Gender Assessment of Eswatini’s Existing Climate Planning, Policy, and Reporting Instruments and Mechanisms Undertaken to Identify Strengths and Weaknesses
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Introduction

Over the past few decades, Eswatini has laid a policy and legislative foundation for the advancement of gender equality across institutions and sectors. Notably, Eswatini has committed to a number of international and regional instruments to promote gender equality, including ratifying the Beijing Platform for Action (BPfA) in 1995, ratifying both the Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW), and the International Convention on Social, Economic and Cultural Rights in 2004, and in 2012 ratifying both the Protocol to the African Charter on Human and Peoples Rights and on the Rights of Women in Africa (Maputo Protocol), and the Southern African Development Community Protocol on Gender and Development.

The national gender machinery was established in 1996 as the Gender Coordination Unit in the Ministry of Home Affairs. In 2014, it was renamed the Department of Gender and Family Issues. The department’s mandate, among others, is to ensure state obligation on international legal instruments by mainstreaming gender in national development policies, legislation, programs and projects across government, civil society, and private sectors. With its current strategic placement within the Deputy Prime Minister’s Office, and with a national policy and legislative framework that is conducive to the realization of gender equality, institutionalization of these commitments has progressed.

One reflection of this progress is the development of the National Gender Policy in 2010 (currently under review) covering many of the critical areas of concern in the BPfA, including a section on environment and natural resources. Advancing gender equality and progressing environmental management are increasingly linked to the achievement of sustainable development. These links are anchored in global framework agreements such as BPfA and CEDAW, which promote women’s rights, empowerment, and gender equality within the context of sustainable development, environmental management, and now climate change. Addressing gender equality and women’s empowerment has been elevated recently in the climate agenda, becoming a key aspect under the United Nations Framework Convention on Climate Change (UNFCCC). This includes multiple decisions to enhance gender equality, along with the 2014 UNFCCC adoption and 2019 extension of the Lima Work Program on Gender and its Gender Action Plan (GAP). At the national level, this has translated to increasing recognition that gender equality is an essential element of effective, sustainable climate policy planning and action.

OBJECTIVE

Under the auspices of the NDC Partnership’s Climate Action Enhancement Package, Eswatini is taking initiative to strengthen its focus on gender equality as it revises and enhances its nationally determined contribution (NDC). Overall, mainstreaming gender in the NDC is happening through the concurrent processes of various implementing partners. This gender assessment of existing climate and development planning, policy, and reporting instruments and mechanisms is the initial step in the process of integrating gender into Eswatini’s NDC. This report provides information on the existing policy and planning framework in order to build awareness of the need for and accessible entry points to enhance gender integration in the NDC and climate-relevant policies, planning, and implementation mechanisms. The report should also inform all other activities across sectors that are part of the NDC revision process in Eswatini to ensure gender issues are comprehensively addressed through the revised NDC.

METHODOLOGY

This assessment was conducted through a desk review of the existing and available climate-relevant policies, strategies, and reporting documents against the analytical framework of gender mainstreaming criteria. (See Table 1 below for list of criteria and Appendix A for a description of the criteria.) This framework for analysis was used to identify strengths and weaknesses of different areas of gender integration in the reviewed climate documents.

Gender and sustainable development documents were also collected and reviewed using the framework to examine the inclusion of climate change, and/or linkage between climate change and gender in these documents. This review looked at the following policy, strategy and report documents:

- National Development Plan (NDF) 2019/20–2021/22 Strategy
- National Gender Policy (NGP) 2010
- National Social Development Policy 2010
- Voluntary National Review (VNR) 2019
- Common Country Analysis (CCA) 2020
- Progress report on the implementation of the Beijing Declaration and platform for action
**Table 1. Assessment Criteria**

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<th>Criteria</th>
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<td>Overarching commitment to integrating gender</td>
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<td>Integrating gender in institutional arrangements for climate change</td>
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<td>Stakeholder engagement with consideration of gender</td>
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<td>Gender data and analysis to inform gender-responsive climate initiatives</td>
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<tr>
<td>Use of gender analysis and/or sex-disaggregated data to inform climate planning</td>
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<tr>
<td>Development of gender-responsive implementation plans or strategies</td>
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<td>Specific gender action plan or strategy developed</td>
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<td>Capacity development, knowledge sharing, and awareness on gender and climate</td>
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<td>Gender expertise</td>
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<td>Gender in communication strategies and processes</td>
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<tr>
<td>Gender-responsive financing or budget</td>
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<tr>
<td>Establishment of M&amp;E systems that integrate gender considerations</td>
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*Source: Adapted from NAP GN.*

- CEDAW Combined initial and second periodic reports of Swaziland 2012
- National Climate Change Policy 2016
- Intended Nationally Determined Contribution (INDC)
- UNFCCC National Communications (NC1, NC2, NC3)
- Technology Needs Assessments (TNAs)
  - Adaptation
  - Mitigation
- Sendai Framework for Disaster Risk Reduction
- UN Convention on Biological Diversity (CBD)
- National Biodiversity Strategy and Action Plan (NBSAP) 2016–2022
- National Forestry Policy
- National Water Policy 2019
- National Emergency Response, Mitigation and Adaptation Plan (NERMAP) 2016–2022
- National Disaster Risk Management Policy 2010
- Comprehensive Agricultural Sector Policy 2005
- National Food Security Policy for Swaziland 2005
- Irrigation Policy 2005
- Climate Smart Agriculture Policy 2019
- National Energy Policy 2018
- Energy Efficiency and Conservation Policy 2019
- National Transport Policy

Appendix B provides a detailed review of the findings for each of these documents against the analytical framework.

This assessment of policy documents and reports was supplemented with and validated by interviews and discussions with key public and civil society stakeholders. Twenty-five stakeholders were identified and invited to participate in virtual consultation sessions to provide insights into how the policy commitments to gender are playing out in practice in Eswatini. A guiding questionnaire was designed for conducting consultations, with nuanced differences in questions depending on the sector and level of engagement (i.e., gender vs. climate, and national or local-level). Seven stakeholders were consulted (see Appendix C for a full list of invited stakeholders, and stakeholders interviewed) who provided insightful details on the implementation of the policy framework, as well as insights into challenges and persistent gaps for realizing gender equality within climate-relevant sectors.

The information collected from this dual methodology was collated and synthesized to provide an overall assessment of Eswatini’s policy framework and enabling conditions with recommendations for action to enhance gender equality in the policy framework, setting the stage for gender-responsive NDC implementation. The authors shared the first draft of this report with the key informants interviewed for this assessment. After incorporating their feedback, the authors
conducted a webinar on December 2 (see Appendix D for the agenda and Appendix E for the participant list) to gather input from a wider group of stakeholders, including government representatives participating in the NDC process. This final report captures the additional feedback gathered during that webinar, which informed a refined set of recommendations for further strengthening the integration of gender equity in the NDC and the broader climate policy landscape.

Assessment Findings: Strengths, Challenges, and Recommendations

OVERALL FINDINGS

This review found that Eswatini has made considerable progress on integrating gender across its policy framework. The gender machinery’s reach has extended from national development policy and planning, to the establishment of the National Gender Policy, and into nascent climate policy documents to set the stage for the realization of gender equality for all emaSwati.

This assessment, however, finds that gender mainstreaming is less developed in Eswatini’s priority environment and natural-resource sectors as compared to other sectors in overall national development planning. Likewise, the National Gender Policy (NGP), while cognizant of natural resource and environment issues, makes no reference to climate change. Similarly, the sustainable development reports reviewed contained no direct reference to linkages between gender and climate change in either Sustainable Development Goal (SDG) 5 on gender equality, or SDG 13 on climate change (details provided by policy in Appendix C). Reporting on SDG 13 in the 2019 report on the Voluntary National Review (VNR) makes a small note of social elements, including consideration of indigenous knowledge in management of disaster risk reduction (DRR) and the recognition that vulnerability is a social construct.

Where integration of gender in climate change policies and the NDC does exist, it is limited in depth and detail. Additionally, this assessment notes a lack of sector-level coherence across the various climate-related policies, minimizing awareness and cross-sectoral support and reinforcement of women’s rights. For example, gender is well integrated into the National Water Strategy, and the National Climate Change Policy contains a cross-cutting gender strategy. However, it does not weave this strategy into the water strategy contained within the National Climate Change Policy. Additionally, gender equity targets within the national development framework have not been leveraged to enhance the climate agenda.

Still, international and national-level processes on climate change do appear to be prompting an increase in the scale of ambition and commitment to addressing gender issues within climate-related policies and the NDC. The National Climate Change Policy does, for example, include gender as a subsection in the section titled “Means of Implementation” and signals a need to strengthen the capacity of the national climate machinery to implement gender-responsive climate actions. This wider commitment to gender was also found in the language of other national sectoral policies, including water, agriculture, and energy. The inclusion of gender as an overarching commitment, paired with references to gender in each of these sector policies, creates the enabling conditions to facilitate implementation plans that have the potential to advance both gender equality and climate-change commitments.

Additionally, the overarching statements in the National Climate Change Policy point to priority actions for advancing gender equality, such as including a gender perspective and engagement of women in all planning and implementation; strengthening collection and dissemination of data and information on gender and climate change linkages; changing legislative frameworks to eliminate entrenched gender biases and inequalities; and developing tools, procedures, and processes that facilitate the integration of gender throughout climate policy, planning, and programming.

This report includes an outline of key approaches to address gender inequalities that, if thoroughly and effectively implemented, could lead to sound progress on the challenges identified in this assessment. Implementing the recommendations is also in alignment with many of the UNFCCC Gender Action Plan key areas for reporting and accountability on gender equality and action by parties and will contribute to implementation of and reporting on the 2030 Sustainable Development Agenda.
FINDINGS BY GENDER MAINSTREAMING CRITERIA

This section provides an assessment of the overall effectiveness of Eswatini’s climate-related policies within each of the priority areas for gender integration. These categories are used to summarize the strengths and challenges identified in the desk review and consultations per the gender mainstreaming criteria in Appendix A. These are followed by a set of recommendations aimed at propelling deeper, broader, and more cohesive action on gender equality across the landscape of climate-change policies in Eswatini.

Overarching commitment to integrating gender

**Strengths**

**Gender equality commitments and recognition as cross-cutting:** A commitment to mainstreaming gender is prevalent across sectors and policies and especially in recent development planning processes. These commitments often recognize the cross-cutting nature of gender, predominantly focused on addressing widespread inequalities like poverty, to which gender is an intersectional dimension and a contributing factor. This is also supported by statements woven throughout the climate-related policies reviewed, which recognize gender equality as an essential element of sustainable development, providing some coherence with the international sustainable development agenda and recognizing the salience of gender in national development planning.

**Challenges**

**Elaboration of gender mainstreaming commitment:** Gender considerations are woven throughout the portfolio of national development and climate-relevant planning documents. As noted earlier, gender is characterized as a guiding principle of sustainable development quite often in the documents reviewed. However, policies rarely include actionable measures, target indicators, or reporting requirements, thus limiting their effectiveness.

**Institutionalization and coherence across policies and reporting:** Recent climate-relevant policies reflect explicit evidence of mainstreaming gender with strategic inroads to enhance various approaches (e.g., analyses, engagement of gender specialist). However, gender is not consistently integrated across all NDC priority policies, missing the opportunity to reinforce gender equality across the priority climate-related sectors. Reporting on implementation of policies often lacks attention to gender issues, stunting the ability of the government to track progress on gender mainstreaming efforts, gender equality targets, and alignment and compliance with international mechanisms such as the SDGs and the UNFCCC GAP.

The rapid acceleration of gender integration efforts across Eswatini’s policy landscape seems to require a level of knowledge and skill that is not yet fully developed within the various technical units of the government. These efforts are commendable but may require additional staff capacity and a central coordinating unit to achieve the intended outcome of consistent, actionable, measurable, and impactful changes on gender equality.

**Recommendations**

* Ensure that the gender-related commitments that have been made at the international and national level are consistently included in all climate-related policies and their associated implementation plans.
* Develop and disseminate a set of guidelines with clear expectations for how each climate-related ministry is to integrate, track, and report on gender. These guidelines should align with the UNFCCC gender action plan and the broader set of national gender policies and strategies.
* Engage the national gender machinery to support the climate-related sectoral ministries in strengthening integration of gender into their policies and implementation plans and building their capacity to effectively manage, monitor, and report on those plans.
* Ensure that NDC coordinating mechanisms (and stakeholder networks like the Climate Change Coalition of Eswatini) engage gender machinery, as well as gender experts and women’s organizations to build coherence on gender.
* Increase coordination of gender integration among climate-related ministries and their supporting partners via the NDC Revision Coordination Team.

Integrating gender in institutional arrangements for climate change

**Strengths**

**Positioning of the gender machinery and gender focal points:** Establishing and promoting gender equality at the highest levels of the government is evident through specific mandates and strategic positioning of the Gender and Family Issues Department in the Deputy Prime Minister’s Office. This demonstrates political will and interest, which is necessary to influence additional action and allocate resources to strengthen strategic planning and implementation of gender activities.
The gender focal point system is another indication of the effort to institutionalize gender and provides a landscape to build capacity and mainstream gender comprehensively across institutions.

**Challenges**

**Engagement and capacity of gender machinery:** The gender machinery provides a strong foundation for gender mainstreaming across government policies, however, the Department of Gender and Family Issues requires additional technical, human, and financial resources to be able to engage more fully across the government processes to deliver on its mandate. The gender machinery has begun to engage in the NDC process with invitation to review documents and participate in processes. The director of Gender and Family Issues has been able to support intermittently as invitations have been sporadic and last minute, and the department has limited capacity to effectively engage in terms of time and knowledge on climate-change sectors and issues. The well-intended gender focal point system is, unfortunately, largely defunct and therefore unable to support this effort. This is because the focal points who were trained in the 1990s have transitioned out of the public sector and into retirement. Without the staff time and additional resources to identify and train new focal points, the department has not been able to maintain coordination.

**Recommendations**

- Develop, circulate, and apply a set of standard operating procedures for when and how to engage the gender machinery in climate-related processes, such as the Technical Advisory Group and NDC coordination team.
- Strengthen the capacity of the gender machinery to effectively apply national commitments to gender equality across the landscape of climate policies and plans. This includes making funds available to both hire and train staff with knowledge on climate change and the intersection with gender issues, facilitate stronger relationships among the gender and climate ministries, and apply accountability mechanisms to both ministries for achieving the national commitments on gender. Identify the specific barriers to realizing the gender focal point system so that remedial measures may be enacted.
- Look to best practices within Eswatini on focal point systems. The government should designate gender focal points across ministries and support them with capacity building to engage and report on gender planning and implementation across sectors and for the priority sectors of the NDC.

**Stakeholder engagement with consideration of gender**

**Strengths**

**Civil society engagement:** Eswatini has an active civil society network supporting women’s engagement in community and national processes, initiatives to strengthen women’s empowerment, and advocacy efforts to advance gender equality. Stakeholder consultations revealed that these civil society and international NGOs are coordinated on gender equality issues in national development planning processes and stakeholder engagement, particularly in regard to sectors such as gender-based violence, health, and education and are beginning to learn more about and to engage more in climate-related sector processes.

**Women as beneficiaries:** The review found that framing of women within the policies often is focused on vulnerability, but some sectors have moved beyond women as vulnerable and positioned them as beneficiaries of initiatives. This is seen in the National Development Plan (NDP), the National Water Policy, and in discussions for the technical needs assessment on adaptation. These policies acknowledge that barriers have historically existed for women to participate in sector and climate planning and decision-making, consequently preventing women from receiving benefits from climate initiatives. The national climate change, water, and irrigation policies and reporting on the United Nations Convention of Biological Diversity and Sendai Framework for Disaster Risk Reduction both reference women’s engagement and the expectation of equitable distribution of benefits, which are needed to achieve both sustainable development and climate-change outcomes.

**Challenges**

**A narrow and generalized focus on women:** Whenever women are discussed, sociocultural and socioeconomic nuances are homogenized and generalized. This referencing to women misses the root causes of disparities, which may lie at the intersection of multiple factors of identity such as LGBTQI status, wealth, class, ethnicity, and race, and leads to ineffective approaches to protecting women as a vulnerable group, much less to advancing gender equality.

**Women as stakeholders:** Civil society engagement is generally a strength in Eswatini. However, sparse evidence exists from this assessment that climate-change policies were developed through diverse stakeholder participation. Key informants noted that women’s rights groups, women’s organizations, and community representatives were particularly absent from climate planning processes, with
limited engagement of the gender machinery in these processes as well. There is also no indication from stakeholders that the authors consulted that engagement of women and community groups is a priority in the development or implementation of climate-related projects, validating findings from the review of policy documents and reports.

**Seeing women as agents of change:**
Although the transition from positioning women as vulnerable to seeing them as beneficiaries in policies is an improvement, recognizing women as stakeholders in decision-making and active agents of change diminishes the identity, role, experiences, and expertise that women as diverse individuals and groups provide to solving climate-related challenges. Women’s distinct vulnerabilities must be recognized but through an intersectional lens that differentiates by other socioeconomic factors like age, race, and class. However, women from this range of groups must also be enabled to participate in planning and implementation efforts and afforded opportunities to engage in decision-making processes. A narrow and generalized focus on the vulnerability of women can limit women’s human rights and their equal engagement as stakeholders, participants, and decision-makers in the fight against climate change. Additionally, efforts to reduce and adapt to climate change may be hindered without the contributions of women.

**Achieving gender balance:** Multiple policy documents include and emphasize the importance of working toward and achieving participation that is gender-balanced. Diverse and equitable participation and representation is indeed a critical aspect of mainstreaming gender and achieving gender parity. Notably, the National Climate Change Policy includes a reference to engage women, youth, and vulnerable groups in decision-making processes. However, references to gender balance were found to be vague and only sometimes connected to participation in decision-making processes and/or institutional arrangements for climate-relevant processes. Although some of the climate-change reporting reviewed indicates that there is progress in achieving gender balance in decision-making relevant to climate change and consultations indicated that there is increasing representation of women’s groups and leaders in processes around the NDC, the assessment found that this focus on gender balance is regarded by non-gender experts as synonymous with gender equality. Therefore, the policies do not go beyond gender balance in either considerations to increase parity in various levels of participation (e.g., at the local or national level), nor the different needs of women and men to facilitate spaces conducive for women’s active engagement in climate-related processes.

**Recommendations**
- Develop and engage a roster of national gender experts. Conduct a mapping exercise to identify the various organizations working on women’s rights and gender equality, noting their specific areas of interest and expertise. Engage with this network to identify opportunities where they may lend their expertise and insights to strengthen gender integration in addition to bringing a gender perspective to stakeholder meetings. They may also be engaged to conduct gender analyses, design NDC sector gender action plans and indicators, or facilitate capacity-building sessions on gender.
- Conduct public outreach about climate-change policy processes and means for engagement, targeting historically marginalized groups, including women. Offer opportunities to learn about the issues and to engage in decision-making processes.
- Revise the language in the NDC and climate-related policies and plans to recognize women as equal stakeholders and agents of change in climate-change processes.
- Work toward achieving gender balance in climate-change decision-making processes and implementation of initiatives (e.g., project teams and local level stakeholders or beneficiaries involved). In doing so, ensure consideration of the differentiated needs and spaces necessary for this balance.

**Gender data and analysis to inform gender-responsive climate initiatives**

**Strengths**

**Addressing cultural and historical gender inequality issues:** Gender in Eswatini is prioritized in national sustainable development policies and actions in sectors historically focused on closing gaps in women’s marginalization and vulnerability, with an emphasis on ensuring their safety and security. These sectors, such as education, maternal health, gender-based violence, and economic empowerment, are referenced prominently throughout reviewed gender and sustainable policy documents and, evidently from consultations, are the strongest sector in which the government is supporting gender-responsive action, including data collection and analysis. These also are the prioritized sectors of the gender machinery and women’s organizations in Eswatini, where they have the experience and capacity to lead in integrating learning from these sectors into and across climate sectors. More recently, research and advocacy linking climate-change impacts to challenges in education, maternal health, land rights, and gender-based
assess the evidence of good practices for gender issues, and require NDC supporting partners to conduct gender analyses. Develop or enhance national systems for integrating climate change and gender equality, and consult with climate initiatives. Without this information, issues cannot be prioritized; and capacity building efforts may not be customized to address priority concerns.

The limited availability of data, analysis, and evidence on gender issues may be one reason that gender inequalities have not been articulated in climate-related sector policies. Without data collection and analysis of contextual issues in Eswatini, providing clear evidence of the linkages between climate change and gender equality, there will continue to be limited input of action and results. As a step in the right direction, the National Climate Change Policy and the third National Communication to the UNFCCC both reference the need to conduct gender analyses, and consultations indicate that a gender analysis is under way to provide input to the Biennial Update Report.

Recommendations
- Use the forthcoming gender analysis (mentioned earlier) to inform policy revisions across the NDC-priority sectors to make them more responsive to the identified issues.
- Develop or enhance national systems for routinely collecting, storing, analyzing, and sharing sex-disaggregated data.
- Require NDC supporting partners to conduct gender analysis to inform the design of their plans and initiatives.
- Assess the evidence of good practices for gender integration and achieving outcomes from sectors where gender has been comprehensively integrated (e.g., health, education, land rights, water, agriculture) to inform NDC sector practices.

Capacity development, knowledge sharing, and awareness on gender and climate

Strengths
Recognizing the need for capacity building: In the climate-specific policy documents where there is increasing commitment to gender, there is often also the recognition that capacity building is needed to adequately advance gender-responsive planning and effectively implement the commitment. This language is found in the national energy and water policies and in the National Emergency Response, Mitigation, and Adaptation Plan (NERMAP). The water and irrigation sectoral policies also identified the need to build the capacity of women on sector-specific issues and opportunities. However, this recognition that there is a need for capacity building remains a strength only if efforts to build capacity are put in place and supported by budget and time allocation of public entities, as well as accountability mechanisms to manifest gender-responsive outcomes.

Cross-sectoral approach and learning: As highlighted earlier, the sectors historically prioritized for gender equality have been referenced in the National Climate Change Policy and briefly in the third National Communication to the UNFCCC. Weaving these intersecting social issues, including poverty, education, youth, health, nutrition, HIV/AIDS, and urbanization, into the climate change agenda creates an intragovernmental approach that is coordinated around the NGP.

Bolstering this approach is evidence that these more traditional development sectors are also reporting on climate change. For example, the 2019 VNR report on sustainable development stated that the revision of the educational curricula across grade levels is inclusive of climate change. The report remarks on the importance of this integration of climate change in the education sector as critical to advancing public awareness and knowledge of climate change. However, no specific information was available for review on whether curricula are inclusive of socioeconomic dynamics, issues, and impacts as climate change stands to upheave persistent imbalance and inequities. Still, this assessment finds this reporting and leadership on integrating climate change in national curricula impressive because this is not yet a common inclusion (or reported) element in climate change and NDC processes.

Intersectionality: Reference to intersectional dimensions (e.g., age, race, income, ability) of gender and social issues are included in national development planning policies (and reporting
in the Common Country Analysis (CCA)), and increasingly in climate-relevant policies. The references in these policies note the additional burden and vulnerability that certain people may face from climate change due to marginalization in policy and decision-making, particularly youth and disabled individuals and women. Marginalization due to sexual orientation and gender identity is also reported to be affecting the resources and services available for individuals and groups in the most recent 2020 CCA, indicating a widening perspective and recognition of intersectional identities to consider. Although considerations for girls and boys, girls of marriageable age, and disabled women and men are indicated in the different policies, consultation with stakeholders revealed that statements do not always move beyond the policy paper into action. Still, recognition of the differential impacts of climate on different socioeconomic groups of people lays a foundation for designing inclusive climate actions that could reduce gender and social disparities and build resilience in the country’s most vulnerable people.

**Challenges**

**Collective awareness:** The majority of the aforementioned challenges stem from limited knowledge and understanding of the interconnections between gender issues and climate change, which produces a lack of interest in addressing them in the NDC and, more broadly, throughout the climate-relevant sectors. Lack of awareness of and interest in gender issues stems not only from a lack of data, but also minimal communication and outreach about these issues and the government’s expectations that they be addressed through climate initiatives.

**Tools and resources:** The lack of data, paired with minimal understanding and awareness of gender issues in climate-related sectors, has led to a dearth of guidance and resources to facilitate effective integration of gender into the policies and plans of the climate sectors. Outlined in the Technology Needs Assessment on Adaptation (TNA), there are specific and gender-differentiated needs to be met. The water policy, likewise, states that as part of implementation, gender-sensitive technologies will be introduced to foster increasing women’s participation in the water and irrigation sector. However, resources and technical support are needed to support these commitments.

**Recommendations**

- Commission and require a basic level of gender training for all staff in climate-related sectors.
- Require and allocate adequate budget for the engagement of women in climate-related actions, providing the necessary training on the technical issues for them to be able to meaningfully participate and contribute.

- Leverage learning from sectors that have historically focused on gender issues, such as health and education, to inform climate sector planning and implementation; use sex-disaggregated data to identify gaps and disparities; use gender analysis to target entry points and tailor gender-responsive approaches.

- Develop a communications and outreach plan to disseminate news, policy updates, guidance notes, good practices, and case studies on gender and climate change to relevant ministries and their partners.

- As part of this communication strategy, consider sharing learning on gender and climate change across all of the relevant sectors through various means, such as the development and dissemination of case studies; highlighting this work during workshops, conferences, and newsletters; or other means typically used to reach staff with information updates.

**Gender-responsive financing**

**Strengths**

**Differential needs:** The National Climate Change Policy acknowledges the fact that emaSwati are not homogenous and therefore have different needs, necessitating differentiated support mechanisms and means of implementation. As such, the climate policy states, that climate financing mechanisms be designed to accommodate these differential needs and reduce disparities, a relatively impressive recognition of the diversity and need for support among different groups in climate financing.

**Climate financing and readiness proposals:** Eswatini included that gender mainstreaming actions—such as the criteria included in this assessment, gender analysis, specific action plan, and capacity building—would be part of the projects in different proposals reviewed for climate financing mechanisms. This includes actions such as gender analyses, sex-disaggregated data, gender-responsive budgeting, and diverse engagement and participation of stakeholders. These actions were particularly well developed in the National Adaptation Plan (NAP) Readiness Proposal to the Green Climate Fund.

**Challenges**

**Gender-responsive budgeting** is scarce across the sectoral policies. The NERMAP, Irrigation Policy, and SEforAll Country Action Plan are the only documents found to include a budget allocation for gender mainstreaming activities. The review also did not find evidence of established processes to support gender-responsive budgeting. Stakeholder consultations confirmed this finding. In
addition to the inclusion of gender mainstreaming criteria in the NAP Readiness Proposal, that document acknowledged that without adequate financing to address gender-related challenges, those gaps will remain a potential hindrance to achieving the country’s climate-change targets.

**Recommendations**
- Adopt gender-responsive budgeting practices across climate sectors and national development planning more broadly.
- Put checks in place to ensure that gender actions within climate-related initiatives are adequately funded.

**Monitoring and evaluation systems considerate of gender**

There are very few indications across the landscape of climate policies that gender considerations or progress on social determinants for equality will be monitored, evaluated and reported on beyond what is found in the SEforAll Action Plan and Aichi Biodiversity Targets under the CBD. The lack of available data and information on gender in the climate sectors may be a factor contributing to this oversight. Still, devising a clear set of evidence-driven targets, tracked through a rigorous monitoring and evaluation (M&E) system is needed to ensure accountability to the growing set of commitments that Eswatini is making on gender and climate change.

**Recommendations**
- Identify key indicators of progress on gender and social within the NDC priority climate sectors and require teams working in those sectors to collect data to inform those indicators.
- Ensure that all people-level indicators used in NDC priority sectors are disaggregated by sex and other socioeconomic factors.
- Develop a central repository for NDC M&E data and allow for open access to this data to facilitate use across sectors.
- Report on gender integration and progress to mainstream gender as well as results toward the UNFCCC GAP.

**Moving Forward**

The recommendations contained within this report are intended to guide and strengthen the efforts of the Government of Eswatini in developing a gender-responsive NDC and establishing the policy and planning framework and machinery to facilitate effective implementation that will lead to advancements in both gender equality and climate outcomes.

To facilitate this effort, we recommend that the Government of Eswatini adopt a multi-channel approach, integrating gender across its NDC process facilitated by the government, and in coordination with civil society, the private sector, and the public. The following recommendations are aimed at establishing the enabling conditions for the earlier set of recommendations to be actionable.

- Designate a coordinating body to mitigate against duplication of efforts across the various entities, ensure efficient allocation of resources, and facilitate knowledge sharing.
- Harness the data and information gathered through the assessments conducted to develop a gender-responsive NDC so as to inform the design of an implementation plan that effectively addresses gender issues across the relevant sectors as stated in the NDC.
- Dedicate adequate funding to hire a gender and climate expert to coordinate and support implementation of the NDC implementation plan across priority sectors to ensure gender-responsive outcomes.

These measures will ensure that the Government of Eswatini maintains momentum as a leader in integrating gender across the NDC process and into implementation of climate actions.

- The Deputy Prime Minister’s Office’s Department of Gender and Family Issues and the Ministry of Tourism and Environmental Affairs’ Department of Climate Change should formalize their collaboration on gender and climate change and spearhead the climate-change and gender equality initiative in the country through a collaborative approach, with designation and support of ministerial or department gender focal points.
# Appendix A. Framework for Analysis of Gender Integration

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<th>CRITERIA OF ASSESSMENT</th>
<th>WHAT EVIDENCE ARE WE LOOKING FOR?</th>
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<tr>
<td>Overarching commitment to integrating gender</td>
<td>Mention in the preambular text, objectives, or priority areas of a commitment to integrating gender in the NDC and/or the climate process more broadly</td>
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<tr>
<td>Integrating gender in institutional arrangements for climate change</td>
<td>Reference in the description of activities to the establishment of coordination mechanisms for the NDC or document that include the ministry or department responsible for gender</td>
</tr>
<tr>
<td>Stakeholder engagement with consideration of gender</td>
<td>Reference in the description of activities to participatory processes or stakeholder engagement with consideration of gender balance and/or participation of women’s groups</td>
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## GENDER DATA AND ANALYSIS TO INFORM GENDER-RESPONSIVE CLIMATE INITIATIVES

<table>
<thead>
<tr>
<th>CRITERIA OF ASSESSMENT</th>
<th>WHAT EVIDENCE ARE WE LOOKING FOR?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Use of gender analysis and/or sex-disaggregated data to inform climate planning</td>
<td>Reference in the description of activities to gendered vulnerability assessment, gender analysis and/or sex-disaggregated data as an input to climate planning or decision making</td>
</tr>
<tr>
<td>Development of gender-responsive implementation plans or strategies</td>
<td>Reference in the description of activities to implementation strategies that explicitly reference gender considerations</td>
</tr>
<tr>
<td>Specific gender action plan or strategy developed</td>
<td>Reference existence of gender action plan with laid out objective, strategy, and outputs for sectoral documents or policies</td>
</tr>
</tbody>
</table>

## CAPACITY DEVELOPMENT, KNOWLEDGE SHARING, AND AWARENESS OF GENDER AND CLIMATE

<table>
<thead>
<tr>
<th>CRITERIA OF ASSESSMENT</th>
<th>WHAT EVIDENCE ARE WE LOOKING FOR?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capacity development on gender and climate</td>
<td>Reference in the description of activities to training or other capacity-development activities that specifically mention the gender dimensions of climate or sector (not just trying to have gender-balanced participation in such activities)</td>
</tr>
<tr>
<td>Gender expertise</td>
<td>Reference to hiring a consultant, staff, or expert network focused on gender to act as part of the team, or provide support in implementation (with budget attached)</td>
</tr>
<tr>
<td>Gender in communication strategies and processes</td>
<td>Reference to consideration of gender issues or dynamics in communication strategies and outreach materials</td>
</tr>
<tr>
<td>Gender-responsive financing or budget</td>
<td>Reference in the description of activities to gender-responsive budgeting, development of funding proposals, or financing strategies integrating gender or other finance-related activities where gender is specifically mentioned</td>
</tr>
<tr>
<td>Establishment of M&amp;E systems that integrate gender considerations</td>
<td>Reference in the description of activities to gender-responsive M&amp;E systems, sex-disaggregated indicators, or other aspects that illustrate integration of gender in M&amp;E systems</td>
</tr>
</tbody>
</table>
Gender Assessment of Eswatini’s Existing Climate Planning, Policy, and Reporting Instruments and Mechanisms Undertaken to Identify Strengths and Weaknesses

Gender Assessment of Eswatini’s Existing Climate Planning, Policy, and Reporting Instruments and Mechanisms Undertaken to Identify Strengths and Weaknesses

Adaptive capacity that women face and, notably, the need for additional support to maintain progress made. Markedly, the policy is limited to notions of gender balance, while identifying women as vulnerable rather than active participants and stakeholders. This framing limits the integration of gender-responsive action toward gender equality in climate-change policy, planning, and implementation.


The National Development Strategy (NDS) of 1997 provides a guide for strategic socioeconomic development of the country over a 25-year period. It aspires to drive the country into the top 10 percent of the medium human development group of countries through sustainable economic development, social justice, and political stability. Underlying the vision of the NDS is a focus on the quality of life, of which poverty eradication, employment creation, gender equity, social integration, and environmental protection are indicated as critical components toward achieving the vision.

The NDS includes gender as a key sectoral strategy, along with disadvantaged groups, outlining the following focal areas aimed at eliminating gaps and offering equal opportunities regardless of gender: institutional strengthening, legislation, awareness, transparency, and the family. Additionally, gender considerations and differentiated issues and strategies are included across sectoral areas and objectives, including public-sector management planning, rural development, population, health and social welfare, and environmental management. Among these, strengthening census data-collection methodology and gender-disaggregated information is chiefly expressed.

Environmental management is also included as one of the eight key macro strategic areas of the NDS toward achieving its vision, but the NDS does not make reference to gender equality under this section. However, under the physical infrastructure sectoral area of environment, gender is included as a strategic objective, which includes: “Ensuring a gender dimension in environmental management,” and impetus to “involve women actively in environmental decision-making at all levels.”

Appendix B. Detailed Policy Review

National Climate Change Policy 2016

Eswatini’s National Climate Change Policy acknowledges the gender differentiated issues and impacts of climate change, recognizing that women are disproportionately affected, due to their role and dependence for livelihoods on the environment. This reference, as well as women’s management of natural resources providing invaluable knowledge pertaining to climate adaptation, mitigation, and resilience strategies, is included in a section on gender in the strategy. With gender as a subsection in the section titled “Means of Implementation,” this indicates an overarching signal of the need for referencing gender, in coherence with UNFCCC and the integrated approach referenced elsewhere with the Rio Conventions. The gender section concludes with robust overarching policy statements:

1. Integrate gender perspectives and involvement of women in the development, planning, and implementation of climate-change adaptation and mitigation actions.
2. Collect, collate, and disseminate information on the differential impacts of climate change across genders.
3. Address the underlying causes of gender inequality through legislative reforms and awareness raising.
4. Develop, compile and share practical tools, information and methodologies to facilitate the integration of gender into all climate change-related policies, programs, and plans.

While the content in the section on gender includes thoughtful consideration and indication of gender-responsiveness to be included comprehensively in climate change planning, policy, and activities, there is limited mention of gender considerations in sector-specific areas of the policy. Strengthening inclusive stakeholder engagement to enhance institutional arrangements with respect to gender and vulnerable groups is included, as well as reference under the health and climate finance sections to the disproportionate impact and limited
National Development Plan 2019/20–2021/22 Strategy

The three-year (2019–2022) NDP focuses on economic recovery and good governance, with a stated strategic goal or national outcome of enhanced social and human capital development (Outcome 3). Within this outcome, women (along with youth, people with disabilities, and other vulnerable groups with special needs) are focused on as central beneficiaries of “quality education and health care services as well as other quality services.” Gender balance is noted as needing to be increased in this regard, but not in any reference to roles or decision-making.

Gender, disability, youth, and family issues are discussed elsewhere in the NDP that recognizes women as a central tenet to the household economy and welfare of families in Eswatini, as well as for leadership in communities and the national economy, referencing the “surest way to improve economic development is the empowerment of women.” The NDP does note, however, that while this is recognized, there are many aspects of society—in cultural, social, economic, and political life—where women remain disadvantaged with multiple inequities affecting access to resources and opportunities and control in personal and community decision-making. As such, Outcome 3 has specific sectoral emphasis on “empowering youth and other vulnerable groups with adequate skills and opportunities,” which includes promotion of women in the workforce and an M&E system for tracking various components to enhance gender equality.

The strategic outcome, well-managed natural resources and environmental sustainability (Outcome 5), highlights the issues related to and impact of climate change, with no recognition of the differentiated gender considerations, although it does integrate social dimensions as a means to strengthen resilience of communities, particularly rural and vulnerable groups. The NDP on natural resources speaks to many physical projects without recognizing diverse stakeholder engagement, decision-making power, or benefits and risks of climate change. It does make a connection between livelihoods specifically in relation to land, and the poor management and policies that have stifled productivity for Swazi people, however, it does not demonstrate inclusion of communities and people in a cohesive manner with other sections on social elements, with no reference made to gender.

In a section on cross-cutting and emerging issues, the NDP does link climate-change resilience and management of associated disaster risks with the need for strategies that “promote gender equality and protect the interests of children and youth, people with disabilities, and the elderly” to ensure preparedness. In relation to this, the only instance within the M&E framework developed to track Outcome 5 is to ensure social protections in disaster risk management plans.

National Gender Policy 2010

The NGP was developed through a consultative process to remove prevailing gender imbalances toward ensuring equitable and full participation of all women and men at all levels and to address their needs. General strategy areas are made in line with enabling conditions for comprehensive gender-sensitive laws and development, including capacity building on gender mainstreaming, advocacy and implementation on gender-responsive budgeting, strengthening the capability and capacity of the Gender Coordination Department, and strengthening development partnerships. The policy follows the identified critical areas of concern from the 1995 Beijing Platform for Action, prioritizing nine thematic areas on which to take action in Eswatini. Included in the thematic areas is environment and natural resources. The policy includes information on the differentiated issues and effect that environmental mismanagement, degradation, and inequitable resource allocation has on women, men, and youth. This thematic policy statement includes the statement that “Government shall ensure that environmental policies, programmes, and action plans take into consideration issues of gender in terms of access, control, and/or of benefits as well as management of the natural resources,” through review and reform of legislation in regard to natural resources and enhancing equitable participation in environmental management. No reference is made to climate change in the NGP.

National Social Development Policy 2010

This Policy, also developed in 2010 includes gender as a cross-cutting issue and as an independent area on gender equality highlighting the contribution gender inequality has on vulnerability of individuals and families. It references the National Gender Policy developed as the guiding approach and interventions. It includes a Policy Statement and strategies to enhance gender equality with specific actions such as development of a Gender Action Plan and gender-responsive approach across all activities.

The Policy makes no reference to climate change.
Voluntary National Review Report 2019

The VNR adopted the theme “empowering people and ensuring inclusiveness and equality” through consultative, participatory stakeholder processes including women and women’s groups, youth, and persons with disabilities. The VNR does not report on SDG 5 on gender equality. However, it notes that the country was on track to meet Millennium Development Goal 3 on gender equality and women’s empowerment, as of 2015. The report also states that through the consultation and review process for the VNR, SDG 5 emerged as a cross-cutting component critical to meeting the priority actions, with climate action identified as both a priority goal and an enabling condition for meeting the prioritized SDGs for Eswatini. The VNR report does highlight in several areas that the process to report, review, and continue implementing the SDGs is inclusive of diverse groups, considering women as a vulnerable group along with youth and people with disabilities. The report also includes specific mention of building women’s empowerment within the health, agriculture/food security, and education sectors.

The VNR does report on SDG 13 on climate action, which is stated as a priority goal, with environmental sustainability identified as a key development strategy along with economic development and the social sector. The report shares that a robust enabling policy environment has been developed around climate change and disaster-risk reduction in line with both the UNFCCC Paris Agreement and the Sendai Framework. The report emphasizes that climate change is already having an impact on the water, agriculture, and food security sectors, is hindering disaster response efforts, and posing barriers to decent work conditions.

The report shares that great effort has been made to mainstream climate and DRR information into the state curriculum across all levels. This supports growing awareness and resilience in the education sector and across the country, with concepts integrated into primary and tertiary institutions, including offering an MSc in Climate Change and Sustainable Development (UNESWA) and a professional certificate on DRR.

In the reporting on SDG 13, there is no linkage made with gender and only a small amount with social elements, including consideration of indigenous knowledge in management of DRR and the recognition that vulnerability is a social construct.

Common Country Analysis 2020

The CCA analyzes the current state of the Kingdom of Eswatini and its standing in regard to previous analyses and priority areas of the country in the NDP. This report indicates that gender equality is considered a right through the Constitution and Bill of Rights, expanding its reach with consideration across governance entities and systems. For the first time to date (of accessible and reviewed documents for this project), the report shares cross-cutting identifiable factors of vulnerability, which include various markers on status but also specifically sexual orientation and gender identity (e.g., referencing lesbian, gay, bisexual, transgender, queer, and intersex (LGBTQI) and nonbinary persons). The CCA also notes that these persons do not wholly have protection against discrimination in the Constitution or domestic laws. This section includes recommendations to Eswatini to increase awareness and understanding, legislation, and measures to adopt and ensure rights and equality, regardless of sexual orientation and gender identity.

Women are included in the groups that have been left behind in development progress, except that the CCA reports great strides made in addressing gender inequalities, with statistical data from gender indices, including the Africa Women Progress Scorecard. Detailed information on the pervasive nature of gender inequalities, both structural and systemic, are included with specific data points on women and men. Elsewhere in the section on vulnerable groups and youth, information is included on girls and boys as well, displaying intersectional data and evidence of issues and progress. The CCA reports that women small-holder agriculturalists make up the majority of the rural agricultural workforce but face specific cultural limitations for increasing productivity and livelihood. No link is made with climate change or the adaptive responses that are needed to address limitations. The CCA reports on the institutional arrangements for gender equality and women’s empowerment in alignment with international mechanisms such as CEDAW, determined by reviewers to be accurate. However, it also identifies the limitations of the gender machinery in regard to inadequate human and financial support that hinders progress toward meeting the mandate of gender mainstreaming.

Climate change, environment, and biodiversity are included in the CCA, which are in line with the NDC priority sectors. Including the same priority NDC sectors demonstrates recognition of the impact that
climate change will have on these sectors and the populace as a whole, from health to livelihoods and social services; however, no information is provided on gender-differentiated aspects and impacts of these climate-relevant sectors.


The Beijing +25 Platform for Action report from Eswatini connects the need to address climate change-related shocks as an integral component to human development and gender equality, making reference to women as a particularly vulnerable group to climate change. The progress report also points to Eswatini’s recognition that multiple cross-cutting factors like gender equality and climate change underlie the poverty of communities and the productivity of various sectors, such as agriculture and water, referencing the National Climate Change Policy of 2016. This awareness of climate change and reporting is indicative of cross-sectoral awareness and potential collaboration among government entities. The report’s discussion on the National Climate Change Policy indicates that the Climate Change Unit within the Ministry of Tourism and Environmental Affairs is prioritizing the participation of women by ensuring their role in decision-making in climate-change adaptation and mitigation planning and development. The report also notes that the Climate Change Unit is responsible for ensuring the participation of women and other vulnerable groups during stakeholder engagement processes.

The report also includes information regarding the NAP process, and states that it will ensure that all activities are not only gender-balanced but also gender-responsive to the differentiated needs and capacities of women and men within the national context. The report states that training is to take place if both women and men are to be engaged meaningfully in national adaptation planning and decision-making. The NAP process is nascent, and no further information on gender integration in the NAP is available. There is no information provided on the prompted question to report on an existing framework for policies on disaster-risk reduction (such as the Sendai Framework report), or on climate resilience, despite the existence of NERMAP and relevant documents.8

CEDAW Combined Initial and Second Periodic Reports of Swaziland 2012

Eswatini acceded to CEDAW in 2004, indicating the country’s recognition of discrimination against women as a problem limiting not only advancing women’s rights and gender equality but also development principles and practice. The combined CEDAW report provides insight into various gender-related discriminations and opportunities in the country, and identifies the process that was emerging at the time to develop the NGP and thematic areas to guide progress. (The CEDAW Committee was established in 2008 and reported in 2012.) This is the only reference made specifically to the environment and natural resources, as the sector is featured as an element included in national planning and reporting; however, as with the NGP, there is no reference to climate change, but the report does mention the droughts that were affecting the country at that time. There is climate-relevant sectoral information on gender inequities and injustices in relation to land rights in regard to access, use, and control and, consequently, the reflection on food security, nutrition, health, and poverty among the women of Eswatini. These inequities are interwoven across various other more recent gender and/or climate policies.9

CLIMATE/UNFCCC AND RELATED INTERNATIONAL REPORTING

Intended Nationally Determined Contribution

The INDC references gender equity as an underlying element toward achieving Eswatini’s vision “to improve its world standing in terms of measurable indices of human development.” The INDC has a strong emphasis on social equity, recognizing the need to identify risks across sectors with a social lens. This and the activities outlined across sectors are recognized periodically, emphasizing the impact that climate change will specifically have on the poor and vulnerable Swazi people. This is highlighted for rural people, noting that climate change has and will continue to have a more immediate detrimental effects on their access to and use of resources and access to services, thereby affecting their food security, health, and livelihoods. While only one reference is made specifically to gender equity, the INDC indicates enhancing social equity through different sectors via services and responsive action.
UNFCCC National Communications

The Third National Communication (NC3) from 2016 is the first of Eswatini’s reporting to UNFCCC to include integration of gender-differentiated issues and considerations.10 (No information or considerations on gender were included in NC1 nor NC2.11 12) The NC3 highlights the social context of Eswatini and various human developmental issues, recognizing the linkage with climate change and the impact it has and will have based on the underlying root causes of socioeconomic inequalities. The communication includes reference to women as a vulnerable group, particularly in relation to food (in)security, recognizing that their vulnerability is due to systematic marginalization as a group. This therefore heightens women’s risk of effects of climate change and food insecurity. The communication also references intersecting social issues, including poverty, education, youth, health, nutrition, HIV/AIDS, and urbanization but without much specificity on the gender-differentiated issues and dynamics within these sectors.

The communication includes a section on women’s vulnerability and empowerment, advancing the positioning of women from vulnerable to capable and contributing participants and stakeholders in the country. However, this is only discussed in relation to national development and employment of women. The communication references women’s lower participation rate than men in the formal economy and labor force, as well as women’s lower compensation—factors contributing to their less-secure income, livelihood, and resilience in the face of the climate and environmental shocks and risks that will be exacerbated by climate change.

The Biennial Update Report is currently under way in Eswatini, reportedly including a gender analysis to be integrated into the reporting, tentatively to be submitted in 2021.

Technology Needs Assessments Adaptation and Mitigation

The Adaptation Technology Needs Assessment (TNA) identified gender equity in the water and agriculture sectors as a priority area for consideration of determining appropriate technology for adaptation. The Adaptation TNA references the need for a gender lens in institutional capacity building of the climate change-induced migration issues and specifically conflict resolution and management approaches. This implies activities to be developed through better analysis, data, and predictions through the inclusion of gender dynamics.

Sendai Framework for Disaster Risk Reduction

Eswatini joined the Sendai Framework in 2017. A report to Sendai does not yet exist; however, various other activities and reports exist regarding data review, investment budget review, knowledge and capacity building workshops, and briefs, as well as synthesis reports from the earlier Hyogo Framework (additional information shared in the National Policy section). Reportedly, the country is in line with the priorities of the Sendai Framework through the development of the National Resilience Strategy and Disaster Risk Reduction Policy and Action plan of 2017–2021 and the robust monitoring multi-hazard early warning system development, operationalization, and dissemination throughout the country. As highlighted in the national section on disasters, there is little reference to or recognition of the contribution of women and their role in this area, despite an overarching intention to mainstream gender in disaster-risk reduction and climate-change initiatives.13

United Nations Convention on Biological Diversity

The recent Sixth National Report to the Convention on Biological Diversity (CBD) in 2020 includes gender as one of the broad strategies for fulfillment of environmental objectives in alignment with other policies: ensuring a gender dimension in environmental management and involving women actively in environmental decision-making at all levels. Gender specialists were also referenced to be in a part of the consultation process for local level chiefdom development planning processes, largely around land use and related issues. The report also responds to Aichi Target 14, which emphasizes women’s participation and includes remarks about diverse representation of stakeholders, but nothing is specifically evident about women’s engagement and active participation.14
NATIONAL CLIMATE-RELEVANT SECTORAL POLICIES

Biodiversity and Ecosystems Sector

The second National Biodiversity and Action Plan (NBSAP) from 2016–2022 reported to the UN CBD stands as the national strategy on biodiversity and ecosystems, a priority sector in Eswatini’s NDC. The NBSAP includes reference to the NGP as part of the legal and institutional framework (a policy or strategy) affecting biodiversity and conservation. Additionally, it states that the “lack of influence of stakeholders, in particular women,” is a threat to biodiversity. This indicates increasing recognition that having a diverse set of stakeholders, including women, is critical for setting and achieving biodiversity and conservation outcomes.

National Forestry Policy
The authors were unable to review this policy as it was not made accessible to them.

Water Sector
National Water Policy 2019
The recent drafting and approval of the National Water Policy integrates gender more comprehensively than other strategies relevant to the climate sector. A section on gender mainstreaming (within a larger stakeholder participation and capacity building section) connects the international commitments with national interests, noting the gap in implementation of gender equality in practice. The section recognizes the role of women as custodians of water, but the unfortunate reality is that the country still lags behind in the involvement of women in key decision-making structures. The water policy does advance the language for women as stakeholders and beneficiaries, and the need to ensure equal opportunities for women to participate in all spheres. The water policy specifically calls out women’s need for equal opportunities in decision-making in order to have equal access to development and management of productive resources. The policy statements on gender focus on women’s participation and gender balance, as well as their role and contribution in decision-making and management. In another section, the policy does include a statement that gender-sensitive technologies will be introduced in complement to increasing women’s participation.

More broadly throughout the policy, while the process to develop the policy reportedly was guided by equity and gender considerations, it reports that a gender-responsive, multistakeholder participation process is yet to be realized in the water sector. The policy also remarks that a holistic undertaking of gender is not incorporated, nor are water management issues across sectors, including climate change. However, the policy does state that water resources are linked across multiple sectors and recalls specific policies of Eswatini, including both the National Climate Change Policy and the NGP. Climate change is implicated as a direct impediment to water resources, triggering the need for adaptive responses in the water sector. However, no specific reference is made linking the role of women or gender considerations to water in light of climate-change issues, needs, or impacts.

National Emergency Response, Mitigation, and Adaptation Plan 2016–2022
Eswatini is vulnerable to multiple risks and disasters, as indicated in the most recent NERMAP, necessitating prioritization in the country on DRR and disaster risk management. The risk emphasized is drought, which includes multiple sectors having developed mitigating and adaptation response plans. However, in this plan there is little indication of the linkage with climate change explicitly exacerbating disasters or the drought or with the associated risks across the sectors. The plan does state that women are likely to be disproportionately affected by drought, noting links with water and sanitation, health and nutrition, and the social protection sector. Interestingly, the main focus of gender issues in the NERMAP is heightening awareness of humanitarian issues and gender-based violence associated with the drought and its sustained prevalence impeding risk mitigation and responding to that crisis as key to implementing the plan.

National Disaster Risk Management Policy 2010
The National Disaster Risk Management Policy was not made accessible to the authors for review; however, other reports indicate that it has not been actively implemented, and the NERMAP has been the key planning and implementation device. Still, the policy reportedly acknowledges the issue and need for integration but has faced challenges to develop and address the issues, including limited policy coherence, lack of data, and limited stakeholder buy-in.

Agriculture Sector
Comprehensive Agricultural Sector Policy 2005
This comprehensive agriculture policy identifies, across the agricultural sector, the context, challenges, and needs for the sector to be in line
with the country’s development goals. There is recognition of gender as a cross-cutting issue necessary to be included across the agriculture sector “to ensure that desired outputs can be achieved.” Gender disparities in access to land and resources are noted as a limiting factor in women’s engagement in planning within the agricultural sectors, leading to lower derived benefits for women. The report also notes that the role that women play in their families and communities in support of people with HIV/AIDS places an undue burden on women’s food security, requiring policies that support women and youth in acquiring “arable land, facilities and services, including irrigation and appropriate credit services.”

Climate change is featured as a key element to addressing food security and agricultural productivity; however, no linkage is made in regard to gender in identified social issues facing the community, such as land tenure. Gender is not considered in the responses included to address the issues either.  

National Food Security Policy for Swaziland 2005
The National Food Security Policy for Swaziland includes, verbatim, the same information as the Comprehensive Agricultural Sector Policy.  

Irrigation Policy 2005
This policy includes acknowledgment for implementing gender balance in decision-making. It also includes a gender and social issues section outlining the role that women play as the majority of small-holder farmers, thus their relevance to the irrigation sector, while recognizing constraints they face due to marginalization in decision-making and land tenure. The policy statement and strategies to implement it set out robust actions for enhancing women’s roles, rights, and productivity through technical inputs: physical technology and training or capacity building, credit and loan services, and a conducive environment for women’s engagement in irrigation development. This section also includes specific inputs for youth and other vulnerable communities, specifically in rural areas.  

Climate-Smart Agriculture Policy 2019
Reportedly, this policy was developed, but it was not made accessible to the authors for review.

Energy Sector
National Energy Policy 2018
The recently updated National Energy Policy includes gender as an “overall and cross-cutting matter.” The policy includes context and information on the gender-differentiated issues and impacts facing women, men, and children in Eswatini, particularly related to collection of fuel wood and cooking, an activity that has negative effects contributing to time burden and respiratory health implications. The policy delegates a clear need for equitable participation and gender balance in energy subsectors including the electricity and petroleum sectors. Significant in this policy is the identified need to develop “special communications actions directed towards achieving greater gender balance” as a means of ensuring that efforts are meaningful and effective. This consideration and integration of responsive communications aligns with action items of the UNFCCC GAP.  

Energy Efficiency and Conservation Policy 2019
This policy is aligned with the National Energy Policy to stimulate energy efficiency and sustainable development. The objectives of the policy stand to “mitigate the detrimental effects of climate change and environmental degradation” as well as enhance energy security and provide “guidelines for achieving energy access for all”. This policy also links energy access with climate change and notes the expected role of the Climate Change Unit through the Ministry of Tourism and Environmental Affairs.

The policy also references the impact that the widespread practice of cooking on an open fire with biomass has on health issues, as well as on forest and land degradation, and climate change. Reference here is also made to social, economic, and cultural issues but does not link with gender-differentiated usage and impacts specifically.  

A section identifying modern energy for cooking highlights differentiated roles and issues by discussing the persistent use of fuel wood for cooking. The section reports that very little has been incorporated on gender in the energy sector and thus outlines activities with a corresponding budget to help mainstream gender, especially through engagement with women’s groups and organizations, specifically the civil society organization Women in Development.  

Transportation Sector
The National Transport Policy “facilitates the smooth and efficient system that allows for the preferred social and economic development within the transport sector.” Without a policy document for review, it was not possible for the authors to make a thorough assessment; however, the policy’s notification of the transition to a system that supports social and economic development indicates that it is potentially more inclusive and responsive to various social dynamics, gender among them.
Ozone-Depleting Sector

*Montreal Protocol on Substances That Deplete the Ozone Layer Report from Eswatini*

Reporting on the Montreal Protocol is done strictly through quantitative data with no reference to linked social issues like health; however, it should be recognized that the protocol does not give any guidance or have mandates regarding gender. Eswatini has reportedly become the first country in the South Africa region to have entirely removed HCFCs from their manufacturing of air conditioning and refrigeration products.
## Appendix C. Stakeholder Consultations

### INTERVIEWED STAKEHOLDERS

<table>
<thead>
<tr>
<th>Institution and Role</th>
<th>Contact or Interviewee</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender Links; Director</td>
<td>Ncane Maziya <a href="mailto:ncanemaziya@gmail.com">ncanemaziya@gmail.com</a></td>
</tr>
<tr>
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<td>Jane Mkhonta Simelane (Mkhonza) <a href="mailto:jmkhonzasim@gmail.com">jmkhonzasim@gmail.com</a></td>
</tr>
<tr>
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<td>Deepa Pullanikkatil <a href="mailto:d.pullanikkatil@gmail.com">d.pullanikkatil@gmail.com</a></td>
</tr>
<tr>
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</tr>
<tr>
<td>Gender Policy Expert</td>
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</tr>
<tr>
<td>Peace Parks Foundation (consultant)</td>
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<tr>
<td>UNDP; Small Grants Programme National Coordinator</td>
<td>Lindiwe Dlamini <a href="mailto:lindiwedlamini@gmail.com">lindiwedlamini@gmail.com</a></td>
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### INVITED STAKEHOLDERS

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<tr>
<th>Institution and Role</th>
<th>Contact or Interviewee</th>
</tr>
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<tbody>
<tr>
<td>Climate Change Unit, Department of Meteorology; Project manager 4NC and Biennial Update</td>
<td>Minky Groenewald <a href="mailto:mminky304@gmail.com">mminky304@gmail.com</a></td>
</tr>
<tr>
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</tr>
<tr>
<td>Ministry of Tourism and Environmental Affairs</td>
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</tr>
<tr>
<td>Swaziland Action Group Against Abuse; Director</td>
<td>Ms. Nonhlanhla Dlamini <a href="mailto:director@swaggaa.co.sz">director@swaggaa.co.sz</a></td>
</tr>
<tr>
<td>Baphalali Eswatini Red Cross Society</td>
<td><a href="mailto:dnhlabatsi@redcross.org.sz">dnhlabatsi@redcross.org.sz</a></td>
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<tr>
<td>World Vision Eswatini</td>
<td>Mr. Francis Dube <a href="mailto:francis_dube@wvi.org">francis_dube@wvi.org</a></td>
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<tr>
<td>Organization</td>
<td>Name</td>
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<tr>
<td>Swaziland Rural Women's Assembly</td>
<td>Cebile D. Dlamini</td>
</tr>
<tr>
<td>UNESCO</td>
<td>Nicki Ndwandwe</td>
</tr>
<tr>
<td>Eco- Lubombo/ UNESCO Biosphere</td>
<td>Rod Devletter</td>
</tr>
<tr>
<td>CANGO (Body for NGOs)</td>
<td>Emmanuel Ndlangamandla</td>
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<td>Eswatini Environment Authority; Environmental Information Officer</td>
<td>Belusile Mhlanga</td>
</tr>
<tr>
<td>SWADE</td>
<td>Nontsikelelo Malindzisa</td>
</tr>
<tr>
<td>Women In Law Eswatini; Eswatini Chapter Director</td>
<td>Ms. Zanele Thabede-Vilakazi</td>
</tr>
<tr>
<td>UNDP</td>
<td>Onesimus Muhwezi</td>
</tr>
<tr>
<td>UNDP: Gender Focal Point</td>
<td>Gugulethu Dlamini</td>
</tr>
<tr>
<td>Legal Adviser, Ministry of Tourism and Environmental Affairs; UNFCCC FP, and GFP</td>
<td>Ms. Constance Z. Dlamini</td>
</tr>
<tr>
<td>Eswatini National Youth Cooperatives Alliances</td>
<td>Lungelo Yedwa</td>
</tr>
<tr>
<td>Ministry of Tourism and Environmental Affairs; UNFCCC National Gender and Climate Change Focal Point</td>
<td>Mr. Sifiso Nzalo</td>
</tr>
</tbody>
</table>
# Appendix D. Webinar Agenda

**AGENDA**

Gender Assessment in Eswatini  
Virtual Meeting 14:30–15:30 hrs.  
Facilitator: Victoria Khumalo

<table>
<thead>
<tr>
<th>Time</th>
<th>Session</th>
<th>Presenter/Role</th>
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<tbody>
<tr>
<td>14:30–14:35</td>
<td>Prayer</td>
<td>Volunteer</td>
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<tr>
<td>14:35–14:40</td>
<td>Welcome Remarks</td>
<td>Director, Meteorology, MTEA</td>
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<tr>
<td>14:40–14:45</td>
<td>Remarks</td>
<td>Director, Gender and Familial Issues, DPM’s office</td>
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<tr>
<td>14:45–14:50</td>
<td>Remarks</td>
<td>UNFCCC Gender Focal Point</td>
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<tr>
<td>14:50–15:10</td>
<td>Gender Assessment of Eswatini’s Climate and NDC Policy and Planning Instruments</td>
<td>EnGen and World Resources Institute collaborative</td>
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<tr>
<td>15:10–15:20</td>
<td>Questions and Answers</td>
<td>Facilitator</td>
</tr>
<tr>
<td>15:20–15:25</td>
<td>Concluding Observations</td>
<td>UNFCCC Focal Point</td>
</tr>
<tr>
<td>15:25–15:30</td>
<td>Closing Remarks</td>
<td>Chief Economist, MEPD</td>
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# Appendix E. Webinar Registrants

<table>
<thead>
<tr>
<th>First Name</th>
<th>Last Name</th>
<th>Organization</th>
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<tbody>
<tr>
<td>Thabile</td>
<td>Ndlovu</td>
<td>University of Swaziland</td>
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<tr>
<td>Gabriel</td>
<td>M</td>
<td>NDC partnership</td>
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<tr>
<td>Thembinkosi</td>
<td>Ndziimandze</td>
<td>Energy Department</td>
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<tr>
<td>Nelson</td>
<td>Mavuso</td>
<td>Ministry of Agriculture</td>
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<tr>
<td>Deepa</td>
<td>Pullanikkatil</td>
<td>Eswatini</td>
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<td>Mhlanga</td>
<td>Eswatini Environment Authority</td>
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<tr>
<td>Victoria</td>
<td>Khumalo</td>
<td>Self</td>
</tr>
<tr>
<td>Samukelisiwe</td>
<td>Myeni</td>
<td>Deputy Prime Minister's Office: Disaster Department</td>
</tr>
<tr>
<td>Mpendulo</td>
<td>Masuku</td>
<td>Department of Gender and Family Issues - Deputy Prime Minister's Office</td>
</tr>
<tr>
<td>Dena</td>
<td>Kleemeier</td>
<td>NDC Partnership</td>
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<tr>
<td>Mkhaliphi</td>
<td>Londiwe</td>
<td>Africa Cooperative Action Trust</td>
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<tr>
<td>Nompumelelo</td>
<td>Gama</td>
<td>Malkerns Research Station</td>
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<tr>
<td>Cebile</td>
<td>Dlamini</td>
<td>Eswatini Rural Women's Assembly</td>
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<tr>
<td>Nomsa</td>
<td>Mamba</td>
<td>NERCHA</td>
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<tr>
<td>Dudu</td>
<td>Nhlengethwa-Masina</td>
<td>Eswatini Meteorological Service</td>
</tr>
<tr>
<td>Margaret</td>
<td>Barihahi</td>
<td>NDC Partnership</td>
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<tr>
<td>Gugu</td>
<td>Msane</td>
<td>Centre for Sustainable Energy Research</td>
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<tr>
<td>Kwazi</td>
<td>Mkhonta</td>
<td>MoA-DARSS</td>
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<tr>
<td>Musa</td>
<td>Ngubenini</td>
<td>IRALE</td>
</tr>
<tr>
<td>Lisa</td>
<td>Bow</td>
<td>NDC Partnership Support Unit</td>
</tr>
<tr>
<td>Gugu</td>
<td>Sibandze</td>
<td>University of Eswatini</td>
</tr>
<tr>
<td>Sibongile</td>
<td>Dlamini</td>
<td>MEPD</td>
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<tr>
<td>Bruce</td>
<td>Jameson</td>
<td>Moss Foundation</td>
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<td>Mabila</td>
<td>Self</td>
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<tr>
<td>Tsakasile</td>
<td>Dlamini</td>
<td>PELUM Eswatini</td>
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<tr>
<td>Eric</td>
<td>Seyama</td>
<td>National Disaster Management</td>
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<tr>
<td>Khetsiwe</td>
<td>Khumalo</td>
<td>MTEA</td>
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<tr>
<td>vuyisile</td>
<td>dlamini</td>
<td>University of Mpumalanga</td>
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<tr>
<td>Cissy</td>
<td>Kirambaire</td>
<td>COMESA</td>
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<tr>
<td>Dane</td>
<td>Armstrong</td>
<td>ECCo</td>
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<tr>
<td>Constance</td>
<td>Dlamini</td>
<td>Ministry of Tourism and environmental Affairs</td>
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<tr>
<td>Gcebile</td>
<td>Dlamini</td>
<td>National Disaster Management Agency</td>
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<tr>
<td>Sifiso</td>
<td>Nzalo</td>
<td>Meteorology</td>
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<tr>
<td>Muzi</td>
<td>Mhlanga</td>
<td>IRALE</td>
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Glossary

**Empowerment:** The process of individuals gaining power and control over their own lives. This process occurs both at the individual and societal level, involving persons, cultures, societies, and institutions that create the conditions for empowerment to occur. This can involve raising awareness of rights, building self-confidence and life skills, increasing access to and control over resources, and other actions to transform structures and institutions to be more equitable.\(^{28}\) Empowerment includes women’s empowerment and youth empowerment and can be applied to empowerment of any and all marginalized groups (see definition).

**Gender:** Refers to sociocultural expectations of the roles and behaviors of women and men—as well as individuals with a non-binary gender identity—and the relations between them, including economic, political, and sociocultural attributes; constraints; and opportunities. Gender is expressed through the various behaviors, mannerisms, and appearances that one uses to express one’s own gender within a cultural context. Gender is different from biological sex; gender roles, behaviors, and identity, as well as the relations between people based on their gender, are dynamic and can change over time and vary widely within and across a culture.\(^{29}\)\(^{30}\)

**Gender equality:** Refers to the notion that rights, responsibilities, and opportunities of individuals are not dependent on one’s gender. It implies that the interests, needs and priorities of every individual, regardless of their gender, are taken into consideration and that the diversity of differences among people of all genders are recognized and celebrated and do not depend on whether they are men or women or do not fit within a binary definition of gender. Gender equality is both a human rights issue and a precondition for and indicator of sustainable people-centered development.\(^{31}\)

**Gender equity:** Refers to the process of treating women and men fairly, according to their respective needs. This can include equal treatment, but also distinct forms of treatment or measures that compensate for historical and structural disadvantages that prevent women and men from accessing or enjoying the same opportunities. This also applies to people of nonbinary gender identities. Equity leads to equality.\(^{32}\)

**Gender integration:** Refers to the strategies and practices applied in policies and programs—in the assessment, design, implementation, and evaluation processes—to take gender norms into account and compensate for gender-based inequalities with responsive action. Integrating gender is the specific action taken in the process of mainstreaming gender.\(^{33}\)

**Gender mainstreaming:** The process of ensuring that women’s and men’s concerns and experiences are addressed in the design, implementation, monitoring, and evaluation of policies and programs at all levels and spheres—political, economic, and societal—so that women and men can benefit equally and so that inequality is not continued or promoted. Gender mainstreaming also involves the process of incorporating gender into policies, programs, culture, and administrative functions of an institution or organization.\(^{34}\)

**Gender machinery:** Gender machinery refers to formal government structures assigned to promote gender equality and/or improve the status and rights of women. Gender machinery includes institutional mechanisms with national coordinating functions ranging from a ministry of gender or social or women's affairs, to a task force on gender within or across ministries, to focal points or individuals within government who are tasked with gender mainstreaming to advance gender equality.\(^{35}\)

**Gender-responsive:** Recognition and acknowledgment of gender norms and inequalities and the creation of actions, policies, and initiatives to address and integrate gender, based on the different needs, constraints, and opportunities of women and men.\(^{36}\)

**Gender-sensitive:** Awareness and recognition of gender norms and inequalities, as well as the different needs, constraints, and opportunities of women and men, and acknowledging or acting on that awareness.

**Human rights:** Human rights are rights inherent to all human beings, regardless of race, sex, nationality, ethnicity, language, religion, or any other status. Human rights include the right to life and liberty, freedom from slavery and torture, freedom of opinion and expression, and the right to work and obtain an education, among others. Everyone is entitled to these rights, without discrimination.\(^{37}\)
Intersectionality: Takes into account the interconnected nature of social identities, such as age, ethnicity, gender, sexuality, indigeneity, and class as interdependent systems of experience, discrimination and/or disadvantage, interacting with marginalizing and empowering structures, norms, and narratives.38

Intersex: Intersex people are born with physical or biological sex characteristics, such as sexual anatomy, reproductive organs, hormonal patterns and/or chromosomal patterns, that do not fit the typical definitions of male or female. These characteristics may be apparent at birth or emerge later in life, often at puberty.39

Marginalized groups: People who are typically denied access to legal protection or social and economic participation and programs (i.e., police protection, political participation, access to health care, education, or employment), whether in practice or in principle, for historical, cultural, political, and/or other contextual reasons. Such groups may include, but are not limited to, women and girls, persons with disabilities, gender and sexual minorities, displaced persons, migrants, indigenous individuals and communities, youth and the elderly, religious minorities, ethnic minorities, people in lower castes, and people of diverse economic class and political opinions. These groups often suffer from exclusion and discrimination in the application of laws and policy and/or access to resources, services, and social protection and may be subject to persecution, harassment, and/or violence. They may also be described as “underrepresented,” “at-risk,” or “vulnerable.”40

Nonbinary: An umbrella term that broadly refers to people whose gender identity falls outside the gender binary of man or woman; however, many individuals that are under the umbrella of nonbinary employ specific terms and designations for their gender.41

Sex: Refers to biological sex, distinguished as male, female, or intersex (see definition), and assigned at birth.
Gender Assessment of Eswatini’s Existing Climate Planning, Policy, and Reporting Instruments and Mechanisms Undertaken to Identify Strengths and Weaknesses

Endnotes

1 unfccc.int/sites/default/files/resource/cp2019_L03E.pdf.
2 Insight on this is based on the author’s review of gender and social considerations in the NDC process globally since the INDC, with very few countries indicating action on integrating climate change in education curricula for public knowledge-raising. wdeo.org/spotlight-on-gender-in-ndcs/
3 www.italianministryofforeignaffairs.it/sites/default/files/resource/cp2019_L03E.pdf.
7 sustainabledevelopment.un.org/content/documents/24651Eswatini_VNR_Final_Report.pdf.
9 www.2.ohchr.org/English/bodies/cedaw/docs/cedaw/docs/cedaw/docs/cedaw/docs/CEDAW.C.SWZ.1-2.pdf.
10 unfccc.int/documents/81631.
11 unfccc.int/documents/144631.
12 unfccc.int/sites/default/files/resource/swznc2.pdf.
26 ozone.unep.org/countries/profile/swz.
27 medium.com/@UNDP/even-a-small-country-can-bring-a-big-change-in-the-world-cb7c6654f6bf#:~:text=In%202017%20Eswatini%20became%20the,work%20on%20HCFC%20phase%2Dout.
29 napglobalnetwork.org/resource/toolkit-for-gender-responsive-national-adaptation-plans/.
31 napglobalnetwork.org/resource/toolkit-for-gender-responsive-national-adaptation-plans/.
32 napglobalnetwork.org/resource/toolkit-for-gender-responsive-national-adaptation-plans/.
33 gender.jhpiego.org/analysistoolkit/gender-integration/.
35 openknowledge.worldbank.org/handle/10986/9118.
39 www.unf.org/definitions/.
40 usaidlearninglab.org/sites/default/files/resource/files/additional_help_for_ads_201_inclusive_development_180726_final_r.pdf.
41 outrightinternational.org/content/acronyms-explained.