



Integrating a Gender Perspective in Climate Change, Development Policy and the UNFCCC

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This policy brief discusses the opportunities, challenges and constraints for integrating a gender perspective into global climate change policy as well as the current effort of gender mainstreaming in the UNFCCC. The brief is a companion piece to a previous note that explored the nature, content and implications of the Gender Decision made at COP 18, Doha, 2012.

The aim of this series on Gender & the UNFCCC is to enhance the understanding of developing countries' climate policy decision-makers on the gender outcome from the Doha Climate Gateway and to offer some strategic pointers to support developing countries in the on-going negotiations on this matter.

Outline

Introduction, Background and Context

Section I explores the issue of gender and climate change. It begins with the definition of a number of key terminologies and introduces some common tools for gender analysis.

Section II explores the issue of integrating a gender perspective in climate change and development policy broadly and gender mainstreaming in the UNFCCC climate governance framework: What does it mean? How can it be accomplished? And, what are the implications for developing countries?

Section III gives a brief overview of the specifics of gender analysis with regard to adaptation and mitigation. (Forthcoming sets of policy briefs will focus on specific topics such as gender and technology transfer and development, gender and capacity building and gender and climate finance.)

Introduction

The United Nations Framework Convention on Climate Change (UNFCCC), unlike a number of multilateral environmental instruments, did not include any reference to gender in its initiating provisions. As a result, there has been on-going advocacy by women and gender constituency groups to mend this deficiency. Since 2001 with a provision on gender and representation in the Marrakech

decision, the Conference of the Parties has been slowly taking actions towards the goal of gender equality. Decision 36/CP.7 - *improving the participation of women in the representation of Parties in bodies established under the Convention or the Kyoto Protocol* urged 'Parties to take the measures necessary to enable women to participate fully in all levels of decision making relevant to climate change' and invited Parties to give active consideration to the nomination of women for elective posts in any body established under the Convention or the Kyoto Protocol. Since then a number of COP decisions have built on the initial early decision (including for example, decisions 1/CP.16, 6/CP.16, 7/CP.16, 2/CP.17, 3/CP.17, 5/CP.17, 6/CP.17, 12/CP.17 and 13/CP.17) culminating in Decision 23/CP.18.

The 2010 Cancun decision 1/CP.16 (para 7) recognized gender equality and the effective participation of women and indigenous peoples as important for effective action on all aspects of climate change. In addition, there are explicit provisions on gender in the governing instruments, institutional mandates and frameworks of UNFCCC institutions and bodies, such as the governing instrument of the Green Climate Fund, the Cancun Adaptation Framework and the NAPs. The Durban (2011) COP decisions as well as the governing instrument of the Green Climate Fund all have explicit gender references¹.

The Doha 2012 decision marks the high point in this trend by marking a goal of gender balance in representation and establishing gender among the standing items of the COP agenda in the widely lauded Gender Decision entitled, *Promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol*. Full text: http://unfccc.int/files/meetings/doha_nov_2012/decisions/application/pdf/cop18_gender.pdf

With Decision 23/CP.18 (2012), the Conference of the Parties sought to address gender equality in the UNFCCC by further deciding 'to enhance decision 36/CP.7 by adopting a goal of gender balance in bodies established pursuant to the Convention and the Kyoto Protocol, in order to improve women's participation and inform more effective climate change policy that addresses the needs of women and men equally.'

This decision, generally referred to as the 'gender decision', thus significantly advances the issue of gender balance in the UNFCCC by inviting parties to commit to the goal of gender balance, by inter alia, nominating women to bodies established under the Convention and the Kyoto Protocol with the aim of a gradual but significant increase in the participation of women towards achieving the goal of gender balance. It also invites parties to strive for gender balance in their delegations to sessions under the Convention and the Kyoto Protocol.

The gender decision recognizes 'women's equitable participation as a procedural right, while gender equitable outcomes of UNFCCC decisions would be recognized as a goal in its own right'. The decision set in motion a number of concrete steps to promote gender balance (which are discussed in the South Centre's Note 1: *The implications for the recent COP 18 Gender Decisions for Developing countries Parties*). However, the Decision does not specify pathways and strategies for how to improve the participation of women in UNFCCC institutions or how to promote gender sensitive climate policies, a thread running through the Decision. Rather, the decision left these matters to be addressed by the Parties through submissions as well as to be further discussed in the context of an in-session workshop on gender for COP 19 and in future discussions on gender and climate change as a standing item on the agenda of the Conference of the Parties.

Decision 23/CP.18 has clearly identified a twofold set of issues: 1) the issue of the under participation of women in climate governance in the UNFCCC process and 2) highlights the broader issue of ensuring more effective climate change policy that addresses the needs of women and men equally. The latter points to a comprehensive approach to gender and climate change, including further examination of, and enhancing the understanding of the gender dimensions of climate change. These include understanding the impacts of climate change and climate variability and the outcomes of the strategic responses to climate change in the form of adaptation and mitigation on women's and men's lives and livelihoods, gender equality and the overall empowerment of women. Significantly addressing the issue of gender balance and women's participation in climate governance and ensuring that climate change policy addresses the needs of women and men equally also must explicitly focus on the issue of the flow of adequate and predictable financing for climate change strategies at both the international and the national levels.

The injustice of climate change

Science has attributed climate change to the emission of greenhouse gases arising primarily from the long march to industrialization and growth of the now rich and industrialized countries of the EU, the US, Australia, Canada, New Zealand and Japan. These countries have grown rich from utilizing fossil fuels, the transformation of rural ecosystem to urban cities and the exploitation of industrial agriculture. They have high income and well developed industries, infrastructures and technologies. The developing world, long the ma-

ior provider of natural resources, labour and land that fostered the industrialization of the rich countries, not only have not benefitted significantly from the transformation of these resources but now must bear the brunt of the effects of a changing climate. The developing countries are also now the ones to sacrifice their growth potential in order to help to alter the trajectory of rising greenhouse gases and to deal with the reality of limited atmospheric space.

The injustice of climate change therefore lies in one evident fact: the impacts of climate change are real and are most urgently and most devastatingly felt in the developing countries and by the poorest men and women who are the least responsible for creating or contributing to the factors giving rise to climate change.

Climate change thus places on developed countries a central responsibility for cleaning up the atmosphere and also to provide support for the losses and damages incurred by the women and men in the developing countries, provide support for their adapting to climate change as well as support the rapid transformation of developing countries' economies to a low carbon, clean energy development pathway.

The need for fairness, equity and democracy in climate change policy

Fairness, equity and democracy, hence, lie at the heart of global climate change protection policy. But the issues of fairness, equity & democracy also have to do with issues of gender inequality and injustice and the marginalized and heightened vulnerability of indigenous men and women. The situation of the former is the subject of this brief.

Gender and climate change: making the links

Extreme weather events, rising sea levels, threats to water and food production, all have differential impacts on the lives of women and men. Women and men have different capabilities, opportunities and access to resources to facilitate the adaptation to changing climate which adversely impacts the availability of food, fuel and water. Women, as a group, relative to men, as a group, have different possibilities for recovering from frequent and intensive periods of droughts, floods and hurricanes.

Women and children die disproportionately more than men from extreme weather events such as floods, hurricanes and storms (Neumayer and Plumper, 2007). The IPCC's AR4 notes that climate change is likely to directly impact children and pregnant women because they are particularly susceptible to vector and water-borne diseases. WHO argues that pregnant women are more susceptible and die from malaria and water-borne diseases than the general population.

Women, due to historical discrimination and biases in both the formal and informal labour markets as well as cultural and social practices, have less assets, income and savings to deal with the loss and damages from extreme weather events. Climate change-related events that impact

water resource to communities place increasing burden on women's care and social reproduction work. In some countries, the effects of climate change also place women and girls at greater risks for bodily injury, rape and harassment when they must travel further and further away from home to secure household drinking water, fuel and food.

Climate strategies that call for radical emissions reductions and societal transformation will impact men and women differently. Climate change policies must tackle areas such as public transportation, the accessibility of individual, household and business to clean energy and their responsibilities for energy efficiency, waste handling and consumption. Commitments to reduce emissions and transition to low carbon paths that underlie nationally appropriate mitigation actions (NAMAs) all have implications at individual, household and firm levels and have different burden and benefits for men, women, female headed/male headed households, women-male farmers, and women and men owned and operated micro, small and medium enterprises (MSMEs).

Ultimately climate goals concern the lives of citizens – women and men.

Responses to the challenge of climate change at the micro, meso and macro levels are determined by the nature and extent of the overarching climate change policy and the concepts, processes and frameworks that enable the identification and implementation of solutions in terms of the globally adopted twin strategies of Adaptation and Mitigation. These areas too are impacted by the issues of gender biases and gender inequalities at play in the global, regional, national and local economies.

Hence gender issues are important in climate change governance, specifically in the design, implementation and monitoring of adaptation and mitigation strategies. It is also important in the provision of the means of implementation of those strategies, primarily climate finance, technology transfer and development and capacity building.

Section I: Nuts and bolts of gender analysis

Gender is the socially constructed relationship between men and women. It is different from sex which is biologically determined (as in male and female). Culture and society dictate what roles and responsibility men and women should perform based on their biological differences (as in feminine and masculine). These socially constructed roles evolve over time, shaped by historical, cultural, economic, and political factors, and are associated with differential access to tangible and intangible resources that works to the disadvantage of women, as a group relative to men – inequality. Ultimately, gender is a power relationship that pivots around access to resources and to promote women's and men's political agency.

The differential access to resources to the extent that

they are created by and preserved by customary and legal instruments yield systematic *gender biases*. The system that preserves and fosters these gender biases and gender differentiated roles and responsibilities that often work to the disadvantage of women, a group relative to men, as a group, is referred to as a *gender system* and the underlying belief system that sustains it is called *gender ideology*. Gender ideology, gender systems and gender relations are different in different contexts and time frames, and are mediated by intervening variables such as class, culture, ethnicity and differently abledness.

In general, policy-making takes on the coloring of the gender system and gender ideology so economic, social and now climate policy will tend to produce gender outcomes working at the disadvantage of women. A common characteristic is *male bias* or at least a strong male perspective underlying policymaking in its agenda setting, design, implementation and monitoring stages.

This gives rise to the struggle to promote *gender equity* (fairness to both sexes – the promotion of equal opportunity) and ultimately, *gender equality* (making things equal for both sexes). In this process given the historical asymmetries in access to power and ownership of resources, there is also need to have protracted strategy for the *empowerment of women* (in the sense of Kabeer, 1999: women's ability to make choices vis a vis resources, agency and achievement).

A *gender perspective* interrogates policies, programmes and projects from the view point of men and women. It is grounded in the premise that gender constructs, which permeates all institutions, can change. A gender perspective, hence, seeks to locate, compensate for or eliminate the differences (gaps) between men and women that are due to biases and asymmetries in access to resources and which may constrain or foster their ability to respond to temporary or permanent shocks such as climate change. A gender perspective, therefore, should be integrated in all aspects of the policy cycle from agenda setting, to planning, and to implementation and monitoring.

Gender analysis and *gender mainstreaming* are tools for promoting gender equality and women's empowerment. In order to do this effectively, *gender impact assessment* and situational analysis that give insights and provide knowledge on the status of men and women must be undertaken, baselines established and compensatory and other measures to reduce and eliminate gender gaps implemented. These can be in the form of targeted gender equality interventions (such as the training of female extension workers) that reduce gender gaps as well as non-gender equality interventions (such as the provision of water and sanitation infrastructure) that reduce the burden of care work on men and women. This requires *gender disaggregated data* as well as *time use surveys* to understand where women and men are relative to work, household activities and access to resources.

Gender analysis², as developed within the body of feminist economic analysis, focuses on the intertwinement between the household sector, the productive sector and

the informal sector. It seeks to explicitly pinpoint the transfer costs and adjustment burden associated with directional shifts in policy (economic, trade, investment or climate change). This adjustment burden impacts on the *household economy, unpaid labor* and the overall economic and social empowerment of highly differentiated groups of women and men. Furthermore, it highlights the feedback effect between gender inequality and the performance of policy (such as tax policy, trade reform or climate protection policy which, for example, may require behavioral changes for long term mitigation). In the case of climate protection, gender inequality may have adverse impacts for the successful implementation of adaptation and mitigation strategies.

According to UN ECOSOC,

Mainstreaming a gender perspective is the process of assessing the implications 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. Report of the Economic and Social Council for 1997. A/52/3. 18 September 1997.

The ultimate goal is to achieve gender equality. This can be achieved partly through **gender responsive or gender sensitive policies** and partly through legal processes and cultural and societal behavioral shifts, which may be supported by economic, labour market and social equity oriented policies.

Section II: A brief overview of the specifics of gender and adaptation and mitigation

Gender is important in climate protection policies, specifically in the design and implementation of adaptation and mitigation strategies, for at least three main reasons, all of which raise concerns at the macro, institutional (meso) and micro levels of economies:

1) Structural gender inequalities are affected by climate change and the losses and damages it generates: The effects of extreme weather events as well as the long term chronic impact of climate change on water, agriculture and natural resources impact pre-existing gender inequalities. Climate change-related induced crises of health and food systems and the measures implemented to mitigate these can enhance or worsen the situation for gender equality and women's social and economic empowerment.

2) Participation & Democracy: The gendered nature of the economic and financial architecture that dominates the responses to climate change has implications for the participation of men and women in decision-making and affects men's and women's lives in different ways. Hence it is important that women as well as men have a voice in decision-making on climate change policy, especially around adaptation and mitigation strategies. A high degree of integration of wom-

en's and men's participation and systemic representation (agency) across all aspects of climate governance is essential to ensure the most fair, equitable and cost effective solutions to the climate challenge.

3) Accountability & Monitoring: monitoring the gendered outcomes of climate change policy responses is important for pinpointing reforms of the climate protection system so that adaptation and mitigation responses can promote gender equality, poverty eradication and sustainable development. Knowledge, experience, insights and capacities for contributing to the way forward require drawing on all the available resources to which a country has access in a climate constrained world. Women, indigenous peoples, as with other groups that have been historically marginalized, have knowledge, insights and practices that could be integrated in climate protection policies. They also need the upgrading of their knowledge and capacities for ensuring livelihoods, sustainable development and for contributing to local, national and global efforts to protect the planet.

Adaptation and mitigation activities impose heavy burdens not only on developing countries' governments, but also on the businesses, households and individuals within those countries.

Adaptation & Gender in brief

Adaptive activities (e.g. climate-proofing agriculture & ensuring food security, promoting water conservation and efficiency in its usage, pest and disease management, and fire management) are critical to sustainable development. Adaptation efforts, which are daily issues for individual woman and man, families and households, are likely to require more resources than they currently have available. Though this impacts both men and women and male- and female-headed households, it is likely to be more acute for women and for female-headed households due to gender gaps in income and social and economic resources.

When government and households must re-allocate expenditures to climate change adaptation measures this may reduce gender equality oriented interventions and poverty eradication spending and budgeting. In addition, if climate change prompts resettlement and declining crop yields, it may reduce household resources and their ability to meet their day-to-day functioning. The depth of these effects and women's and men's ability to respond with appropriate survival strategies will depend on how poverty reduction strategies are integrated into adaptation and mitigation measures—whether the strategies function complementarily or adversarially.

Women are dynamic actors in projects and programmes particularly related to adaptation, such as crop and livestock selection, crop shifting and soil preservation, the use of traditional water harvesting techniques and the efficient use of water. Women, as the managers of household energy and water supplies, must adapt to the changing climate conditions. Women, as farmers and major producers of food, must also adopt production and

growing practices that ensure food security, in spite of climate change.

Gender inequalities in socio-economic, political and cultural norms of adaptation were understated and under recognized within the National Adaptation Programmes of Action (NAPAs). However, gender has been included as one of the 10 guiding elements to be emphasised in NAPAs/NAPs (of the Cancun Adaptation Framework).³ Annex II of a November 2011 Technical Paper on NAP produced by the Subsidiary Body on Implementation of the UNFCCC focused on the integration of gender-related considerations in identifying and implementing medium-and long-term adaptation activities. The Annex which cites from numerous reports from the UN Commission on the Status of Women and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) argues that:

Integrating a gender perspective into medium- and long-term adaptation is therefore necessary to ensure that adaptation activities undertaken by the least developed countries (LDCs) will not exacerbate gender inequalities and will ensure women's equal participation in the decision-making and implementation phases of adaptation. It will lead to better adaptation and more resilient communities.

In many cases, activities normally undertaken by women in order to secure their livelihoods and preserve natural resources also generate adaptation and mitigation outcomes. Such activities which include mixed and rain fed farming, agroforestry, rain water harvesting and re-charging well water are not well recognized in the global carbon trade market or, are often overlooked by government planners and funders. Many women are therefore undertaking adaptation and mitigation activities without access to credit or extension services and climate proofing technologies and know-how.

Mitigation and Gender in brief

In seeking to mitigate GHGs the focus is on low carbon, clean and efficient energy development and the enhancement of both natural and man-made greenhouse gas sinks. While the former focuses on industrial production, energy generation and end use energy intensive sectors such as transportation, the latter revolves around a large number of activities such as agricultural production, deforestation, land-use changes that are important for the lives and livelihoods of men and women in quite distinct ways. Mitigation strategies, hence, are not gender or equity neutral. Mitigation within the context of sustainable development can help to promote gender equity and women's empowerment by addressing at least four issues: 1) women's and men's energy needs and uses; 2) women's and men's employment and entrepreneurship—though there are potential challenges and constraints in the agriculture, energy and power sectors; 3) incorporating women's and men's traditional knowledge and practices into mitigation strategies and policy frameworks; and 4)

paying focused attention on ensuring gender equity in the use, conservation and management of forests.

Some mitigation actions, such as the provision of clean and modern energy services, save women's and men's time and lives and promote better health. However, other mitigation actions such as those implemented to affect land use, and land-use change can shift the balance of economic and social resource distribution between women and men and among different communities and hence can exacerbate inequality.

There is a need to rebalance priorities and to accelerate both adaptation and mitigation programmes and projects in order to meet the immediate and medium term needs of women, men and children in communities while at the same time making the transition to low-carbon development pathways. As the next frontier in climate policy is pursued beyond 2015, there is much work to be done elaborating the vulnerability and risks that men and women face in developing countries and ensuring that policy frameworks and instruments more fully integrate gender and women empowerment perspectives. In this context, there will be need for careful calibration between adaptation and mitigation policies and outcomes.

Section III: Towards gender aware, gender sensitive and gender responsive climate and development policy

The trajectory towards gender sensitive and gender equitable climate governance policy, including adaptation and mitigation policy, involves developing activities around at least four important pillars: 1) improving women's role in climate governance, through gender balance in representation and improved capacity building for climate negotiations for women; 2) programs and training for enhancing the skill set of women to undertake adaptation and mitigation and assessments; 3) timely and strategic interventions around climate protection and building resilience and 4) ensuring adequate climate finance, that is publicly sourced, non-debt creating and easily accessible, flows to developing countries; and ensuring gender equity in the flow of this finance.

Gender balance in representation

Balanced representation of men and women in decision-making relative to the critical elements of life and survival is a key issue in integrating gender into climate governance. Representation is desirable in itself on the basis of human rights, democracy and fairness; but it is also an important step towards the goal of gender equality and gender sensitive/responsive climate governance. Representation is important because it connotes *presence* and the *political agency/influence* of women and men—through their specific views, ideas and concerns—(substantial representation) when both are at the table.

It is undeniable that women are under-represented on delegations to the UNFCCC meetings and as heads of delegations and possible at national and local decision making levels. According to analysis by the UNFCCC

Secretariat, as of 27 June 2013, there was a clear gender imbalance in all but one of the constituted bodies of the UNFCCC, with women's representation as low as 11–13 per cent in some cases. The UNFCCC data also show that for COP 18 (2012) women were 29.4 % of the over 5,000 delegates that attended the meeting. The women and gender advocacy NGO, Women's Environment & Development Organization's quasi historical series analysis of gender representation in the UNFCCC process shows that between 2008 and 2013, women comprised an average of 32% of delegates to UNFCCC meetings and women were only 19% of heads of delegations.

A reasonable and minimum range for gender equity is 40–60%. Gender balance is 50–50.

The overarching goals of gender responsive climate and development policy are to:

- Promote and ensure gender sensitive results that improve the economic and social situation of men and women and promote women's empowerment.
- Improve the welfare impacts of adaptation and mitigation strategies on poor men and women.

This can be achieved by setting in place processes and mechanisms that undergird a proactive gender climate mainstreaming perspective.

In the area of climate change, actions will need to be undertaken at global and national levels to:

- Ensure women's equal participation in climate change decision making policies and their effective participation in programme and strategy development and implementation at all levels.
- Improve the understanding of the primary role of women and men in adaptation and mitigation.
- Show how adaptation and mitigation policy impact women's and men's multiple roles: workers, producers, mother, care giver, consumers (constraints, challenges and opportunities).
- Ensure that climate change policies have gender based analytical components.
- Embedding climate focused gender analytical tools (policy focused) into global, regional and national climate protection policies.

Options and ways to advance the goal of gender balance in the bodies established pursuant to the Convention and the Kyoto Protocol in order to improve women's participation

Increasing the representation of women and men in delegations and as resource persons and experts to UNFCCC bodies, culminating in gender balance at the UNFCCC level will require building the pipeline of women and men with the requisite skills to enable gender sensitive climate policies and effective climate governance. Actions, tactics and strategies toward this end must

occur at multiple levels: local, national, regional and international level.

Local level interventions

At local level there must be awareness created or responded to with regard to the differential impacts of climate events on women. There will need to be greater emphasis on strengthening the understanding of the gender-related considerations regarding vulnerable communities. Space must also be created for women to have leadership in the identification, design and implementation of adaptation and mitigation programmes and policies. This will require at least three legs: 1) gender sensitization and awareness training; 2) increasing climate information and education (through capacity building carefully attuned to the particular national and local context); and 3) ensuring new, adequate and predictable flows of financial resources to women's and community groups.

National level interventions

At the national level, there must be focused efforts to build the awareness and capacities of gender machineries on climate change and gender linkages. Climate change focal points and staff in ministries of environment, foreign affairs and other relevant institutions such as national coordination bodies and organizations dealing with environment and climate focused areas must also have access to gender and climate training and knowledge building. These institutions should also have linkages to women's bureaus' perspectives and recommendations on the topics under engagement.

International level interventions

International level intervention will involve a) ensuring adequate resource for expanding delegations and for the training of both male and female negotiators to enable their effective contribution to gender sensitive climate policy formulation and b) ensuring that the UNFCCC Secretariat and its associated bodies are staffed with gender experts.

There must be dedicated funding for helping both developing countries and the UNFCCC secretariat recruit, train and retain women and men with gender and climate expertise—improving the pipeline of available potential professionals and negotiators: through fellowship, mentoring and leadership development.

The UNFCCC Secretariat (with regard to its internal dynamics) will need to enhance its capacity—in terms of gender technical expertise and capacity with regard to data support system for collecting and assessing gender disaggregated data so as to promote the development of gender analytical tools and training.

The COP may need to take more proactive stance with regard to: a) its bodies and organs and b) strengthening the capacity of parties to deliver on their own operational mandates. Hence the COP may need to set in place mechanisms and processes to develop tangible strategies and initiatives aimed at improving the present environment in

terms of:

- Funding for short and medium term efforts to finance gender balance/equality interventions both for Parties and at the level of the institutions; promote on-going professional development.
- Increase frequency of workshops tailored to increase exposure to gender and climate issues.
- The COP may thus need to issue guidelines to its financing mechanisms to ensure the availability of an adequate pool of funds for implementing its gender balance/gender equality agenda.

Penultimately, the COP may need to adopt some process for measuring progress towards the stated goal with realistic targets, carefully calibrated step-by-step actions and consistent monitoring indicators suited to measure the goal(s) and targets.

The importance of climate finance for ensuring gender balance and gender friendly climate policy outcomes

Implementing any change in policy requires expenditure of human, financial or other resources. Costs may increase for expanding delegations to include more men or more women in order to ensure gender balance. Integrating gender equality and women's empowerment priorities in policy making at national levels will involve ensuring gender sensitive adaptation and mitigation policies, including gender responsive NAMAs, NAPAs and NAPs. Such activities may require gender impact assessment and data collection and assessments. Thus varying costs may be incurred depending on the starting point of each country, its delegation, and its national climate plans and processes.

Additionally, climate change adaptation and mitigation policies, programmes and strategies must aim to support the elimination of gender and other social gaps and promote women's and men's well-being. Specific actions must be taken to enhance women's capabilities, capacities and opportunities. Similar actions must be taken with regard to other groups who suffer from historical discrimination due to race and ethnicity, with particular emphasis and care and attention to the interests and concerns of indigenous people.

These needs point to the high importance of new, additional, adequate and predictable climate finance flows from developed to developing countries. Such flows of finance must be timely and must be easily and equitably accessible to women's and other community based groups. Ultimately it is important to ensure adequate flows of climate finance are publicly sourced, non-debt creating and directly accessible to developing countries.

Ultimately,

- Climate change adaptation and mitigation policies, programmes and strategies must aim to support the elimination of gender and other social gaps and

promote women's and men's well-being.

- Specific actions must be taken to enhance women's capabilities, capacities and opportunities. Similar actions must be taken with regard to other groups who suffer from historical discrimination due to race and ethnicity, with particular emphasis and care and attention to the interests and concerns of Indigenous Peoples.

- These ethical, decent and just outcomes are predicated on two centrally important factors :1) the ratcheting up of higher (implemented) mitigation ambitions and commitments by developed country Parties to the Convention, which significantly modify longer term warming trends and 2) the rapid and accelerated provision of finance and technology transfer and development (along with the other components of means of implementation) that will help developing countries to successfully contribute towards the global effort of keeping global warming substantially below 2 degrees Celsius and more in the line of 1-1.5 degrees C.

Appendix I: Important questions

Some critical questions to be posed include:

What kinds of adaptation readiness or capacity building programs and projects are needed for women owned and operated businesses distinct from male owned and operated businesses?

Who are the normal targets of adaptation and mitigation capacity building and technical assistance?

To what extent are the needs, priorities and concerns of micro, SMEs and women entrepreneurs taken into account into the design, planning and implementation of adaptation and mitigation projects and programs?

Answering the above questions will point to what kinds of supportive policies at national and sector levels are important for creating and enabling conditions for women and men to adapt to climate change and to deal with loss and damage due to extreme weather events. This should include mechanisms to promote more gender sensitive expenditure allocations for skill development, and skill upgrading, day care and family assistance.

For more in-depth treatment of the topics of Gender and Adaptation and Gender and Mitigation as well as the links between gender and capacity building, technology and finance please see note mentioned in this policy brief.

Appendix 2: Looking ahead

Parties who seek to make submissions to the UNFCCC with regard to the Gender decision should consider focusing on the following key points (which may be structured around: practices, challenges and needs with regard to the issue at hand):

UNFCCC and intergovernmental processes

- The role of gender balance in selecting delegations to UNFCCC and other bodies? The role of gender balance in nominating candidates for UNFCCC bodies? Does it play

an important role or not and rationale? What are real or perceived challenges for your delegations in this regard?

National climate change policies and processes

- What is the role of gender experts in the development of national climate change policies?
- What formal mechanisms, policies or practices for promoting gender balance and gender equality nationally broadly and with regard to climate protection are important for decision makers/stakeholders to consider?
- How can gender equality issues be mainstreamed into national communications, NAPAs, NAPs and NAMAs or other national climate change policies, institutions and frameworks?
- What plans or strategies are required to address the gender specific constraints of men and women with regard to promoting adaptation, climate resiliency and mitigation?
- What could be done to improve the gender responsiveness of climate financing in existing UNFCCC processes (CDM, GEF, AF, LDCF, National climate change trust funds)?

Capacity building needs assessment for promoting gender balance in climate related decision making and gender sensitive climate policy

- Parties should point to specific kinds of support that would enhance their implementation of the gender mandates under the UNFCCC—including finance, human resources, information and tools. They should indicate as clear as possible where the support should be channeled in terms of government ministries and implementing entities, community based organizations, etc.

End notes:

¹ Gender equality language in the Cancun Agreements, in particular the outcome of the Ad Hoc Working Group on Long-term Cooperative Action including: the Preamble; I: A shared vision for long-term cooperative action, paragraph 7; II: Enhanced action on Adaptation, paragraph 12; III: Enhanced action on Mitigation C, paragraph 72; IV: Enhanced action on Mitigation E; IV: Finance, technology

and capacity-building C—Capacity-building, paragraph 130 and Annex IV: paragraph 3. (Advance unedited version of Cancun Agreements, from 11 December 2010, Cancun, Mexico. Compiled by WEDO.org.)

Explicit gender language in Durban COP 17 - Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action Draft decision [-/CP.17]: II. Enhanced action on mitigation, F. Economic and social consequences of response measures, para 90; III. Enhanced action on adaptation, para 103; VI. Capacity-building; Annex VI, para 2: Annex VII: Terms of reference of the Climate Technology Centre and Network, para 1, para 4 and 4c; and Gender Equality Language in Durban Outcomes—Green Climate Fund - report of the Transitional Committee Draft decision [-/CP.17]: I, para 3; II, C, 2, para 11; E, 1, para 21; V, para 31; XIII, para 71. Gender Equality Language in Durban Outcomes - National adaptation plans. Draft decision [-/CP.17]: A, para 3; Annex, B, 2, para 3. Gender Equality Language in Durban Outcomes - Nairobi work programme on impacts, vulnerability and adaptation to climate change Draft decision [-/CP.17]: para 4. Gender Equality Language in Durban Outcomes -Draft decision on guidance on systems for providing information on how safeguards are addressed and respected and modalities related to forest reference emission levels and forest reference levels as referred in decision 1/CP.16, appendix I Draft decision [-/CP.17]: para 2. Gender Equality Language in Durban Outcomes - Capacity-building under the Convention Draft decision [-/CP.17]: Preamble. Gender Equality Language in Durban Outcomes - Capacity-building under the Kyoto Protocol Draft decision [-/CMP.7]: Preamble.

Explicit gender references in the GCF Governing Instruments: I. Objectives and Guiding Principles, paragraph 3; II. Governance and Institutional Arrangements, paragraphs 11 and 21; V. Operational Modalities, paragraph 31; XIII. Stakeholder Input and Participation, paragraph 71.

² There are many gender analytical frameworks for undertaking gender analysis, diagnosis, planning and audit such as the Harvard Analytical Framework, the Moser's Gender Planning Framework and the Women's Empowerment Framework.

³ The ten guiding elements as listed are: (1) A participatory approach involving stakeholders; (2) A multidisciplinary approach; (3) A complementary approach that builds on existing plans and programmes; (4) Sustainable development; (5) Gender equity; (6) A country-driven approach; (7) Sound environmental management; (8) Cost-effectiveness; (9) Simplicity; (10) and Flexibility, based on country-specific circumstances (FCCC/TP/2011/7).

Reference cited:

Neumayer, E. and T. Plumper (2007). *The Gendered Nature of Natural Disasters: The Impact of Catastrophic Events on the Gender Gap in Life Expectancy, 1981-2002*. London School of Economics and Political Science with the University of Essex and the Max-Planck Institute of Economics.



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