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**Climate Change,
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From sub-IDs to Impact: A Guide to Developing Gender-related Policy Indicators in CCAFS

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Guide to Best Practices

CGIAR Research Program on Climate Change,
Agriculture and Food Security (CCAFS)

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About CCAFS

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Abstract

The Gender and Social Inclusion (GSI) unit of the CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS) is dedicated to the advancement of gender-responsive climate policies. This document is a guide to best practices for developing indicators to track progress toward CCAFS gender-related policy sub-intermediate development outcomes (sub-IDOs) and gender activities at project and national levels. While the primary objective of this guide is to be used as a practical resource for CCAFS projects in tracking progress towards CCAFS gender-related policy sub-IDOs, the methodology and frameworks developed herein would be useful for other programs in selecting which gender issues should be prioritized in climate policy and how these can be instrumentalized in tracking through appropriate and meaningful gender indicators. This guide also provides a synthesis of best practices and recommendations for tracking gender outcomes in climate policy by drawing upon both extant literature and project experiences revealed by CCAFS project leaders and experts (n=14). A discussion of the limitation of gender indicators and how they can be complemented with other tools and methods is also included.

Keywords

Gender; gender indicators; climate change; gender equality; climate policy.

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Acronyms

A4NH	CGIAR Research Program on Agriculture for Nutrition and Health
AGN	African Group of Negotiators
CIAT	International Center for Tropical Agriculture
CC	Climate change
CCAFS	CGIAR Research Program on Climate Change, Agriculture and Food Security
CGIAR	Consortium of International Agricultural Research Centers
CIFOR	Center for International Forestry Research
CIP	Centro Internacional de la Papa
CIRAD	The French Agricultural Research Centre for International Development
CRP	CGIAR Research Program
CSA	Climate-Smart Agriculture
CSV	Climate-Smart Village
CYMMT	International Maize and Wheat Improvement Center
EiB	CGIAR Research Program on Excellence in Breeding
FGDs	Focus Group Discussions
FP	Flagship Program
FP1	CCAFS Flagship 1 (Priorities and Policies for CSA)
FP2	CCAFS Flagship 2 (Climate-Smart Technologies and Practices)
FP3	CCAFS Flagship 3 (Low Emissions Development)

FP4	CCAFS Flagship 4 (Climate Services and Safety Nets)
FTA	CGIAR Research Program on Forest, Trees and Agroforestry
GHG	Greenhouse Gas
GSI	CCAFS Gender and Social Inclusion Flagship
GTA	Gender Transformative Approach
ICARDA	International Center for Agricultural Research in the Dry Areas
ICRISAT	International Crops Research Institute for the Semi-Arid Tropics
IDOs	Intermediate Development Outcomes
IFPRI	International Food Policy Research Institute
IITA	International Institute of Tropical Agriculture
ILRI	International Livestock Research Institute
IRI	International Research Institute for Climate and Society
KIIs	Key Informant Individual Interviews
LED	Low Emissions Development
M&E	Monitoring and Evaluation
MARLO	Managing Agricultural Research for Learning and Outcomes
MEL	Monitoring, Evaluation and Learning
MRV	Measurement, Reporting and Verification
NAMA	Nationally Appropriate Mitigation Action
NDC	Nationally Determined Contributions
NGO	Non-Governmental Organisation

PIM	CGIAR Research Program on Policies, Institutions, and Markets
POWB	Plan of Work and Budget
R & D	Research and Development
SDG	Sustainable Development Goal
Sub-IDO	Sub-intermediate development outcome
ToC	Theory of Change
UN	United Nations
UNFCCC	United Nations Framework Convention on Climate Change
WISAT	Women in Global Science and Technology
WLE	CGIAR Research Program on Water, Land and Ecosystems

1. Introduction

The targeting, measurement, and tracking of gender issues in agricultural programming using ‘gender indicators’ has played an important role in bringing attention to the disparate inequalities that often exist between men and women in agricultural development. Gender indicators’ ability to highlight changes over time, thus measuring whether there is progress towards gender equality and gender transformation, has been identified as crucial to ensuring agricultural programs remain on a pathway to impact (CCAFS Phase II Report 2016). Moreover, gender indicators can be important political tools because the information produced can be used to advocate for gender equality and advance the agenda of women’s empowerment (DANIDA 2006). More recently, indicators have been identified to help improve the evidence base to assist in policy and decision making (Duffy et al. 2017) and monitor national-level progress related to gender and climate change outcomes.

Currently, most gender indicators in agricultural development are aimed at project (Nelson and Huyer 2016; Huyer et al. 2015) and/or population level (Duffy et al. 2017) as opposed to policy-level. While recent national-level gender equality scorecards (African Union 2016a, African Union 2016b) are encouraging, currently these scorecards only measure indicators related to economic, social, and political/civil representation, as opposed to gender-related policy indicators. While guidelines on integrating gendered perspectives into policy analysis and development have been raised as they relate to gender mainstreaming (United Nations: Office of the Special Advisor on Gender Issues and Advancement of Women, 2002) and to women’s land rights (Lastarria-Cornheil et al. 2013), the emergent recommendations have generally not included strategies on how to measure and track progress towards specific policy goals or the concept of gender transformation.

The need to develop a monitoring system to track the results of gender mainstreaming and social co-benefits as they relate to gender-related policy design, implementation, and outcomes has recently been identified within the CGIAR system (Huyer et al. 2016b), with detailed policy outcomes defined at Flagship level (CCAFS Phase II Report 2016). Specifically, the CGIAR Research Program on Climate Change, Agriculture and Food Security has set ambitious gender-related outcomes for 2020 through the implementation of policy sub-IDOs¹ (Intermediate Development Outcomes) among its Flagship Programs (Huyer et al. 2016a). However, to date, robust indicators to measure progress towards these goals have yet to be designed, implemented, or evaluated. This creates an opportunity for research to address the question: *What indicators are appropriate, and what mechanisms are feasible for tracking progress against the CCAFS gender-related policy sub-IDOs and gender transformation activities at both project and national levels?*

¹ Sub-intermediate development outcomes constitute a hierarchical results level within the CGIAR Strategic Results Framework (SRF) which is lower than the Intermediate Development Outcome level of results (MARLO, 2020, Managing Agricultural Research for Learning and Outcomes Glossary of Terms)

1.1 Objectives

The primary objective of this guide is to help CCAFS projects (primarily in Flagship 1 on policies and priorities for CSA, but also in other flagships that have a policy-related component) track their progress toward the CCAFS sub-IDOs that relate to gender-sensitive policies². Outputs could also be useful for other programs that are working on gender and climate change policies. This research could help inform the next iteration of the African Union’s gender equality and women’s empowerment scorecard, as input indicators regarding the existence of legislation or policies that advance women’s rights are still under development (African Union 2016b). Furthermore, the African Group of Negotiators (AGN) could utilize our research outputs as they negotiate for international assistance in implementation support of adaptation and mitigation targets.

1.2 Research Questions

Four research questions guided the production of this guide:

- RQ1: What indicators are appropriate, and what mechanisms are feasible for tracking progress against the CCAFS gender-related policy sub-IDOs?
- RQ2: What indicators are appropriate, and what mechanisms are feasible for tracking gender transformation [in policies] at project and national levels? What project-level activities (at local/national level) can be aggregated and tracked by CCAFS?
- RQ3: What tracking mechanisms and methods are CCAFS projects currently implementing or have implemented in past projects? What have been the associated best practices for tracking in CCAFS projects?
- RQ4: What are the limitations of gender indicators (what they can and cannot achieve) and how can gender indicators be complemented with other tools or methods?

1.3 Outline of the Guide

The guide first presents a glossary of key concepts, analytic framework and methodology that informed its production. This is followed by a brief review of current approaches to assessing gender-related impacts in climate policy. Next, the guide presents an overview of the current CCAFS tracking mechanisms and methods, a new framework for identifying and prioritizing gender-related issues in climate policy, CCAFS project-level activities that can be tracked and aggregated by CCAFS, and indicators to track gender transformation at project and national level. The last section presents recommendations considering the upcoming transition of CCAFS to the One CGIAR system.

2. Glossary of Key Concepts³

Gender equality: Refers to “the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women’s and men’s rights, responsibilities and opportunities will not depend on whether they are

² See complete list of CRP outcomes mapped to sub-IDOs in Table 2.

³ The key concepts for this guide are guided by the CCAFS Gender and Social Inclusion Strategy (2016).

born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centered development.”⁴

Gender transformation: As outlined in the 2016 Strategy, CCAFS gender analysis and research is “undertaken with the goal of promoting gender transformation, that is, transforming gender roles and relations between women and men, and promoting women's greater equality, responsibilities, status, and access to and control over resources, services and decision-making. This approach is placed in an analysis of power relationships, and sociocultural norms within a household or community” (Cole et al. 2014; Derbyshire et al. 2015). Crucially, a gender transformative approach goes beyond just considering the symptoms of gender inequality, and addresses the social norms, attitudes, behaviours and social systems that underlie them (Moser 2017).

Gender implications: Defining the ‘gender implications’ of CCAFS policies/programs must be embedded in the main goal of the CCAFS’ GSI Strategy, which is “to promote gender equality in supporting CCAFS’ work towards CSA, food systems and landscapes” in alignment with the CGIAR objectives to “create opportunities for women, young people and marginalized groups and to promote equitable access to resources, information and power in the agri-food system for men and women in order to close the gender gap by 2030” (CGIAR 2015, pp.13). Thus, the ‘gender implications’ related to a particular policy/program must consider the impacts the policy/program will have on these varied intersectional groups, and whether the implications are promoting equitable access and closing the gender gap or whether it has reinforced or intensified existing inequalities.

Gender indicators: For the purpose of this guide, are designed to measure progress toward gender equality and gender transformation at outcome level. In this regard, indicators should assess whether the policies/projects are contributing towards gender equality and gender transformation, or whether they risk perpetuating or intensifying existing inequalities.

Gender-responsive policies: Refers to policies that take into account gender norms, roles, and relations and include measures to reduce the harmful effects of gender norms, roles and relations, including gender inequality (FAO 2014).

One CGIAR: Is the integration of CGIAR's capabilities, knowledge, assets, people and global presence, aiming for greater integration in the face of the interdependent challenges facing today's world. It comprises a sharper mission statement and impact focus, unified governance under a common board, institutional integration, common policies and services, strategic partnerships, a global and consistent country and regional presence, and greater pooled funding” (CGIAR 2020b, pp.6).

4 UN Women (2012). *Gender Equality Glossary*.
<https://trainingcentre.unwomen.org/mod/glossary/view.php?id=36&mode=letter&hook=G&sortkey=&sortorder=>

3. Analytic Framework and Methodology

Table 1 presents the guide’s research questions and data sources that were used to address them.

Table 1: Research Questions and Data Sources

Research Questions	Data Source
RQ1: What indicators are appropriate, and what mechanisms are feasible for tracking progress against the CCAFS gender-related policy sub-IDOs?	-Desk study -Key Informant Individual Interviews
RQ2: What indicators are appropriate, and what mechanisms are feasible for tracking gender equality at project and national levels? What project-level activities (at local/national level) can be aggregated and tracked by CCAFS?	-Desk study -Key Informant Individual Interviews
RQ3: What tracking mechanisms and methods are CCAFS projects currently implementing or have implemented in past projects? What have been the associated best practices for tracking in CCAFS projects?	- Key Informant Individual Interviews
RQ4: What are the limitations of gender indicators (what they can and cannot achieve) and how can gender indicators be complemented with other tools or methods?	-Desk study - Key Informant Individual Interviews

Table 2 presents the list of 2022 CRP outcomes that are both policy-related and gender-related mapped to sub-IDOs.

Table 2: 2022 CRP outcomes mapped to sub-IDOs (intermediate development outcomes)

Adopted from Table A1, 2018 CCAFS Plan of Work and Budget (POWB), p.17-18

Flagship	Mapped/contributing to sub-IDO	2022 CRP outcomes for each FP
FP1	Optimized consumption of diverse nutrient-rich foods	FP1 Outcome: # of organisations and institutions in selected countries/states adapting plans and directing investment to optimise consumption of diverse nutrient-rich foods, with all plans and investments examined for their gender implications
FP1	CC: Gender-equitable control of productive assets and resources	FP1 Outcome: # of national/state organisations and institutions adapting their plans and directing investment to increase women's access to, and control over, productive assets and resources
FP2	CC: Gender-equitable control of productive assets and resources	FP2 Outcome: # development organisations, with the focus on investments for CSA activities, adapting their plans or directing investment to increase women's access to, and control over, productive assets and resources.
FP3	CC: Reduced net greenhouse gas emissions from agriculture, forests and other forms of land-use	FP3 Outcome: # of low emissions plans developed that have significant mitigation potential for 2030, i.e. will contribute to at least 5% GHG emissions reduction or reach at least 10,000 farmers, with all plans examined for their gender implications
FP3	CC: Improved capacity of women and young people to participate in decision-making	FP3 Outcome: # of organisations adapting their plans or directing investment to increase women's participation in decision-making about LED in agriculture

FP4	CC: Gender-equitable control of productive assets and resources	FP4 Outcome: # of development organizations adapting their plans and directing investment to increase women's access to, and control over, productive assets and resources through gender-sensitive climate-based advisories and safety nets
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Data collection to inform this guide occurred in two phases. The first phase was a desk study of existing policies, projects, and relevant literature. The key selection and exclusion criteria for the desk study are presented in Table 3. The literature reviewed for the desk study was sourced from three key places: CCAFS project plans, proposals, and reports; guidelines from similar CGIAR programs; and literature on generating gender-related policy indicators. The desk-based literature study canvassed both peer-reviewed and development organization sources, using the databases Google Scholar and the CGIAR Collaborative Platform for Gender Research publications database.

Table 3: Selection and Exclusion Criteria for Desk Study

Source	Selection criteria	Exclusion criteria	Selection 'wild cards'
CCAFS project plans, proposals and reports	CCAFS project plans, proposals and reports	Project plans, proposals and reports not generated by CCAFS	Specific resources shared with the team from CCAFS
Guidelines from similar CGIAR programs	Guidelines from similar CGIAR programs	Guidelines from programs outside of the CGIAR	Specific resources shared with the team from CCAFS Sources outside of the CGIAR that demonstrate innovative approaches to developing gender and policy-related indicators
Literature on generating gender-related policy indicators	Search terms: "gender indicators" / "gender + climate change indicators" / "gender + agriculture indicators" / "gender + development indicators"	Literature on policy indicators that exclude gender	Specific resources shared with the team from CCAFS

The second phase of data collection was in the form of key informant individual interviews. The participants selected were CCAFS project leaders that have policy targets and gender transformation in their projects and other CCAFS resource experts. In May-June 2020, interviews were conducted with 14 CCAFS project leaders and experts with experience working in projects with policy targets/gender transformation at outcome level.

Table 4: Key informants by position and organization

Interview Code	Position	Organization
KII 1	Scientist	CCAFS-IFPRI
KII 2	Officer	CCAFS-CIAT
KII 3	Scientist	CCAFS-ILRI
KII 4	Management	CIRAD-CIAT
KII 5	Scientist	CCAFS-ILRI
KII 6	Post-Doctoral Fellow	CCAFS-CIAT
KII 7	Scientist	CCAFS-ICRAF
KII 8	Officer	CCAFS
KII 9	Management	CCAFS
KII 10	Officer	CCAFS-ILRI
KII 11	Scientist	CCAFS-IRRI
KII 12	Management	CCAFS
KII 13	Scientist	CCAFS-ILRI
KII 14	Coordinator	CCAFS-CIAT

4. Review of current approaches to assessing gender-related impacts in climate policy

Although a well-established body of literature exists on the theoretical and empirical interconnections between gender and climate change, far less has been published regarding approaches to assessing gender-related impacts in climate policy (with recent notable exceptions including Ampaire et al. 2020; Gumucio and Rueda Tafur 2015; Bamanyaki 2020, Paudyal et al. 2019; Rusmadi et al. 2017). For example, Bamanyaki (2020) created assessment criteria for gender and nutrition-sensitivity of policy documents within the broader context of climate change (full criteria listed in Appendix 1). However, their criteria were very basic and binary, with the only judgement for gender sensitive criteria being whether a policy was “gender sensitive” or not. Paudyal et al. (2019) used a case study example of gender gaps in agriculture in Nepal to identify the related policy gaps and provide recommendations for improving the gender-responsiveness of climate policies. In their review of 20 current agriculture and climate change policy documents being implemented in Nepal (including national government policies, strategies, guidelines, and periodic plans), they used the following five indicators to assess the content of selected policies and programs:

- Recognition of climate change impact on agriculture: This indicator reflects whether the policy mentions agriculture as one of the sectors impacted by climate change.
- Policy provision for climate change adaptation in agriculture: This highlights that the policy not just specifies the impacts of climate change on agriculture but also provisions measures to adapt to the impacts.
- Recognition of gender differentiated roles in agriculture: This indicator represents the union of agriculture and gender.
- Policy provision for gender in agriculture: This indicator represents the extent to which gender is integrated within the policy and program.
- Recognition of gender differentiated impacts of climate change in agriculture: This is the main indicator that points to the integration of all the three domains of climate change, agriculture, and climate change in the policy document.

While this criterion goes a step further from Bamanyaki (2020) by introducing three indicators to assess the more complex intersections of gender, agriculture and climate change, the evaluation metric for whether the policy was gender-sensitive uses the same binary judgement. Another study by Rusmadi et al. (2017) used a combination of a numeric indicator and content analysis in their evaluation of climate change policies in Indonesia. The authors first created a gender marker instrument to track resource allocation for promoting gender equity in climate change policies in Indonesia. The 3-point equity scale measured the extent of the program budget in contribution to the advancement of gender equity and women’s empowerment in climate change policy, using the following scores:

- G-0 gender equity is not targeted
- G-1 gender equity is a significant objective
- G-2 gender equity is the principal or main objective

Following on this analysis, the study used content analysis indicators such as: whether there is a concern for gender issues in the climate change policy; whether there is equal participation between men and women in the decision of climate change policy, and whether there are any equal benefits of the climate change policy for men and women to further deepen their content analysis of existing climate policies.

The most advanced rubric for evaluating gender integration in climate change policy instruments to date was developed by Gumucio and Rueda Tafur (2015) in their analysis of climate change, agriculture and food security policies in 7 countries in Latin America, presented in Table 5 below:

Table 5: Rubric for degree of gender integration in climate change, agriculture, and food security policies

Grade	Level of gender integration
Grade 1	No reference to gender issues
Grade 2	Gender mentioned in overall objectives but absent from subsequent implementation levels
Grade 3	Gender clearly presented as one relevant entry point in relation to main objective, but absence of clear road map leading to implementation
Grade 4	Gender included in action plan, but absence of clear earmarked resources for implementation
Grade 5	Gender included in document from objective down to action plan, with clear resources identified for implementation

In addition to the document analysis method used by the authors above, gender-responsive budgeting and audits can also contribute to assessing gender-related policy impacts. For example, Ampaire et al. (2020) explore the need for gender mainstreaming in climate policies to ensure gender is “sufficiently integrated in policies, development plans, implementation strategies, and supported by budgetary allocations” (pp.43). The authors propose approaches that increase capacity to develop and execute gender-responsive policies, implementation plans, and budgets through a combined strategy of assessing gender mainstreaming (analysing both content criteria and process criteria, i.e., whether a policy was formulated through inquiring with women’s groups and practitioners to participate in at all stages of policy formation) and through analysing gender budgeting. The tools for gender budgeting include: (1) gender aware policy appraisal; (2) gender-disaggregated beneficiary assessments; (3) gender disaggregated public expenditure incidence analysis; (4) gender-disaggregated tax incidence analysis; (5) gender-disaggregated analysis of the impact of the budget on time use; (6) gender-aware medium-term economic policy framework; and (7) gender-aware budget statement (Budlender et al. 1998).

While the use of these seven tools depends on the context and purpose of a gender-responsive budgeting exercise, the first tool, gender aware policy appraisal, is the most commonly used. Five additional criteria are suggested in implementing a gender aware policy appraisal: (1) analysis of the situation of women, men, girls, and boys in a given sector; (2) assessment of the extent to which policies address the gendered situation; (3) assessment as to whether budget allocations are adequate to implement gender-responsive policies; (4) assessment of short-term outputs of expenditure, in order to evaluate how resources are actually spent, and policies and programs

implemented; and (5) assessment of the long-term outcomes or impact expenditures might have (Budlender 2002).

From this brief review it is clear that the small but growing literature on gender-related climate policies has shown the need to assess policy content, planning processes, and commitments to implementation (including budgetary requirements). However, the ability to measure policy impacts on the ground in terms of the effects and benefits for women is less straightforward. For example, Gumucio and Schwager (2019) outline four key gender issues to consider during policy/project design for climate services and safety nets that are implicated in achieving gender equitable benefits from climate interventions. These include barriers to access groups and extension, differing access to communication channels, differences in relevance of climate information and differences in capacities to act on climate information. In propelling the CCAFS Gender and Social Inclusion agenda forward in the transition to One CGIAR, it is crucial that the gender implications for climate policies must consider these impacts on varied intersectional groups of women and men to ensure gender gaps are closed and existing inequalities are not reinforced or intensified unintentionally. The specific steps required to do this are expounded upon in Section 10: Recommendations.

5. An overview of current CCAFS tracking mechanisms and methods⁵

How are projects currently tracking outcomes related to gender and how they contribute towards achieving the sub-IDOs?

Key informant interviews with CCAFS project leaders and experts revealed that currently there are limited tracking mechanisms and methods used for assessing progress towards gender-related policy sub-IDOs. Several leaders stated that the intentional tracking of CCAFS sub-IDOs is not happening at all – and instead, the only tracking done depends on the bilateral project. They noted that bilateral indicators are generally related to outputs of a project, for example, the USAID Feed the Future project tracks indicators related to the numbers of papers, briefs, blog posts trainings and presentations, and relatedly, the number of policies that have been influenced by their projects, trainings, and articles.

*“In terms of intentional tracking based on these sub IDOs, no not really, I'm not sure to what extent and when these were developed or if they've evolved over time. With this bilateral project that we have we mostly use the USAID Feed the Future monitoring indicators, some of which are policy related and those have also changed over time but we mainly report to them [USAID] so we mainly track the outcomes that they have. Some are gender disaggregated and we do have custom indicators that we developed for our project so I would say **we haven't really done a lot of thinking about the CCAFS outcomes and how we map to those.**” (KII1)*

Relatedly, other leaders mentioned that sub-IDOs and IDOs (Intermediate Development Outcomes) were not used to track within projects and are only reported on for final outcome reports: *“The sub-IDOs have not been a very meaningful reference point to me. I mean, at reporting time I gotta go ahead and click a button relating to that, but that's not an organizing principle.”* (KII3)

How are current metrics generated?

CCAFS staff use the Managing Agricultural Research for Learning and Outcomes (MARLO) platform as their central repository for entering data related to tracking. Within Flagship 1 of CCAFS, which focuses explicitly on policy, project leaders enter milestones under specific ‘gender’ and ‘youth’ - related policy targets to generate numerical metrics. For example, project leaders might enter the number of policies influenced in 2020, or before 2020, give a brief description of how a policy was influenced, then that number of policies goes into the milestone and into the outcome target. If a project leader has identified a particularly successful policy outcome, they can develop an outcome story or case study explaining what has been done. As of this juncture, the practice of generating outcome stories is voluntary on the part of project leaders.

⁵ This sub-section addresses research question 3: What tracking mechanisms and methods are CCAFS projects current implementing or have implemented in past projects, and what have been the associated best practices for tracking in CCAFS projects?

Milestones

When asked to describe the current system for tracking gender related policy outcomes for CCAFS, project leaders explained that the milestones are, in practice, the sole means of tracking internally. Normally the flagship leader assembles all the milestones, so project leaders are expected to communicate the key contributions made. The gender-related milestones for CCAFS Flagship 1 (2020-2021) are listed in Table 6 below. The gender-related milestones provide reporting targets for governments, international and partner institutions. These milestones are very high level (e.g. number of policies or institutions that have changed or had their policy influenced by CCAFS' work) and currently lack a fine-grained method for assessing the strength of the targets achieved or more descriptive information on how gender was included in inputs with partners: *"It's fairly vague and high-level so on the one hand, that's not a bad thing because it allows people to take advantage of opportunities that they come across, but on the other hand I think it also means that some opportunities are lost. One example would be the East Africa work with the Ministry of the Environment, so for years they have had some inclusion of gender in the inputs, but we don't know what they were and there wasn't a gender specialist actually involved and so there's not a lot of tracking on the quality of that support."* (KII 9)

Table 6: Flagship 1 Milestones Table, 2020-2021.

Year	Milestone description
<i>Outcome target: 14 organisations and institutions in selected countries/states adapting plans and directing investment to optimise consumption of diverse nutrient-rich foods, with all plans and investments examined for their gender implications</i>	
2019	Methodologies are being developed to utilise multi-level multi-driver scenarios in food and nutrition security policy development and implementation at national and subnational levels; gaming tools for youth engagement are being investigated for their use as part of that methodology.
2019	Combined climate and food and nutrition security scenarios are being used for policy development and implementation in selected countries/states, with a focus on dietary diversity and gender implications.
2020	New scenarios tools for devolved policy implementation are finalised and disseminated to key next users in selected countries.
2020	Combined climate and food and nutrition security scenarios are used for multilevel policy development and implementation in selected countries/states, with 4 countries/states effecting relevant policy change that includes consideration to gender issues.
2021	Combined multi-level climate and food and nutrition security scenarios tools modified to allow targeted up-scaling from local level through national, regional and global organisations; tools piloted in selected situations.
2021	7 organisations and institutions in selected countries/states adapting plans and directing investment to optimise consumption of diverse nutrient-rich foods, with all plans and investments examined for their gender implications; CGIAR system-wide participatory scenarios process implemented to inform the CGIAR Foresight Report process.
<i>Outcome target: 20 national/state organisations and institutions adapting their plans and directing investment to increase women’s access to, and control over, productive assets and resources</i>	
2019	Synthesis and comparative analysis of the integration of gender and social inclusion considerations within the CCAFS scenarios processes in all regions, in relation to process participation, empowerment, and equity considerations within resulting policies, strategies and investment plans.
2020	Gender- and youth-focused policy guidance for CSA is disseminated and taken into account in new policies informed by CCAFS science, while investment plans consider gender equity dimensions in six countries/states.
2021	New-generation integrated assessment model outputs are complemented with bottom-up analyses to add gender dimensions to policy and investment recommendations in 10 countries/states.
2021	Global synthesis of gender and social inclusion considerations in 10 national/state plans and climate finance investment decisions; case studies of GSI-focused analyses of CSA synergies and trade-offs in selected countries documented.

Do indicators exist to track gender-responsive policy outcomes?

Although the current milestones have attempted to mainstream gender, their broadness and lack of additional quality criteria has facilitated the production of relatively shallow content with regards to whether a policy has met the outcome target. As put by one leader: *“Right now, we are pretty generic in what we’re tracking, I mean, it is like, is there a policy or not?”* (K114) Indeed, other leaders reported that the most commonly used metric is the number of mentions of gender, women, or youth in a policy, and in relation to what sectors, but that only **“a very few number of policies at the**

national level actually go into any sort of detail or demonstrate any sort of real understanding of what gender is about.” (KII 9)

*“A recent CCAFS publication assessed whether there is any gender budgeting in relation to implementation in those policies and of course they're going to find almost zero, so those are the only real indicators that I have seen in use around this so far and it's partly because **when gender is included in a policy it's very superficial.** Let's be blunt here, often what you find is gender is a cross-cutting issue in this policy or we need to build women's capacity in agriculture as farmers, so the level of sophistication of addressing the issue in these policies is very low, and so what we find is that the counting [gender] has been basically counting numbers of mentions as the main way of doing this and so then the question is really of **capacity development: how do you get policymakers to understand, and it's also where's the research that will allow a more sophisticated level of understanding of what the issues are for a country?** Once you get that understanding, how do you then get policymakers to understand the importance of integrating that into their policy, and then what is it that they should be integrating?” (KII 9)*

A key challenge for CCAFS is the lack of minimal content for policy makers to focus on with regards to gender, agriculture, and climate change. In addressing the issue of ‘cosmetic gender’ in policies (i.e., generic and superficial inclusion), CCAFS experts suggested the need to work with policymakers on identifying what they want changed, and “*where are the gender gaps they want improved?*” (KII 2). A common refrain among CCAFS leaders was the need to engage in more analysis of the actual deliverables that are produced to track the substance and content of the gender inputs into policy. This is important not only for strengthening policies in terms of meaningful commitments to enhancing gender equality and transformation, but also internally for ensuring there are uniform requirements across CCAFS for doing so:

“It's a little bit too easy for people to say, yes we put gender in but there's no real demonstration of quality or the substance of the gender content or gender inputs. What we're left with is that flagships may be doing their own versions of working with policymakers and saying that gender is included but it's not necessarily uniform or consistent and the GSI crowd is not necessarily brought into that work so there's no uniformity of approach across the flagships as a result because the requirements are pretty vague in terms of incorporating gender or the measurement framework.” (KII9)

A second key challenge dealt with the current system’s lack of tracking with regards to **policy processes**. In speaking with CCAFS leaders and experts, there was a shared frustration that the long and oftentimes difficult road of building the capacity of policymakers and stakeholders – e.g. sensitizing them to what gender is, why it matters in relation to climate change and agriculture – is not considered in the current system of tracking sub-IDOs.

“Just to give you a project example of the frustration that sometimes happens with these processes. So, in Uganda and Tanzania, we managed to really present our results to the Parliament. So, we went to the Parliament and we were able to engage with them on issues of gender and climate change in agriculture. And it really was something important and it was like a combination of a lot

work of trying to get their time and attention. But then in terms of reporting that apparently was not enough. Right? **You have to prove that your intervention influenced policy**, but to me, being able to share and discuss and actually listen to the conversation that it sparked among the Parliamentarians, to me, that already was something very important. **All of these things that are not tangible are very important.** Maybe it is not signed in a formal document of the Parliament. But those kinds of issues are important and then one year later, after the project had finished, we felt that they were passing a law on climate change. **And one of the reasons why the Parliamentarians rejected it was because the gender inclusion wasn't enough. Do you see what I mean? Then you cannot prove you influenced them. That kind of procedure is difficult to prove.**" (KII 4)

"I mean it's not the same change [as adopting a new crop variety] so the energy you have to put in changing the minds of many people, changing the society, it's much more resource intensive. Its knowledge, its mobilization of actors, it is much more important than something that already exists that requires just a slight adjustment. And I this is not taken into account in what we are doing." (KII 4)

While these issues of content criteria and implications of working with policymakers are ongoing, there were some more concrete indicators used in tracking progress towards the gender-related policy sub-DOs, including organizing gender specific workshops, events and activities; developing gender-specific outputs like the submissions made to the UNFCCC negotiations on gender and climate change; organizing workshops to build the capacity of policy makers on gender and climate change issues; and direct contributions to the development of gender indicators for Kenya's Nationally Determined Contributions (NDC). As summarized by KII 10, "It is anticipated that these events influence the development of gender specific policies or integration of gender into relevant agriculture or/and climate change policies."

What are the challenges with trying to track outcomes related to gender in CCAFS?

CCAFS project leaders and experts expressed challenges related to the current platform for tracking, MARLO, as well as more general issues with measuring policy impacts related to gender. The challenges related to MARLO are summarized in the table below:

Table 7: Challenges with tracking in MARLO

Amount of MARLO reporting is burdensome	"I feel like the burden of reporting has grown every year. It has gotten more complex and you know, it's easy to have MARLO as a system to easily access your project and enter everything online, but just the amount of reporting I think has gone up quite a lot" (KII 01).
Additional support needed to report in MARLO	"We used to have a person to do the tracking in MARLO, but now we don't have the support to do this <u>and</u> report on the bi-lateral project" (KII 01).
MARLO is a complicated program that requires specialized training	"The reporting system was a jungle! Every time you need to take a training course on how to use it." (KII 7)
Transparency in MARLO	"Few of us have access to MARLO – we can't see what others have keyed in." (KII 5)
Projects close within the MARLO system	"I can't even open old projects! The better way would be to have MARLO open all the time – now it's closed because it's post-

	<i>planning.” (KII 7)</i>
Limitation on amount of data that can be entered in MARLO	<i>“I’m upset about the prescribed indicators and the small amount of characters you can use – to me it shows they’re not interested in qualitative results. The short word limited way of responding. It’s good to say you have 50,000 people reached – but it doesn’t explain how they benefit.” (KII 7)</i>

CCAFS project leaders and experts also discussed the more general challenges with tracking outcomes related to gender, a summary of which are provided in the table below:

Table 8: General challenges with tracking outcomes related to gender

Attributing changes at policy level to CCAFS	<i>“It’s quite challenging to prove that your activities are really the drivers of the Ministries’ changes, in our case, in implementing policies...how is it that we can prove that the CCAFS work is the main driver towards that change?” (KII4)</i>
Tendency to over-attribute the influence of CCAFS work	<i>“I think there is a global tendency to over-attribute the results. Everybody is pressured to over attribute the result of the outcomes to our activities.” (KII4)</i> <i>“The further back in time a project is and if the project has ended, tracking the outcome you won’t necessarily know that there was an outcome. There is a high transaction cost. The other aspect is that over time, other entities have also had a lot of impact, so the attribution to CCAFS becomes watered down. And it has felt a bit poaching like that might come in and say after 10 years when not being active for five years oh did we have any impact right. It’s very awkward in terms of partner relationships to have to find these.” (KII 12)</i>
The need for sustained monitoring of gender data	<i>“You have gender people in the Ministry of Agriculture, and you have climate change people, and they do not necessarily work together.” (KII 4)</i> <i>“For example, often at the end of every year they do some sort of monitoring of activities where everyone has to report. At the same time they do some sort of diagnosis of the situation on the ground and often those diagnoses that extension services have included some information on gender, a social economic so this kind of stuff so you could imagine that they have information that if properly analyzed it could provide them clues on where gaps are on, where they have opportunities to act. But when you them ask if they use these diagnoses to plan activities for the next year, you realize they don’t. They just put their diagnosis on a shelf nobody looked at it. And then in January they just start from scratch with something else.” (KII 4)</i>
Time constraints	<i>“The challenge is time! While implementing we cannot monitor outcomes.” (KII 1)</i>

In discussing the challenges related to both MARLO and more general issues with tracking outcomes, CCAFS leaders and experts reported a lack of communication and transparency within CCAFS on indicators, methods, and tracking. In beginning to address some of these gaps, key informants also identified what they believe could become best practices for CCAFS, a summary of which is provided in the table below.

Table 9: Summary table of CCAFS tracking gaps and prospective best practices

Gap/Challenge Identified	Prospective Best Practices
<p>Difficult to incorporate CSA issues/climate change into more generalized 'gender' agendas (i.e., women's employment, economic empowerment, gender-based violence)</p>	<p>Highlight interlinkages between rural women and climate change through regular follow-up meetings with collaborators. (KII 14)</p>
<p>Issues related to the transparency with MARLO</p>	<p>Add visibility through a Gender Focal Point program <i>"Need forums to sit and see what everyone is doing, for the process to be transparent. We miss out on current activities – need communication updates from Platform Science Officers/leaders."</i> (KII 13)</p>
<p>Greater transparency and collaboration within CCAFS and centralization of CCAFS gender information</p> <p><i>"It's difficult to connect with other CCAFS researchers. CCAFS researchers are eager to collaborate, but decisions are made top-down, so there is not a promotion of collaboration within CCAFS – channels are not available. This could be cultivated more."</i> (KII1)</p>	<p>Set up a gender focal point (GFP) program where each CGIAR institute has one GFP across CCAFS flagships that can access MARLO</p> <p><i>Incentive for researchers to be able to find out about other projects that are doing similar work or other researchers as a way of networking.</i> (KII 1)</p> <p><i>CCAFS releases a report that reports on all the different portfolio of activities that are going on, that would be a useful way to help researchers link up with each other.</i> (KII 1)</p>
<p><i>"Terminology around gender language and indicators are not clear (e.g., gender sensitive, gender responsible, gender responsive) and are not well understood which means they may be reported incorrectly as they have different meanings."</i> (KII 8)</p>	<p>CCAS should create and adopt a clear terminology on 'gender.' (KII 8)</p>
<p><i>"There is really a trade-off between more reporting and the time dedicated to really implement things."</i> (KII4)</p>	<p>Involve governments and partners as much as possible in tracking policy outcomes. (KII 4)</p>
<p>The current CCAFS milestones do not capture progress outcome indicators. (KII 12)</p>	<p>Create indicators that capture progress towards policy-outcomes.</p> <p>Go beyond quantitative counts, to capture learning processes and bottlenecks in policy processes.</p> <p>Tracking progress on decisions made – virtual email exchanges can be helpful to track progress – dialoguing to incorporation – document the process more. (KII 6)</p> <p>Analysis of who is using training materials and how. (KII 6)</p>
<p>Sub IDOs are difficult to prove causal links Intensity of change (incremental change) (KII 4)</p>	<p>Need to do contribution analyses and go beyond quantitative counts. (KII 4)</p>

6. A new framework for identifying and prioritizing gender-related issues in climate policy⁶

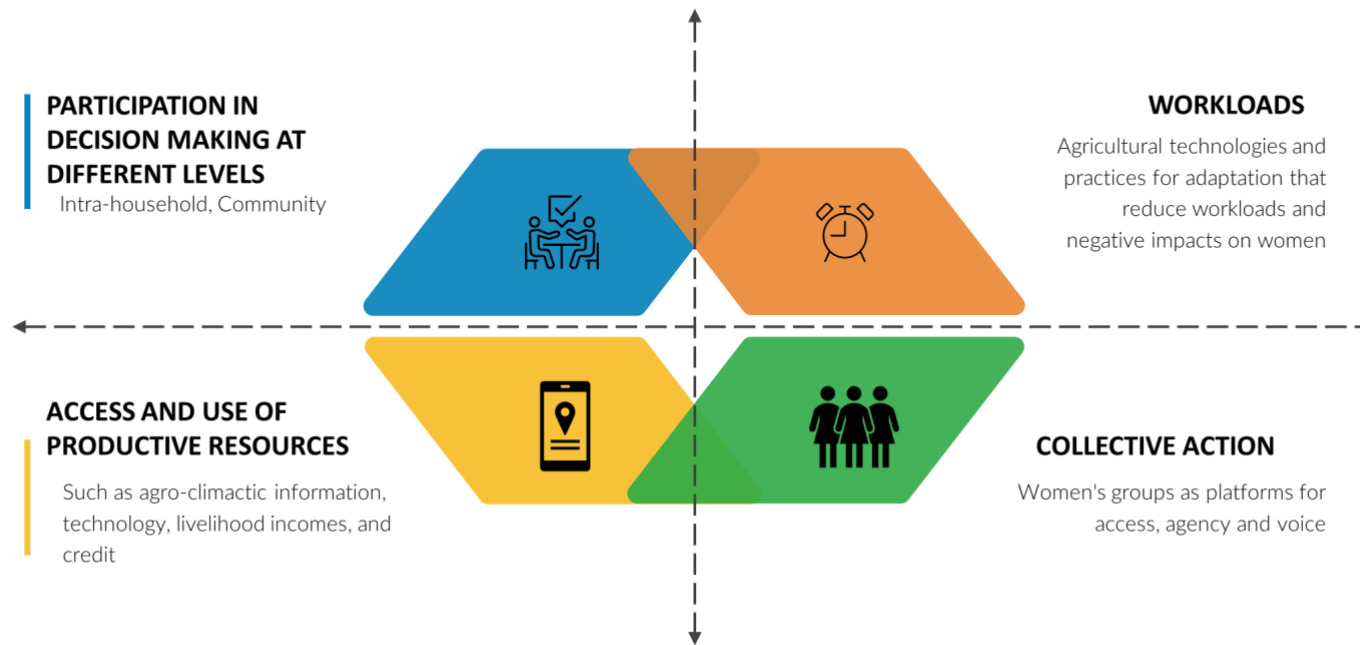
This section provides a model for CCAFS and other programs/initiatives to identify, prioritize and instrumentalize gender-related issues in climate policy. In interviews with CCAFS leaders and experts and the review of CCAFS project documents, an emergent issue was the need for a shared and comprehensive approach with a detailed framework for what CCAFS wants to achieve in policy around gender. More specifically, the need to develop a set of key gender issues in relation to CSA and climate resilient agriculture at different levels of policy integration (e.g., What are the key sectors and issues that should be highlighted in a sector or topic based on CCAFS priority areas? What are the important statements that must be made in a policy?) was highlighted:

*“We’ve been doing a set of country case studies on gender and climate in Africa and it’s meant to be an overview of what are the key issues? What is the data available? What do we know is going on? What are the gaps for women? What are the important areas to address for women? What are the key gender issues in relation to climate? And where are men located in the economy or in the country? And where are women located? And who’s getting this support and who is not? So that is the complementary side of things but, **we need that basic framework of what are the key gender issues that need to be tracked and targeted in relation to policy.** And that’s not there.” (KII 9)*

Building on the work of Huyer and Gumucio (2020), this guide presents a framework for the prioritization of gender issues in climate policy that highlights four critical dimensions of gender in/equality in climate-resilient agriculture: (1) participation in decision-making at all levels; (2) work burden; (3) access to and use of productive resources such as agroclimatic information, technology, livelihood incomes, and credit; and (4) collective action to address and mitigate climate impacts. Figure 1.1 provides a visual representation.

⁶ This section addresses research question 1: What indicators are appropriate, and what mechanisms are feasible for tracking progress against the CCAFS gender-related policy sub-IDOs?

Four Gender in/equality Dimensions



Applying the framework to the CCAFS gender-related policy sub-DOs to assess and track progress towards outcomes

Using the four priority areas outlined in the framework, the **gender implications** of policies can be assessed across the four areas of in/equalities in achieving the four relevant gender-related policy sub-DOs. The framework can also be used to examine the strength of existing policies. Each of the sub-DOs are linked to their relevant 2022 CRP Outcomes in each flagship, where are presented below. The information needed to assess and track progress towards these outcomes is given, alongside criteria for assessment generated along the four areas of gender inequalities.

Criteria for examination of ‘gender implications’

Defining the ‘gender implications’ of CCAFS policies/programs must be embedded in the main goal of the CCAFS GSI Strategy, which is “to promote gender equality in supporting CCAFS’s work towards CSA, food systems and landscapes” in alignment with the CGIAR objectives to “create opportunities for women, young people and marginalized groups and to promote equitable access to resources, information and power in the agri-food system for men and women in order to close the gender gap by 2030” (CGIAR 2015, pp.13). Thus, the ‘gender implications’ related to a particular policy/program **must consider the impacts the policy/program will have on these varied intersectional groups, and whether the implications are promoting equitable access and closing the gender gap** or whether it has reinforced or **intensified existing inequalities**.

Criteria for generation of ‘gender indicators’ for Flagship 1

For the purpose of this guide, gender indicators are designed to measure progress toward gender equality and gender transformation at outcome level. In this regard, **indicators should assess whether the policies/projects are contributing towards gender equality and gender transformation, or whether they risk perpetuating or intensifying existing inequalities**.

Sub-DO: Optimized consumption of diverse nutrient-rich foods

Sub-DO: Optimized consumption of diverse nutrient-rich foods

FP1 2022 CRP Outcome: # of organizations and institutions in selected countries/states adapting plans and directing investment to optimize consumption of diverse nutrient rich

foods, with all plans and investments examined for their gender implications.

Information needed to assess and track progress towards outcomes: Criteria for examination of “gender implications”

Gender transformative criteria for policy assessment

Quadrant 1: Participation in decision-making at different levels

- Does this plan/investment promote women’s decision-making around diverse crop production and diets?
- Does this plan/investment promote change in gender roles that could generate intra-household conflict?

Quadrant 2: Workloads

- Does this plan/investment reinforce traditional gender roles and division of labour related to women’s workload? Does this plan/investment promote opportunities for women and men to engage in non-traditional activities?
- Does the plan/investment promote gender-responsive technologies to assist women in optimizing the production and consumption of diverse nutrient rich foods?

Quadrant 3: Access and use of productive resources

- Does the plan/investment enhance women’s access to nutrition information?
- Does the plan/investment enhance women’s access to pre-requisite resources for diverse food consumption?
- Does the plan/investment enhance women’s access to agricultural extension services, or other relevant advisories for the production and consumption of diverse nutrient rich foods, including information on health and nutrition?

Quadrant 4: Collective action

- Does the plan/investment promote the formation/facilitation of collective organizations?
- Does the plan/investment promote women’s leadership in collective forums, community or producer organizations?

Sub-IDO: CC: Gender-equitable control of productive assets and resources

Sub-IDO: CC: Gender-equitable control of productive assets and resources

FP1 2022 CRP Outcome: # of national/state organisations and institutions adapting their plans and directing investment to increase women's access to, and control over, productive assets and resources.

FP2 2020 CRP Outcome: # development organisations, with the focus on investments for CSA activities, adapting their plans or directing investment to increase women's access to, and control over, productive assets and resources.

FP4 2020 CRP Outcome: # of development organizations adapting their plans and directing investment to increase women's access to, and control over, productive assets and resources through gender-sensitive climate-based advisories and safety nets.

Information needed to assess and track progress towards outcomes: Indicators of robustness for “increasing women’s access to, and control over, productive assets and resources”

Gender transformative criteria for policy assessment

Quadrant 1: Participation in decision-making at different levels

- Does this plan/investment promote women’s decision-making around productive assets and resources?
- Does this plan/investment promote women’s decision making in community natural resource management?
- Does this plan/investment promote change in gender roles that could generate intra-household conflict?
- Does this plan/investment promote women’s representation in national decision-making bodies around relevant productive assets and resources?

Quadrant 2: Workloads

- -Does this plan/investment reinforce traditional gender roles and division of labour related to women’s workload? Does this plan/investment promote opportunities for women and men to engage in non-traditional activities?
- Does the plan/investment promote gender-responsive technologies that would lessen women’s workload? - Are basic technologies in place that allow women to take up new

technologies and practices to lessen their workload and increase their productivity? (see Murray et al. 2016)

- Are technologies in place to address women's basic workload issues: energy (including household energy), transport and carrying of goods?

Quadrant 3: Access and use of productive resources

- Does this plan/investment promote opportunities for women to engage in non-traditional activities?
- Do gender-sensitive climate-based advisories and safety nets consider intersectional vulnerabilities that impact gender equality?
- Does the plan/investment consider:
 - Women's control of income from policy changes / access to cash and ability to spend it?
 - Women's access to/control over land?
 - Women's access to/use of water for agriculture?
 - Women's access to/ control of information and digital techs (mobiles)

Quadrant 4: Collective action

- Does the plan/investment promote the formation/facilitation of collective organizations?
- Does the plan/investment promote women's leadership in collective forums, community, or producer organizations?

Sub-IDO: CC: Reduced net greenhouse gas emissions from agriculture, forests and other forms of land-use

Sub-IDO: CC: Reduced net greenhouse gas emissions from agriculture, forests and other forms of land-use

FP3 2022 CRP Outcome: # of low emissions plans developed that have significant mitigation potential for 2030, i.e., will contribute to at least 5% GHG emissions reduction or reach at least 10,000 farmers, with all plans examined for their gender implications.

Information needed to assess and track progress towards outcomes: Criteria for examination of “gender implications”

Gender transformative criteria for policy assessment

Quadrant 1: Participation in decision-making at different levels

- Does this plan promote women’s decision-making around mitigation practices at community or national levels?
- Does this plan promote change in gender roles that could generate intra-household conflict?

Quadrant 2: Workloads

- Does this plan reinforce traditional gender roles and division of labour related to women’s workload?
- Does the plan promote mitigation technologies that would lessen women’s workload?

Quadrant 3: Access and use of productive resources

- Does this plan/investment promote opportunities for women to engage in non-traditional activities?
- Does the plan consider women’s access to credit to invest in the low emissions technology/practice?

Quadrant 4: Collective action

- Does the plan/investment promote the formation/facilitation of collective organizations?
- Does the plan/investment promote women’s leadership in collective forums, community or producer organizations?

Sub-IDO: CC: Improved capacity of women and young people to participate in decision-making

Sub-IDO: CC: Improved capacity of women and young people to participate in decision-making

FP3 2022 CRP Outcome: # of organisations adapting their plans or directing investment to

increase women's participation in decision-making about LED in agriculture.

Information needed to assess and track progress towards outcomes: Indicators for robustness of “**increasing women’s participation in decision-making about LED in agriculture**”

Gender transformative criteria for policy assessment:

Quadrant 1: Participation in decision-making at different levels

- # of women expected to participate in decision-making about LED in agriculture, relative to men at community, national or household levels
- # of women in roles as leaders in decision-making bodies, relative to men

7. Project-level activities (at local/national level) that can be aggregated and tracked by CCAFS⁷

Findings from key informant interviews

Interview data with CCAFS team leaders and experts revealed that all current tracking within CCAFS is based on “outcome-level” indicators.

Current gender-related policy tracking metrics used in CCAFS projects

- # of policy decisions made as a result of CCAFS research (KII5)
- # of activities e.g., developing a policy with the African Group of Negotiators that will contribute to NDCs (KII5)
- # of users of work that has been generated by CCAFS with partners, either the number of countries or # of organizations that have made or revised policies based on CCAFS work (KII5)
- # of products as a result of the engagement with our partners (KII5)
- # of women participating in policy decisions (e.g., number of women attendees at UNFCCC negotiations) (KII5)
- # of institutions using research (KII6)
- # of meetings held in ministries (KII6)
- # of policies that include gender equality statements (KII6)
- # workshops held with policy makers (KII9)
- # of ministries’ officials met with (disaggregated by gender) (KII9)
- # of policy documents produced with and by and used by policymakers (KII9)

Given these are the current metrics used, there are clearly some gaps regarding the tracking and evaluation of gender content, processes, and implementation. Beyond the need for clear and robust criteria to address the quality of the gender content in policy design, there

⁷ This section addresses research question 2: What indicators are appropriate, and what mechanisms are feasible for tracking gender transformation at project and national levels? What project-level activities (at local/national level) can be aggregated and tracked by CCAFS?

is a clear need for appropriate mechanisms for tracking the processes of generating the outcome level indicators current in use: namely, the processes of policymaker/stakeholder engagement with CCAFS in working towards gender-related policy outcomes. Thus, there is a clear need for CCAFS to adopt process-oriented metrics to show engagement from policy stakeholders as concretized milestones in tracking towards gender-related policy outcomes.

8. Indicators to track gender transformation at project and national level

This section outlines the methodology for generating indicators to track gender transformation [in policies] at project and national levels. The first step in assessing what indicators are appropriate for tracking gender transformation at project and national levels is to create **gender transformative criteria** that can be applied to assess progress at each step of the policy process – design, engagement, plans for implementation and outcomes.

Within CCAFS, there is a need for a framework for consistently assessing policies and policy processes across countries (see Table 10).

Table 10: Policy steps and gender transformative criteria for assessment

Policy Steps	Gender Transformative Criteria for Assessment
<p>Step 1: Gender Policy Design (Content) Definition: The quality and level of gender content proposed.</p>	<ul style="list-style-type: none"> - Does the policy explicitly state the transformation of gender roles as a goal? - Were women consulted in the design and negotiations around the policy? -Does the policy aim to strengthen women’s participation in decision-making at various levels? -Do the policy support technologies and/or interventions decrease women’s workloads? -Does the policy strengthen women’s access and use of productive resources? -Does the policy increase women’s access to/use of collective action?
<p>Step 2: Gender Policy Processes (Engagement) Definition: The type and level of interaction with policymakers (e.g., documenting the process/steps of communicating with policymakers, showing their ‘evolution of ideas’ concerning gender)</p>	<ul style="list-style-type: none"> -What is the type and level of interaction with policymakers? -What is the process/steps of communicating with policymakers? -How have their ideas concerning gender evolved over your engagement with them?

	-What has the process of capacity building involved?
Step 3: Gender Policy Commitments Definition: The type and level of gender commitments proposed (e.g., gender responsive budgeting, staff, capacity building, etc.)	- Does the policy have plans for implementation? - What are the commitments that are made in the policy to any sort of longer-term monitoring and evaluation plan? -Is there a coherent set of partners, budget, women-lead or gender-balanced implementors?
Step 4: Gender Policy Outcomes Definition: The effects of the gender policy on other policies, planning, and policy makers.	- Were relevant national bodies/ministries that deal with gender issues identified/involved in the generation of CCAFS research materials? (Project level) - Did the policies related to gender transformation use CCAFS research materials as inputs? (National level)

Additional guidelines for how the gender transformative criteria can be applied to each step of the policy process is detailed below.

Step 1: Gender Policy Design (Content)

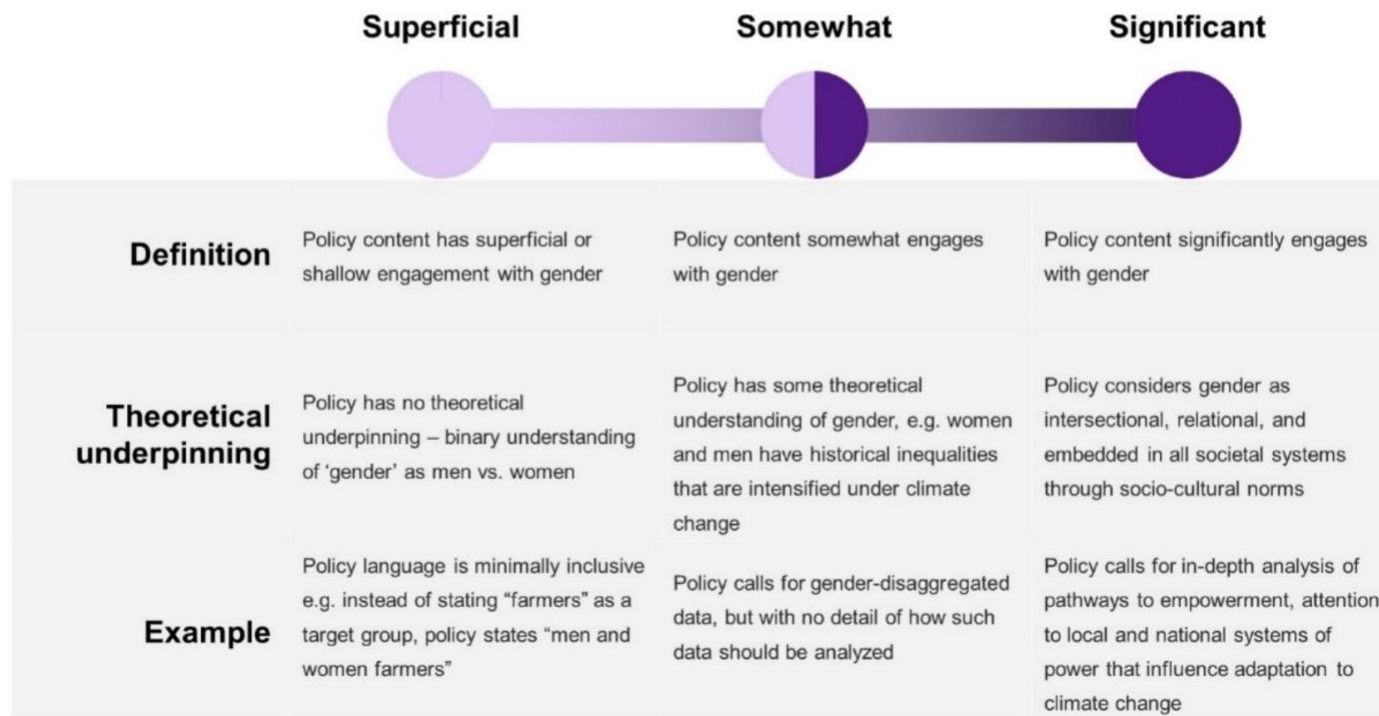
Assessing the quality and level of gender content proposed in climate policies has been presented elsewhere (Ampaire et al. 2020, Gumucio and Rueda Tafur 2015). The proposed content herein aligns with the four-dimensional framework for prioritizing gender issues in climate policy:

- Does the policy explicitly state the transformation of gender roles as a goal?
- Were women consulted in the design and negotiations around the policy?
- Does the policy aim to strengthen women’s participation in decision-making at various levels?
- Does the policy support technologies and/or interventions to decrease women’s workloads?
- Does the policy strengthen women’s access and use of productive resources?
- Does the policy increase women’s access to/use of collective action?

Furthermore, Figure 2 below presents a 3-point spectrum that can be used to assess the quality of gender-related policy content.

Figure 2: Spectrum of gender-related policy content (Author's creation)

Spectrum of gender-related policy content



Step 2: Gender Policy Processes

Creating criteria to assess the types and levels of interaction with policymakers (e.g., documenting the process/steps of communicating with policymakers, showing their ‘evolution of ideas’ concerning gender) is crucial to documenting gender policy processes – a metric that is currently lacking within CCAFS system of tracking. For this step, it is anticipated that more qualitative forms of evaluation would be used to document the processes of engagement with policymakers and relevant stakeholders.

Step 3: Gender Policy Commitments

In addition to strengthening the content of gender-related policies and documenting processes, CCAFS can assess the quality of a policy’s conclusions in terms of specific commitments (including targets, indicators, budgeting, and ‘next steps’). This is to ensure accountability in terms of the implementation of gender policy commitments, as articulated by one project leader: *it's not enough having the policy right, what we really need is policy actually being translated into actions into programs.*” (KII 2)

To assess the quality of a policy in terms of its gender commitments, a 5-point ranking system can be measured to generate a new metric that can be used in tracking progress. The five points are:

- 0= has no mention of gender commitments in the conclusion/implementation plan
- 1= has irrelevant/tokenistic commitments in the conclusion/implementation plan
- 2= has some reference to sex but no gender commitments in the conclusion/implementation plan
- 3= has some gender commitments in the conclusions/implementation plan, but basic or unhelpful
- 4= has highly relevant gender aware commitments in the conclusion/implementation plan

Step 4: Gender Policy Outcomes (in terms of effects on other policies, planning, policy makers)

For assessing gender policy outcomes in terms of effects on other policies, planning and policy makers, the criteria for assessment could include:

- Were relevant national bodies/ministries that deal with gender issues identified/involved in the generation of CCAFS research materials? (Project level)
- Did the policies related to gender transformation use CCAFS research materials as inputs? (National level)

Additionally, within key informant interviews with CCAFS leaders, the idea was raised of having separate projects for assessing CCAFS contributions to gender policy outcomes. As articulated by one leader: *“It is ambitious to think that while we are implementing we are going to be able to monitor outcomes, so I think that it should be another project after the ones that we are implementing to actually see and assess to what extent the CCAFS action contributed to some changes at the organization or ministries level.”* (K114).

This type of assessment could be done through interviews or document analysis. Another project dedicated explicitly and exclusively to assess the contribution of CCAFS changes that can be observed at the organizational level could be done as an outcome study. For example, to better understand the effects on other policies, planning and policy makers, completing a contribution analysis or theory-based impact pathway evaluation would address the issue of causality of contribution.

9. Reflection on the limitations of gender indicators

What can gender indicators achieve?

- Enhanced accountability and transparency in working towards gender policy-related goals and outcomes.
- Gender policy indicators create the necessary preconditions for gender transformative change.

What are the limitations of gender indicators?

- Gender is intersectional, making policies difficult to ‘scale out’ as done in other agricultural interventions, coupled with slow government institutional processes

“We build policy based on prioritized groups – there are 63 ethnic groups in Vietnam, making policies difficult to scale. In Vietnam (a socialist country) planning is done using 5-years plans, so the process moves slowly.” (KII 7)

- An over-reliance on quantitative metrics does not address underlying causes for gender inequalities

“CCAFS isn’t interested in underlying causes [of gender inequality]. They just want the numbers.” (KII 7)

- Most current metrics are not process-oriented

“Having more prescribed indicators is not the solution – the indicators are not showing what we’re doing.” (KII 7)

“I think policy formulation itself as an indicator is dubious. It is a process indicator - it is not without meaning, but it is also not actually achieving goals. It is creating a new tool that might possibly be useful in pursuing more meaningful and concrete goals.” (KII 3)

- Capturing change processes that take a very long time to achieve (far beyond a single project cycle)

“You can’t change policy in 1 year! How many policies do you want to influence? The numbers feel very artificial.” (KII 7)

- CCAFS (and other programs) cannot control implementation of gender-related policies

“Policy impacts are themselves, shall I say, dubious indicators. Because there is no one who has been working in Africa for very long who doesn't know that there is a ton of policies on the books that never go anywhere. Because of lack of funds or lack of wherewithal only parts of them go places depending on international donors' prioritization. What is USAID willing to throw money at? What's the World Bank willing to throw money at? What's GIZ willing to throw money at?” (KII3)

How can gender indicators be complemented with other tools and/or methods?

It is crucial for CCAFS to better capture how a policy is being applied in projects and how well activities are designed to have the desired changes on the ground. Being able to measure, *“this kind of trickle-down effect from us influencing the policies of the organization, getting them to recognize the importance of gender, to increasing women’s ability to make decisions – these are harder to get at.”* (KII 1)

A recurring theme in interviews with CCAFS staff was that currently there is too much focus on instrumentalized “end-product” type indicators without a focus on the process/steps it takes to get there (e.g., the ‘middle piece of the puzzle, communications with policymakers). Additionally, adapting a more qualitative “contributions analysis” to track and monitor the progress towards those indicators (e.g., # of organizations taken up or including policies, the numbers of plans analysed, etc.) to track to which extent these policies are implemented.

10. Recommendations: Forward agenda from sub-IDOs to impacts

As the CGIAR centers and research programs transition to One CGIAR, this guide can be used to help shape future strategies, particularly with regards to tracking from sub-IDOs to impacts. Two draft CGIAR documents produced in October 2020 – the Draft CGIAR Performance and Results Management Framework 2022-2030 and the CGIAR 2030 Research and Innovation Strategy – help guide these recommendations.

The Draft CGIAR Performance and Results Management Framework 2022-2030 outlines indicators at two levels: Spheres of control and influence (outputs and outcomes) and Spheres of interest (impact). For the first level, a small set of indicators span the spheres of control and influence. These underpin CGIAR’s contribution to impact, and are largely drawn from the 2017-21 CGIAR portfolio, optimized based on experience and to suit CGIAR 2022-2030 needs. While these cover several areas, specifically for **policies** the following is listed: Number of policies/ strategies / laws/ regulations/ budgets/ investments/ curricula modified in design or implementation, informed by CGIAR research. Three levels of result maturity: (i)

research taken up by next user, (ii) policy enacted, and (iii) evidence of impact on people and/or environment of the policy (CGIAR 2020a, pp.5)

The second Sphere of Interest (impact) targets multiple benefits across five impact areas, the third impact area being “Gender, equality, youth & social inclusion.” For each of the five impact areas, CGIAR will contribute to collective targets for transformation of food, land and water systems across local, regional and global levels. In support of these global targets, all CGIAR Initiatives will use common impact indicators to link their results in the spheres of control and influence on the five impact areas and SDG Targets. The table below highlights the impact target and proposed common impact indicator for Gender equality, youth and social inclusion:

Table 11: Impact area, target and proposed common indicator for Gender equality, youth and social inclusion

Impact area	Collective global 2030 targets	Proposed common impact indicators attributable to CGIAR
Gender equality, youth and social inclusion	<p>Close the gender gap in rights to economic resources, access to ownership and control over land and natural resources for over 500 million women who work in food, land and water systems</p> <p>Offer rewardable opportunities to 267 million young people who are not in employment, education or training</p>	<p>Women’s empowerment and inclusion in the agricultural sector</p> <ul style="list-style-type: none"> - # women benefiting from relevant CGIAR innovations - # youth benefiting from relevant CGIAR innovations - # women assisted to exit poverty

The CGIAR 2030 Research and Innovation Strategy provides additional rationale and information on the impact area of Gender Equality, Youth & Social Inclusion (CGIAR 2020b, p.9). It states that, “Women, on average, comprise 43% of the agricultural labor force in low-income and middle-income countries, and account for two thirds of the world’s 600 million poor livestock keepers, yet their access to productive resources, rights and services is limited, holding back prosperity for all” (CGIAR 2020b, p.9). Furthermore, “more than 85% of the world’s 1.2 billion youth live in low-income and middle-income countries, and many of them face limited opportunities for employment or entrepreneurship (CGIAR 2020b, pp.9).

This document lists the “global 2030 success metric” as the same measure as the impact target for transformation of food, land, and water systems from the Draft CGIAR Performance and Results Management Framework 2022-2030 (CGIAR 2020b, pp.9). Additionally, the guide states that addressing this metric for gender equality, youth and social inclusion will be achieved “particularly through research that addresses the socio-political barriers to adoption of and benefits from innovations among women and youth” (CGIAR 2020b, pp.11).

Cross-cutting impact support

The Research and Innovation Strategy lists “Advancing equality for women” as one of the cross-cutting impact support areas:

Advancing equality for women: CGIAR will deliver new evidence, close data gaps and identify integrated solutions to reduce social inequalities within changing food, land and water systems – addressing gender particularly, and increasing the focus on youth and other dimensions of social marginalization over time. Research will advance methods for understanding and overcoming the root causes of gender inequality and foster critical thinking and cultural change on gender by identifying concrete solutions at technological, organizational, and institutional and **policy levels**. Work will be facilitated through strong integration and progress in socioeconomic and behavioural sciences, including modelling using big data. Special emphasis to demonstrate that working in agriculture and food is exciting for young people because of the new tools (digital, mechanization, small businesses along the value chain, and services), will also be an area of focus (CGIAR 2020b, pp.14).

The importance of gender integration is highlighted in the document in three additional areas:

- **The action area on sustainable production:** “Innovations at the farm level will be complemented by research to improve services to farmers, including informational (extension, forecasts, advisories), financial (credit and insurance), health (veterinary and plant health), infrastructural (transport, post-harvest facilities to avoid spoilage) and market support (input supply, procurement platforms, certification). Emphasis will be put on creating affordable and equal access to these services for women and young

people, and on harnessing digital tools. CGIAR will work with implementation partners across these services, particularly those in the private sector” (CGIAR 2020b, pp.12).

- “CGIAR’s modern approaches to managing breeding lines will aim for genetic gains in small-scale, often low-input, farms across a variety of demand-driven value-added traits: resilience to climate change, tolerance or resistance to diseases and pests, better and more diverse nutrition (e.g., through biofortified varieties), and more attractive market traits, including those valued by women” (CGIAR 2020b, pp.13).
- Gender equality, youth and social inclusion: by supplying improved varieties and breeds that are affordable and accessible to women and disadvantaged social groups and meet their specific market preferences (e.g., storage or cooking time, taste, labor intensity) (CGIAR 2020b, pp.13).

In the transition to One CGIAR, CCAFS Flagship 1 can measure its gender policy impacts along the four dimensions of gender inequality outlined in Section 6.

General recommendations

Moving away from adoption studies as a meaningful gender outcome to capture the relational aspects of gender

“I think we would first move away from the very simplistic adoption studies as a meaningful outcome. I mean it is an important first step to see that x number of people are using whatever technology; I mean that is not useless. But it also doesn't capture how technology reshapes social relations. Especially, in households and in our work especially in dairy, which is still very much a household production, that is historically rooted on women's unpaid labour and the findings show that intensification increases that. Until such point that you get big enough you can start hiring outside off-farm labour. So, to take seriously the relational aspect of gender and the way technology reshape social relations, that would be a nice first step. But that requires a substantial investment in doing good indicators, and you know no one has an excess money that they don't know what to do with and prioritizing dealing with that kind of complexity has never been a popular thing. They want it to be quick and easy and ‘look men and women adopted x so ‘check’. So, it is treating gender too simplistically and I think most people know it is more complicated than that, but no one wants to be bothered to do the hard work to actually get the good data that you could work with.” (K113)

Capturing the policy processes, including abstract work and rapport building work that are not currently accounted for in existing milestones or indicators.

“This project was a two-year project, by the time you establish rapport with all of these organizations that they trust you. All of that yet should be counted right and you really put a lot of effort towards that. And then yeah, I would see more clarity in what counting and trying to put a little bit more weight on all the steps that need to be taken to really prove that you have influenced policy. Because it is frustrating, you work so hard but then you do not have proven instances of how they want you to prove things.” (K114)

Going beyond gender as a “ticking the box” activity

“Gender indicators are currently being treated as a tick box activity. So, we have reached 5,000 women because look at this attendance roster from all of our trainings. Having good indicators could help, but the kind of the tick box approach or the “we did a survey and you know 1,789 of our respondents out of 5,000 were women, so look we have ‘gender’ in it”. I find this unsatisfying from a research perspective but also, I think from an applied perspective, it is going to create perverse outcomes because it is not asking the right questions, it is not looking at the right thing in the indicator. Because they are bad indicators.” (K113)

*“So, we order or organize around achieving objectives that are defined by a set of indicators and if they are not good indicators, if they are simplistic and gloss over a lot of the complexity and the, I do not even say complexity, over the realities of what all happens. Then we do not pay attention to the other things that happen, whether they are positive or negative. Now if it is really positive someone will pay attention to it because it helps them look good. But for example, with low emission development, if we simply paid attention to technology adoption, then we don't have to pay any attention to gender indicators at all. We can let the entire intensification thing happen on the backs of women's unpaid labour and economic marginalization. And it looks good because we're not choosing to look at those issues. **So, if we're not getting some indicators that are capable of somehow capturing or crystallizing the relational aspects of gender and the social engineering potential of technology, then we're actually not paying attention to what we're doing. We are paying attention to ticking a box.”** (K113)*

*“For gender specifically in policy, I think there should be program design elements. I mean, it has to be a mandate not just to trickle down to women, **but it has to be programs that are designed around women.**” (KII 12)*

Donor-driven demand for more rigorous gender indicators

“I cannot see a trajectory that's going to occur that isn't donor driven. Because so much of our activity as a research organization has no core funding. All of our activities and all of our time are driven by achieving our donor defined targets and objectives according to the standards that they set. And if they set the bar low then we're going to achieve that little bar. Some people may push a bit beyond it, and there is innovative boundary pushing work out there, but if it is really going to become institutional then it needs to be stimulated from external demand.” (KII 3)

The need to take an integrated and holistic approach to assessing gender and climate change issues

*“Do **we understand the supporting issues as well**, for example it's one thing to say we need to support women, to decrease their work burdens because that's a big gender and climate issue but there's no understanding of access to finance that might support that, there's no understanding of access to inputs and extension that might help women actually understand what they can do to decrease their work burden in agriculture and access the resources to do it, **so there's not the integrated approach. It's one or two statements, one or two issues just dropped in with very little attention to the kind of enabling environment for accomplishing that.**” (KII 12)*

The need to transform the mindset of policymakers and the contested use of ‘gender language’

One of the CCAFS experts raised the issue of language when engaging with policy makers in East Africa as a potential barrier to the integration of gender considerations. The pressure to ‘tone down gender’ was evident in their interactions with policymakers (for example, instead of saying ‘women’s rights’ say ‘decision-making’).

“I guess it's more complex because you have these policies at the national level, but if you go down to the communities, they have their own values, norms, and culture. So, if the national

policy in Uganda says, ok, women should have land rights, I will tell you that is not the case in these communities.” (K115)

“In my experience of working with the African Group of Negotiators, and at regional levels where stakeholders have different notions of the level that they feel comfortable engaging in, in women's issues and then of course with the specific language that's used, whether you know you say 'gender' or 'women's rights' how members would have differing levels of feeling like they can contribute to and enter into that discussion right.” (K115)

“Language is an issue. We are always corrected – ‘Oh, don't say that! Oh, don't use that word!’ Policy makers won't listen to you and you'll be left in the room alone!” (K115)

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Appendix: Sample criteria and indicators from desk study

This section provides a synthesis from the annotated bibliography of relevant gender-related policy indicators and criteria. While over 20 documents were reviewed for the desk study, only 5 dealt explicitly with gender-related policy criteria or suggested indicators.

Bamanyaki PA. 2020. Climate change, food, and nutrition policies in Uganda: Are they gender- and nutrition-sensitive? CCAFS Policy Brief no. 14. CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS). Wageningen, The Netherlands: CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS).

Indicators and/or criteria used:

Assessment criteria for gender- and nutrition-sensitivity of policy documents

Section in [policy] document	Criterion description
1. Situation Analysis	Provides an analysis of nutrition outcome trends and determinants, causes of malnutrition and their impacts at national and subnational levels, disaggregated by sex and other characteristics: age, location, ethnicity, and socioeconomic status.
2. Multi-sector and stakeholder involvement	Explains which stakeholders are involved in the development process; how the consultation process ensured effective participation of stakeholders at local and national level, including vulnerable groups such as women, youth, and smallholders.
3. Goals, objectives, strategies, and targets	Sets out explicit nutrition and/or gender goals, objectives, strategies, and target populations that are consistent with human rights standards and international recommendations and contribute to improving equity in achieving nutrition impacts.
4. Planned priority actions	Describes policy and programmatic actions aimed at achieving nutrition impacts for all forms of malnutrition that are feasible, sustainable and locally appropriate, based on evidence of good practice, and in line with human rights priorities. These may include measures that increase incentives and decrease disincentives for availability, access and consumption of diverse, nutritious and safe foods through environmentally sustainable production, trade and distribution; and protection and empowerment of poor women and youth.
5. Analysis of risks and proposed mitigation strategies	Describes risks that may negatively affect implementation (e.g. socioeconomic and programmatic risks) and mitigation approaches to address emergencies (such as climate-driven disasters) considering a gender perspective.

6. Governance, accountability, management, and coordination mechanisms	Describes multi-sectoral and multi-stakeholder governance arrangements at national and subnational levels that specify management, oversight, coordination, consultation and reporting mechanisms, including integration of national policies and provisions for gender, climate change, food security and nutrition.
7. Financial framework	Sets out a financial framework that includes a comprehensive budget or costing of planned nutrition action for national and/or subnational levels, with explicit allocations for actions targeting women, youth and other vulnerable groups.
8. Operational framework	Describes implementation arrangements for nutrition actions, with clear timelines and detailed roles and responsibilities for government and partners. Also describes how capacity in human resources and institutions will be developed and respective targets.
9. Monitoring and evaluation framework	Includes a monitoring and evaluation framework with core indicators (nutrition-sensitive, nutrition-specific and gender-sensitive), sources of information, and methods and responsibilities for ethical data collection, management, analysis, quality assurance, learning and documentation.
10. Joint periodic performance review mechanism	Describes the mechanisms for joint periodic performance reviews on nutrition to present programmatic and financial progress and for discussion on the findings and decision-making actions.

Evaluation: Extremely basic, binary criteria: Judgements for gender-sensitive criteria was only whether it was “gender-sensitive” or not.

Paudyal BR, Chanana N, Khatri-Chhetri A, Sherpa L, Kadariya and Aggarwal P (2019) Gender Integration in Climate Change and Agricultural Policies: The Case of Nepal. *Frontiers in Sustainable Food Systems* 3:66.

This study presented the gender gaps in agriculture in Nepal, identifies the related policy gaps and provides a set of recommendations for improving gender responsiveness in policies. The study reviewed 20 current agriculture and climate change policy documents being implemented in Nepal, including national government policies, strategies, guidelines, and periodic plans.

The content of all selected policies and programs were assessed based on the following indicators:

- Recognition of climate change impact on agriculture: This indicator reflects whether the policy mentions agriculture as one of the sectors impacted by climate change.
- Policy provision for climate change adaptation in agriculture: This highlights that the policy not just specifies the impacts of climate change on agriculture but also provisions measures to adapt to the impacts.

- Recognition of gender differentiated roles in agriculture: This indicator represents the union of agriculture and gender.
- Policy provision for gender in agriculture: This indicator represents the extent to which gender is integrated within the policy and program.

Recognition of gender differentiated impacts of climate change in agriculture: This is the main indicator that points to the integration of all the three domains of climate change, agriculture, and climate change in the policy document.

Rusmadi R., Hadi SP, Purnaweni H. 2017. Gendering the Climate Change Policy: A Study of Gender Analysis on Semarang's Integrated City Climate Strategy. *Advanced Science Letters* 23(3):2556-2558.

This article analyzes the gender dimensions of climate change policy in Semarang, Indonesia. The methods used are content analysis and Gender Analysis Pathway (GAP) that has been developed by the OECD Development Assistance Committee (DAC). Gender marker instrument is aimed at tracking resource allocation for promoting gender equity by using a marker system with a scale of 0–2. It is used to measure the extent of the program budget in contribution to the advancement of gender equity and women's empowerment in climate change policy, using the following scores:

- G-0 gender equity is not targeted
- G-1 gender equity is a significant objective
- G-2 gender equity is the principal or main objective

Through these two analytical methods, this research investigates whether the policy has been responsive to gender or not, through indicators such as: (a) whether there is a concern for gender issues in the climate change policy; (b) whether there is equal participation between men and women in the decision of climate change policy, and (c) whether there are any equal benefits of the climate change policy for men and women.

Vila B. 2015. Thematic brief on Gender, climate change disaster risk reduction. pp.1-27.

This brief identified the most important gender issues around climate change and disaster risk reduction and proposed indicators that could be used to monitor whether a program is integrating gender effectively.

For national policies and frameworks indicators

- Percent of projects in national adaptation programme of Action (NAPA) that mainstream gender, climate finance mechanisms that mainstream gender at the national level.

Participation and leadership in decision-making processes

- Counts of number of women's organizations, NGO's and cooperatives engaged in climate change adaptation projects, who participate in climate change planning and research, participation in local, national, and regional dialogues on climate change, adaptation and disaster risk reduction.

For indicators of access to financial services

- Counts of number and percentage of women and men who receive credit, by type of enterprise (and profitability), with increased access to financial services.

Acosta M, Bonilla-Findji O, Howland FC, Twyman J, Gumucio T, Martínez-Barón D, Le Coq JF. 2020. Step-by-step process to mainstream gender in climate-smart agricultural initiatives in Guatemala. CGIAR Research Program on Climate Change, Agriculture and Food Security (CCAFS).

- Number of gender-sensitive climate change policies and projects at the department level.