



GLOBAL LEARNING EVENT 2016

Linking gender, poverty, and climate change mainstreaming – challenges and opportunities

AGENDA | 12-14 SEPTEMBER 2016



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1. Introduction

Climate change affects everyone, but women and men experience the impacts differently. Over the last decade, attention to gender and climate change has increased, showing that there are important gender perspectives in all aspects of climate change (adaptation, mitigation, technology, capacity building, finance). Climate change and gender are two of the seventeen goals of the 2030 Agenda for Sustainable Development showing the importance of these two cross-cutting issues in combating poverty and achieving equity. The Paris Agreement and the Intended Nationally Determined Contributions have already acknowledged the relevance of gender issues. In line with growing awareness, climate finance is increasing its commitment to women, especially in the adaptation component. EU commitments clearly underline that there would not be sustainable development without considering gender aspects and without taking into consideration climate change as pathways for combating poverty.

The Global Climate Change Alliance promoted women empowerment in several of its projects and programmes, laying the foundations for a more integrated and ambitious process, so as to ensure that gender can be mainstreamed in national policies, and that wider women participation in adaptation and mitigation of climate change can occur.

Evidence presented in this paper serves as an introductory framework for the discussions to be held on the topic “Linking gender, poverty, and climate change mainstreaming - challenges and opportunities”, for the Global Learning Event of the Global Climate Change Alliance+ that will be held in September 2016 in Brussels.

2. Context

Climate change is not gender-neutral

The impact of climate change is not felt equally: it encompasses a wide diversity of experiences due to age, ethnicity, class, and in particular, gender. Gender roles generally ascribed to women¹ are making them more vulnerable to climate change. This is due to factors such as women’s economic disadvantage and dependence on men, the discrimination they face in access to and control over productive resources, more restricted rights, limited mobility, and less chances to shape decisions and influence policy. Higher rates of illiteracy among women and girls, and lack of access to information also exacerbate exposure to climate risk. In disaster situations, such as Hurricanes Mitch and Katrina, or flooding in South and East Asia the greater vulnerability of women is most striking. Women typically outnumber men by 14 to 1 amongst those dying from natural disasters².

¹ Gender roles include for example informal work, inhibiting personal aspirations, to the benefit of the society like caregiving for households and communities, subsistence agriculture and firewood and water collection.

² Soroptimist International of the Americas. (2008). “Reaching Out to Women When Disaster Strikes.” White Paper: Disaster Relief. Philadelphia, PA: Soroptimist International of the Americas.

Gender and climate change at the core of the Sustainable Development Goals

There would not be sustainable development without considering gender aspects and without taking in consideration climate change as pathways for combating poverty and achieving the wellbeing of societies and their individuals.

The 2030 Agenda for Sustainable Development acknowledges the critical importance of advancing gender equality and empowering women and girls, making it its Sustainable Development Goal nº5. Goal 13 on combating climate change and its impact calls specifically for the promotion of “mechanisms for raising capacity for effective climate change-related planning and management in least developed countries, including focusing on women”.

Women empowerment and the need for gender equality are stated in 9 goals. Climate change, its impacts and the need for adapting are stated in 4 goals³. Mainstreaming of both gender and climate is considered fundamental in 3 goals: Goal 1 end poverty, Goal 2 zero hunger and Goal 11 sustainable cities and communities (Figure 1).

FIGURE 1.
Mainstreaming of gender and climate-related concepts in SDG's goals



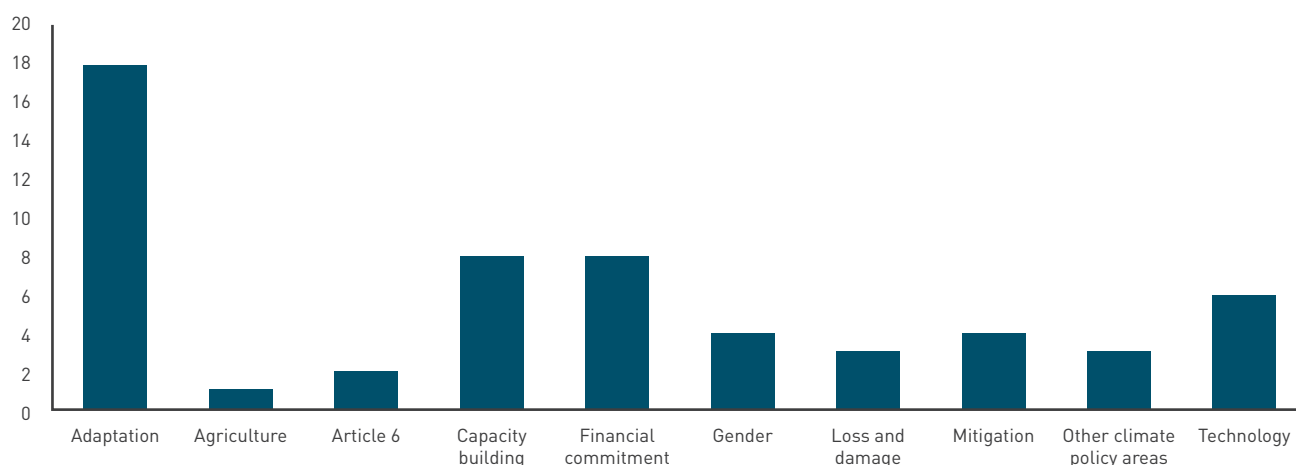
Gender and the United Nations Framework Convention on Climate Change

Yet the United Nations Framework Convention on Climate Change (UNFCCC) has only recently turned its attention to gender equality. The focus, initially, was on enhancing women's participation in climate negotiations. But, the last five COPs have seen a surge in the number of adopted decisions that take gender dimensions into account in the various thematic areas of the negotiations, with particular progress being made in adaptation, capacity building and finance, but it is clear that further efforts are urgently needed in agriculture, Article 6 (education, training and public awareness) and mitigation (Figure 2).

³ Other 4 goals do not mention climate change but are strictly related to reduce GHG emissions (goal 6 water and sanitation, goal 7 energy, goal 12, sustainable consumption and production) or increase environmental resilience and CO2 absorption capacities (goal 6 in the component of watershed and ecosystem management and 14 and 15, conserve marine and terrestrial ecosystems).

FIGURE 2.

Number of decisions and other related documents, where the concepts of gender are mentioned and pursued (from UNFCCC document GCC/DRC/2015/1, own elaboration).



Gender and women were missing from the text of the UNFCCC and Kyoto Protocol. The Paris Agreement is now calling for a “gender-responsive” and participatory approach for any adaptation and capacity-building actions. It also gives a foothold for demanding greater equality and ensuring gender mainstreaming in other key sectors.

An analysis of the 162 Intended Nationally Determined Contributions submitted by Parties indicates that attention to social issues and gender is less than might be expected. Half of all submissions (82 Parties) include references to social issues (e.g. poverty, inequality, human well-being, marginalization). Poverty is the social issue receiving the most attention (70 Parties). Gender receives attention from about 40% of Parties (57 Parties), *none of whom are industrialized countries*⁴.

Despite a good level of representation, gender references are confined mostly to climate change impacts on women as “vulnerable populations”, with less emphasis on supporting women to actively engage in adaptation and mitigation actions⁵.

Gender and climate finance

The Official Development Assistance (ODA) targeting gender equality within climate change grows from USD 4.4 billion in 2010 to USD 6.9 billion in 2013 (equivalent to 29% of total ODA for climate change). In contrast with climate-related ODA, climate finance targeting on gender equality has its main focus on climate change adaptation. For example, in 2013, the breakdown of climate-related aid focussing on gender equality was 46% for adaptation, 19% for mitigation, and 35% for both objectives⁶.

⁴ Sophia Huyer, 2016 An analysis of progress in gender equality at COP21. Climate change, Agriculture and Food Security (CCAFS) Infonote.

⁵ References to gender in areas where women play a substantial role are extremely low: water (4), agriculture and natural resource management (10), energy (6), and health (6).

⁶ OECD DAC NETWORK ON GENDER EQUALITY (GENDERNET), 2015 Making climate finance work for women: Overview of the integration of gender equality in aid to climate change

Financing figures on *gender equality in climate change interventions* provide two clear messages:

- Over half of the aid to climate change adaptation fails to take into account women's specific needs and contributions;
- More efforts are needed to ensure that mitigation and technology development activities are designed for the benefit of both women and men and contribute to the advancement of gender equality, particularly in the energy and transport sectors.

In order to ensure that the gender component and women empowerment is achieved, several climate funds⁷ are now realizing that their gender policies need to be supported by guidelines and real life best practices.

3. The EU and the GCCA experience, lessons learnt

The 2016-2020 European Union's Gender Action Plan

The 2016-2020 Gender Action Plan⁸ recognises that gender equality is a matter of human rights, the foundation of democracy and good governance and the cornerstone of inclusive, sustainable development. The new framework is divided into four pillars, for which there are concrete indicators and targets set:

- Ensuring girls' and women's physical and psychological integrity
- Promoting the social and economic rights / empowerment of girls and women
- Strengthening girls' and women's voice and participation.
- Shifting the institutional culture to more effectively deliver on EU commitments.

While gender needs to be mainstreamed in all climate actions, three identified entry points of the framework related to climate change are:

- Women's equal access to financial services, and to the use of, and control over, land and other productive resources, as well as support to women entrepreneurs;
- Girls' and women's access to, use of, and control over, clean water, energy, information and communication technology, and transport infrastructure;

⁷ Among the funds promoting specific gender-climate change policies there are the Global Environmental Fund, the Green Climate Fund and the Climate Investment Funds, with its four programmes (Clean Technology Fund - CTF, Pilot Program for Climate Resilience-PPCR, Scaling Up Renewable Energy Program in Low-Income Countries-SREP, Forest Investment Program-FIP).

⁸ Brussels, 21.9.2015 SWD(2015) 182 final JOINT STAFF WORKING DOCUMENT Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020

- Women's increased participation in decision-making processes on climate and environmental issues.

The plan is very ambitious as it aspires to ensure that 85% of the commitments done by 2020 will score for gender. Accountability is essential to the success of this new approach. Gender analysis will be done systematically for all new EU-funded external actions undertaken, including measurable targets and objectives on gender. Given the importance of the Gender Action Plan as a tool for implementation of the 2030 Agenda indicators will be in line with the SDG indicators.

Climate finance is a top priority for the European Union

Europe is the largest contributor of climate finance to developing countries and the biggest aid donor, reaching our highest level ever in 2015 at EUR 68 billion⁹. Within this context 20% of the EU's 2014-2020 budget will be spent on climate action¹⁰. The EU will also provide around EUR 200 million for disaster risk reduction projects between 2014 and 2020¹¹. Climate action is a major strategic challenge for EU external policy making in development aid and cooperation. As agreed by the Council, in 2016 climate diplomacy will focus on: maintaining climate change advocacy as a strategic priority, supporting implementation of the Paris Agreement, and increasing efforts to address the nexus of climate change, natural resources, including water, prosperity, stability and migration. This will allow to better promote synergies between the Paris Agreement and the 2030 Sustainable Development Agenda.

GCCA+ and the gender component

GCCA evaluations evidenced that gender concerns were generally adequately incorporated into project design of GCCA programmes. For example, with 70% of programmes this was found to be the case (Ethiopia, Rwanda, Mozambique, Belize, Jamaica, Nepal and Bhutan). In Jamaica there was strong female participation, with women playing critical roles throughout its implementation and most key posts with government partners occupied by women¹². The COMESA-led programme deserves credit for putting an extra emphasis on ensuring the participation of women in programme activities. Other GCCA projects, like the Tanzania's ecovillages or the Guyana mangrove programme, proved that the empowerment of women could reduce poverty and provide sustainable results (Box 4 and 5). A lesson learnt from previous GCCA activities is that actual attention to gender during implementation depends much on the concerned governmental policies, and is more difficult to assess in the absence of gender disaggregated monitoring data.

⁹ http://europa.eu/rapid/press-release_IP-16-1362_en.htm

¹⁰ Council Regulation (EU, EURATOM) No 1311/2013 of 2 December 2013 Laying down the multiannual financial framework for the years 2014-2020

¹¹ http://ec.europa.eu/economy_finance/articles/international/2015-10-09_climate_finance_en.htm

¹² Evaluation of the Global Climate Change Alliance (GCCA) Global programme, World-Wide, Final Report, 2015.

BOX 4. SUSTAINABLE COASTAL ZONE PROTECTION THROUGH MANGROVE MANAGEMENT IN GUYANA

In Guyana, mangrove forest conservation and the protection of coastal areas are a central priority as sea defence breaches can be catastrophic in nature, destroying property and livelihoods in populated areas, and making fertile lowlands unusable due to increased salinity.

The GCCA supported the creation of female cooperatives, launching the sustainable production of mangrove products. Women were motivated to embrace a new-found sense of preserving the most natural assets in their communities while forging innovative economic activities. To date, 7.5 kilometres, equivalent to 48.5 hectares of mangroves, have been restored, and 470,000 black mangrove seedlings have been raised and planted with community involvement.

BOX 5. HOLOLO ECOVILLAGE

The Chololo Ecovillage project has notched up a number of successes, including delivering reliably good harvests with limited investment of cash. As well as improving on traditional farming methods and practices, production has also diversified in Chololo, with women reaping the benefits by learning new skills and improving production, for example with aquaculture or poultry rearing. Participatory approaches and gender-sensitive activities ensure success and scaling-up of the practices identified for coping with droughts and rainfall pattern variability.

4. Way ahead

The challenges of poverty, climate change and gender injustice have a lot in common: complexity, uncertainty and variability are embedded in both of them. Climate change brings also a range of new aspects where the gender dimension is still not well understood. For example, risks and uncertainties, innovation and flexibility, and the need to engage with climate information and climate decision-making, all need a deeper understanding of their gender relevance. Moreover, the gaps and challenges faced by women and brought about by climate change are exacerbating inequalities, poverty, and life chances when climatic shifts and disasters occur.

Actions that are gender-sensitive and gender-responsive — and therefore designed to yield benefits for the whole population — are not only fairer but also more effective. But although it is evident that including gender issues will pay back, identifying and implementing effective solutions will require changes in attitudes and behaviours.

The terms “*stakeholder participation*”, or “*participatory approach*” are somewhat clichés in the realm of international development; but when discussing issues of climate change, it is clear that sufficient input and engagement of people and authorities is a critical element for success. However, the issue is often not only whether to involve stakeholders, but how best to do so. Gender analysis and gender sensitive actions have proved a successful approach in achieving sustainable

climate adaptation and mitigation actions. However, further efforts are needed in order to ensure that women are properly involved in decision-making, and that a culture of female leadership in the sector is created. The sector needs more leaders like Wangari Maathai, Berta Cáceres, Vandana Shiva or Rachel Carson¹³.

The INDCs and the National Adaptation Plans (NAPs) represent a good starting point for gender integration in climate policies and actions. As a matter of fact, half of GCCA+ partner countries recognised women as a particularly vulnerable group¹⁴. Most of these countries are sub-Saharan African Parties, making the region a global leader in prioritizing gender equality, either promoting a gender-rights approach (e.g. Lesotho, Malawi, Uganda) or recognizing women's role in the energy sector (e.g. Burkina Faso, Niger, Senegal).

The Paris Agreement has taken the first steps in *adaptation* and *capacity building*. Women's equality and empowerment need to be further explored in the areas of *mitigation*, *technology* and *finance*. A special regard is needed also for *agriculture* and *food security*, considering that women's role in food production is fundamental. GCCA+ has the opportunity of embarking in several actions for further mainstreaming gender concerns in its programmes and for taking a leadership role for other EU climate funding instruments.

5. Guiding questions

Areas of support

- Are there any positive experiences in policies and practices related to gender and climate change that you would like to see replicated or scaled-up by the GCCA+?
- Are you using any tool or criteria to ensure mainstreaming of gender concerns in the project cycle, including analysis of gender aspects during project formulation, promotion of actions for and by women and their monitoring? Can these tools and criteria be considered a best practice to be shared with GCCA+ partners?

¹³ Wangari Maathai was the first African woman and first environmentalist to bring home a Nobel Peace Prize, she was also the first Eastern African woman to receive a Ph.D. and to hold a professorship in Kenya. Maathai is also famous as an activist in women's rights movements, for combating poverty, and as front-woman in the United Nations Billion Tree Campaign. Goldman Environmental Prize Berta Cáceres was killed in March 2016 after leading a peaceful campaign to stop one of the world's largest dam in Honduran indigenous lands. Vandana Shiva is an Indian activist famous for protecting seed biodiversity against biotech-profiteering and genetic engineering. Rachel Carson with her 1960s ground-breaking book, *Silent Spring* brought ill-managed DDT pesticide contamination under attention.

¹⁴ A specific analysis of the INDCs of GCCA+ partner countries was carried out; INDCs were screened using a set of key "gender" words (female, woman/women, girl/boy, people, gender and their equivalents in French). The INDCs including "gender-related wording" were revised, based on the following criteria: a) gendered vulnerabilities identified; b) if and how these vulnerabilities were addressed; and c) which sectors were tackled. The countries integrating gender in their INDCs are: Africa: Benin, Burkina Faso, Chad, Comoros, DR of Congo, Ethiopia, Gambia, Lesotho, Malawi, Mali, Mauritania, Mauritius, Niger, Senegal, Seychelles, Sierra Leone, Tanzania, Togo and Uganda. Asia: Cambodia and Myanmar. Latin America: Haiti. Oceania: Solomon Islands, Timor-Leste and Vanuatu.

- Which strategies/steps could facilitate: participation of women, their active role in decision-making on climate change at different levels, including the GCCA+ programmes?
- Based on your experience and knowledge, where could the support to women be more effective in:
 - by gender mainstreaming in policies?
 - by designing specific projects targeting women and women associations?
 - by identifying specific sectors to support?
- Within your country's priorities (identified by the INDCs, NAPs or National Programmes) which could be the sectors of priority for supporting women empowerment?

Financing gender and climate change

- Could it be relevant to include gender as one of the main sectors of action of the GCCA+?
- Is it appropriate to define thresholds, so as to ensure that an identified quote or percentage of the GCCA+ funds are dedicated specifically to gender and women? And which figures can be proposed?

Monitoring and evaluation

- What key gender-sensitive indicators could be used to measure gender sensitive climate actions?
- Are the indicators selected by the 2016-2020 Gender Action Plan reflecting the needs of monitoring and evaluation of the GCCA+ (see appendix for more details)?
- Where disaggregated data is not available or too expensive to calculate, how can we ensure tracking of gender-sensitive climate actions?

Appendixes

OTHER CASE STUDIES

Women empowerment in the energy sector - The Barefoot College

India's Barefoot College is one of the striking success stories in empowering women in vulnerable rural communities so to face the challenges of climate change, demonstrating that women are incredible agents of change in the technology sector.

Barefoot College has trained hundreds of semi-literate and illiterate women – many of them grandmothers – from rural communities, with 'no access to lighting, electricity, learning or clean drinking water' to be solar engineers. They have gone back home to install solar panels and batteries, maintain and repair them and dramatically improving the lives of villagers. More than that, they have trained others in neighbouring villages to do the same. Since 2004, the programme went global and has been replicated in developing and least developed countries from Africa, Latin America and the Middle East.

Heiveld Rooibos Cooperative

Suid Bokkeveld is an agricultural marginal area where rooibos grow naturally and farmers are living dispersed in a vast territory. From 1999, 2 local NGOs supported women farmers to join in a cooperative for managing their natural resources and improving their livelihoods. The Heiveld Rooibos Cooperative has become an important agent of change in terms of gender equity and poverty reduction, helping women in built self-confidence and engaging in new learning processes. Since 2004, the community is holding a climatic diary and organizing quarterly climate change preparedness workshops, in order to evaluate the past climatic events and prepare the seasonal forecasts as part of a livelihood strategy that considers the multiple stress factors women and men farmers are facing, showing how gender and climate change mainstreaming can support in biodiversity management and conservation for a better life in marginal lands.

Mangroves protection by reducing fuelwood consumption

In the Saloum Islands (Senegal), the national NGO Energie-Environnement Développement (ENDA) has been developing a project for the diffusion of improved ovens for fish smoking as fishing is the most vibrant economic activity. The project allows for conservation of mangrove areas, improves income of the women smoking the fish and sustains the management of local resources through reduced consumption of firewood. Above all, for those working in the smoking sector, the technology of this new oven offers resilience and adaptation to climate changes.

DEFINITION OF GENDER WORDS

A better understanding of words is fundamental for ensuring correct policy-making and actions.

Gender

Gender refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/ time-specific and changeable.

Gender analysis

Gender analysis studies the differences between women and men, including activities, conditions, decision-making, needs, and access to and control over resources and development benefits. It studies the linkages of these and other factors in the larger social, economic, political and environmental context. It entails, first and foremost, collecting sex-disaggregated and gender-sensitive data, and is the first step in planning to promote gender equality.

Gender equality

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 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-centred development.

Gender equity

Gender equity is the process of being fair to women and men. Specific measures must be designed to eliminate inequalities between women and men, discrimination and to ensure equal opportunities. Gender equity leads to equality.

Gender mainstreaming

Gender mainstreaming is the process of assessing the implication for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

DEFINITION OF GENDER WORDS

A better understanding of words is fundamental for ensuring correct policy-making and actions.

Gender perspective

Gender perspective is about power relations and socialization. The socialization process concerns men and women, boys and girls; and it takes place at the individual, the family and the community level.

Gender-sensitive programming

Gender-sensitive programming refers to programmes where gender norms, roles and inequalities have been considered and awareness of these issues has been raised, although appropriate actions may not necessarily have been taken. [...] Gender-responsive programming refers to programmes where gender norms, roles and inequalities have been considered, and measures have been taken to actively address them. Such programmes go beyond raising sensitivity and awareness and actually do something about gender inequalities.

Women's empowerment

Women's empowerment the concept of empowerment is related to gender equality but distinct from it. The core of empowerment lies in the ability of a woman to control her own destiny. This implies that to be empowered, women must not only have equal capabilities (such as education and health) and equal access to resources and opportunities (such as land and employment), but they must also have the agency to use those rights, capabilities, resources and opportunities to make strategic choices and decisions (such as are provided through leadership opportunities and participation in political institutions). To exercise agency, women must live without the fear of coercion and violence.

Gender balance

Gender balance refers to the ratio of women to men in any given situation. Gender balance is achieved when there are approximately equal numbers of men and women present or participating.

EU GENDER SYSTEMATIC REPORTING EXTRACT OF INDICATORS WITH GENDER FOCUS

Ind. 1 Increased coherence and coordination amongst EU institutions and with Member States.

1.4.2. N° of partner countries with gender donor coordination mechanisms led by the EU on donor side.

Ind. 4 Robust gender evidence used to inform all EU external spending, programming and policymaking.

4.1.1. N° of thematic, bilateral and regional programmes per year using gender analysis to inform design.

4.3.1. % of programmes using findings of consultations with National Gender Equality Mechanisms, CSOs, women's organisations, to inform action design.

EU GENDER SYSTEMATIC REPORTING EXTRACT OF INDICATORS WITH GENDER FOCUS

Ind. 5 Results for women and girls measured and resources allocated to systematically track progress.	<p>5.1.2. % of results disaggregated where relevant by sex in Results Framework(s).</p> <p>5.3.2. % of new programmes that score G1 or G2 (Target: 85% of new programmes score G1 or G2 by 2020).</p>
Ind. 6 Partnerships fostered between EU and stakeholders to build national capacity for gender equality	<p>6.1.1. N° of research projects co-financed by EU (EUD/MS) on gender related issues.</p> <p>6.3.2. N° of sector programmes working with the National Gender Equality Mechanisms (NGEM).</p> <p>6.4.1. N° of projects building awareness of local and national media on gender issues in partner countries and supported by EU.</p>
Ind. 9 Protection for all women and men of all ages from sexual and gender based violence in crisis situations; through EU supported operations.	<p>9.5. Losses from natural disasters by climate and non-climate related events (in US\$ and lives lost) (SDG 11.6 cross reference).</p>
Ind. 12 Healthy nutrition levels for girls and women and throughout their life cycle.	<p>12.5. N° of women of all ages, but especially at reproductive age, and children under 5 benefiting from nutrition related programmes with EU support.</p> <p>12.6. N° of food insecure people receiving assistance through social transfers supported by the EU.</p>
Ind. 13 Equal access for girls and women to all levels of quality education and vocational education and training (VET) free from discrimination.	<p>13.10 Ratio of female to male who have benefitted from Vocational Education and Training / Skills development and other active labour market programmes with EU support.</p>
Ind. 14 Access to decent work for women of all ages.	<p>14.2. Average number of hours spent on paid and unpaid work combined (total work burden) by sex.</p>
Ind. 15 Equal access by women to financial services, productive resources including land, trade and entrepreneurship.	<p>15.1. % women, men, indigenous peoples, and local communities with documented or recognised evidence of tenure.</p> <p>15.2. % women, men, indigenous peoples, and local communities who perceive the rights recognised and protected.</p> <p>15.6. N° of women receiving rural advisory services with EU support.</p> <p>15.7. N° of women and men who have secure tenure of land with EU support.</p> <p>15.8. N° of women accessing EU supported community level, (micro-) financial services.</p>

EU GENDER SYSTEMATIC REPORTING EXTRACT OF INDICATORS WITH GENDER FOCUS

Ind. 17 Equal rights and ability for women to participate in policy and governance processes at all levels.	17.7. Number of countries carrying out gender-responsive budgeting at local and national level with EU support.
Ind. 20 Equal rights enjoyed by women to participate in and influence decision-making processes on climate and environmental issues.	20.1. Number of deaths per 100,000 from climate-related and natural disasters – average over last ten years (disaggregated by sex) (EURF Level 1).



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