Oxfam estimated that levels of threats, harassment, community-level disputes and domestic violence in Pakistan all increased during emergencies, and one of the major reasons for the increase in domestic violence during emergencies were said to be lack of proper shelter²³⁷.

CRPP supported investments in safe shelter must therefore ensure that shelter design includes features that respond to specific needs of women, and increases their access. Collecting sex-disaggregated data as part of initial assessments and ensuring that women of all ages, including those from marginalised groups, are properly engaged to understand their concerns and needs and that designs respond accordingly. As such women should be involved at all stages of the shelter programme, including settlement planning, beneficiary selection, design and implementation of all shelter activities. Women should also be equally represented in governance structures such as shelter or community committees, to support empowerment through participation and addressing gender norms in terms of decision-making. Disaster preparedness and evacuation planning must also take into account women's specific situation and ensure that appropriate measures are included.

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