



**SOUTH
CENTRE**

South Centre Submission Regarding Decision 23/CP.18

The South Centre welcomes this opportunity to share its preliminary views on the options and ways to advance the 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' pursuant to paragraph 11, Decision 23/CP.18.

Context

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 has built on this (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 Cancun decision 1/CP.16 (article 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.

However, since the 2001 Marrakech decision on improving women's participation, though there has been some 'advances made by Parties in the promotion of gender balance and the empowerment of women,' as recognised in the preamble of 23/CP.18, women remain significantly under-represented in delegations to the UNFCCC meetings and as heads of delegation as well as on the boards of Bodies of UNFCCC (UNFCCC 2013).

In Decision 23/CP.18 (2012), the Conference of the Parties sought to address this issue 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.* Decision 23/CP.18 (2012) thus significantly advances the issue 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.

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 in-session workshop on gender for COP 19 and in future discussions on the gender and climate change as a standing item on 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. This 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 ensuring adequate and predicable flows financing to developing countries to support gender sensitive climate change strategies at the national level.

Introduction

Science has linked the anthropogenic aspects of climate change to the accumulation of emissions 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 major 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 must now be 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.

Fairness, equity and democracy, hence, lie at the heart of global climate change protection policy.

The issues of fairness, equity & democracy must also be discussed within the context of gender inequality and injustice and the marginalized and heightened vulnerability of Indigenous men and women. Gender issues are important in climate protection policies,

specifically in the design, implementation of adaptation and mitigation strategies, for at least three main reasons:

- 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 structural gender inequalities. Climate-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 integration of women'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 climate governance 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 requires 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 at all levels of both global and national climate governance policies. They also need the upgrading of their knowledge and capacities for ensuring livelihoods, sustainable development and for contributing to local, national and planetary safety.

I. Gender dimensions of climate change in brief

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 capability, opportunities and access to resources required to facilitate the adaptation to a changing climate. 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 with

which to manage their responses to the losses and damages that occur due to extreme weather events. Climate change 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-sized enterprises (MSMEs).

Adaptation and mitigation activities—the twin strategies now conventionally accepted for responding to climate change—impose heavy burdens not only on developing countries' governments, but also on the businesses, households and individuals within those countries.

1.1 Adaptation & Gender in Brief

Adaptive activities (e.g. climate-proofing agriculture, 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 impact 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 in accessing tangible and intangible 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 adversarial.

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).¹ 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.

1.2 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 focus on industrial production, energy generation and energy-enduse 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—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 and can shift the balance of economic and social resource distribution between women and men and among different communities and hence can exacerbate inequality.

¹ 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).

There is a need to rebalance priorities as well as to accelerate adaptation and mitigation programmes and projects in order to meet the immediate and medium terms 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 2013, there is much work to be done elaborating the vulnerability and risks that men and women face in developing countries and elaborating policy frameworks and instruments that more fully integrate gender and women empowerment perspectives. In this context, there will be need for carefully calibrations between adaptation and mitigation policies and outcomes.

The careful design and calibration of climate policies to ensure gender equitable outcome must involve the effective participation of the perspectives and concerns of men and women. Both genders must be equitable involved in evolving the rules and policies of global and national climate protection policies.

II. Gender, Participation & Democracy in Climate Governance

The trajectory towards gender sensitive and gender equality based climate governance policy, including adaptation and mitigation policies, involve 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 and men to undertake gender aware adaptation, mitigation and technology needs assessments; 3) timely and strategic interventions around climate protection and building resilience and 4) ensuring adequate climate finance, that is publicly sources, non-debt crating and easily accessible, flows to developing countries; and ensuring gender equity in the flow of this finance. Pillar 2 and 3 are beyond the scope of this submission so will not be expanded on further.

II.1 Gender balance in representation

Balance 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 issue of 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 constituted bodies of the UNFCCC, with women's representation as low as 11–13 per cent in some cases². 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 Environment and Development 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.

² Women representation is as high as 52 per cent in the Consultative Group of Experts on National Communications from Parties not included in Annex I to the Convention.

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. 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. 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 impacts women's and men's multiple roles: workers, producers, mother, care giver, consumers. (constraints, challenges and opportunities)
- Ensure that climate protection policy have gender based analytical components.
- Embedding climate focused gender analytical tools (policy focused) into global, regional and national climate protection policies.

II.1.1. 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 for adaptation and mitigation programmes and policies. This will require at least three-legs: 1) gender sensitization and awareness training; 2) and 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 gender machineries 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) ensure 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 of 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:

- i) 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.
- ii) Increase frequency of workshops tailored to increase exposure to gender and climate issues.

- iii) The COP may thus need to issue guidelines to its financing mechanisms to ensure the availability of 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.

II.2 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. More complicated en-gendering process will involve policy making at national levels around ensuring gender sensitive adaptation and mitigation policies, including gender responsive NAMAs, NAPAs and NAPs 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 capabilities, capacities and opportunities. Similar actions must be taken with regard to other groups who suffer from historic discrimination due to race and ethnicity, with particular emphasis of care and attention to the interest and concerns of indigenous people.

These needs point to the high importance of new, additional, adequate and predicible climate 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 is publicly sourced, non-debt creating and directly accessible to developing countries.

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 as distinct from men-owned businesses?

Who are the normal targets of adaptation and mitigation capacity building and technical assistance? How are they integrated into these programmes and projects?

To what extent are the needs, priorities and concerns of micro, SME's and women entrepreneurs taken into account into the design, planning and implementation of adaptation and mitigation projects and programs as well as access to available technology and know-how?

Answering the above questions will point to what kinds of supportive policies at national and sector levels are important for creating and enabling condition 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.

Appendix 1: Brief Primer on Gender and 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 political agency.

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 their ability to respond to temporary or permanent shocks and other factors such as climate change. A gender perspective 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, baseline information on the status of men and women must be established through process that supports the the collection and analysis of gender disaggregated data, and through gender impact assessments of proposed and implemented programmes and projects.