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ENVIRONMENT AND ENERGY

# GENDER AND CLIMATE CHANGE IN THE REPUBLIC OF SERBIA







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## **GENDER AND CLIMATE CHANGE IN THE REPUBLIC OF SERBIA**

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## INTRODUCTION

Sustainable development cannot be achieved without tackling climate change, and tackling climate change will not be possible without addressing the root causes of poverty, including gender inequality. This year – 2015 has already delivered and is expected to deliver key decisions on critical policy processes including the Global Development Agenda by 2030 embedded in Sustainable Development Goals (SDGs) a new global climate agreement, and a renewed Global Framework for Disaster-Risk Reduction. In front of us is a unique opportunity to change course and put development on track towards a just and sustainable future where people's rights, opportunities and life chances in the face of climate change are neither governed nor limited by whether they were born male or female, or by where they were born.

Women and men have different vulnerabilities to climate change impacts on food security, agricultural productivity, livelihood, water availability, sanitation, health and energy, among others. Existing gender inequalities, such as limited access to natural resources and productive assets including land and finance and to household and community decision-making constrain their ability to adapt to and cope with climate change.

Thus, in global climate policy and action, gender equality is slowly gaining recognition and is now officially as an agenda item under the United Nations Framework Convention on Climate Change (UNFCCC). The UNFCCC is the UN treaty that governs international climate change negotiations and agreements, including discussions about emerging climate finance architecture. It shapes national climate change policies, too.

Responsibility and resources for addressing climate change need to be allocated in fairly. The brunt of responsibility for effecting real change lies with those whose actions cause the bulk of greenhouse gas emissions and environmental degradation, and who also have the most negotiating power and the available resources to take effective action. At the same time, the focus of support to aid climate change adaptation needs to be on the groups and communities who are least likely to access such support easily. These include people who, due to their social position, education levels, limited mobility, etc., are both most vulnerable to climate impacts and at the same time facing the greatest difficulties in accessing resources and services.

There is no one-size-fits-all approach for ensuring fair and equitable treatment for women and men. Generalised assumptions about women, men, boys and girls entrench stereotypes and perpetuate the status quo. Also, gender is a very important but never the only factor in a person's vulnerability to climate change. Strategies and actions need to be tailored to context, whether at community or national level, and need to address the spectrum of factors that lead to entrenched poverty and vulnerability for certain groups.

Thus, this paper is intended to support the process of mainstreaming gender into the processes and financing of the relevant stakeholders and initiatives in the Republic of Serbia. To that end, the paper first looks at relevant international and national policy framework, then at "why gender matters" in the context of climate change, and the ways in which gender interacts with climate change adaptation and mitigation efforts in the Republic of Serbia. Finally, drawing on the lessons learned from these reviews, the paper presents a series of recommendations for effectively integrating gender into policies and initiatives in the Republic of Serbia.



# INTRODUCTION

## International and national policy framework on CC mitigation & adaptation

In 1992, UN “Earth Summit” produced the United Nations Framework Convention on Climate Change (UNFCCC) as a first step in tackling the problem of climate change. Five years later emission reduction targets for industrialized countries (Annex I) were agreed in the Kyoto Protocol, which has already helped stabilize and in some cases reduce emissions in a number of countries.

Serbia ratified the UNFCCC in 2001, as non-Annex I Party, and since the ratification considerable efforts have been made in establishing legal, institutional and policy frameworks aimed at fulfilling the commitments resulting from the Convention and the Kyoto Protocol.

The severe flooding in May 2014 in Serbia demonstrated the need for more ambitious climate change responses in Serbia. In addition to ongoing flood recovery, United Nations Development Programme (UNDP) is supporting the country in fulfilling the requirements of the Convention by assisting in the reporting on the implementation of the UNFCCC. The Initial National Communication published in 2010 will be followed by the Second National Communication together with the First Biennial Update Report in 2015.

The Kyoto Protocol was adopted in Kyoto, Japan, in December 1997 to improve the implementation of the Convention. The Kyoto Protocol commits industrialized countries to stabilize greenhouse gas emissions based on the principles of the Convention. Serbia ratified the Protocol in September 2008.

The Kyoto Protocol sets binding emission reduction targets for 37 industrialized countries and the European community in its first commitment period 2008-2012. Being part of the developing country group “Non-Annex I countries”, the Republic of Serbia did not have quantitative greenhouse gases emission reduction commitments in the first commitment period. However, the Republic of Serbia has all the commitments with regards to establishing and implementing measures and activities to achieve the objectives of the Convention.

The second commitment period of the Kyoto Protocol was launched when the Doha Amendment to the Kyoto Protocol was adopted in Doha, Qatar, in December 2012. During the second commitment period, certain number of Parties committed to reduce GHG emissions by at least 18 percent below the 1990 levels in the eight-year period from 2013 to 2020. The Doha Amendment has not yet entered into force.

Serbia’s aspiration to become an EU member has acted as a major driver for climate change-related actions. While the first set of environmental laws has been adopted in 2004, considerable progress has been achieved with the beginning of the process of European Union accession and the harmonization of national legislation with EU acquis.

Climate change is regulated at the national level by the Law on Air Protection and the Law on Ratification of the Framework Convention on Climate Change and the Law on Ratification of the Kyoto Protocol to the UN Framework Convention on Climate Change.

Also, in 2010 the Government adopted the National Strategy for the inclusion of the clean development mechanism of the Kyoto Protocol to the sectors of waste management, agriculture and forestry, as well as the first National Communication (first report) to the UN Framework Convention on Climate Change. Other national strategic documents which cover the area of climate change are: the National Environmental Protection Programme and the National Environmental Approximation Strategy. The Ministry of Agriculture



and Environmental Protection is responsible for the area of climate change by the Law on Ministries and is the focal point for the Convention and the Protocol. Other institutions dealing with climate change in the institutional arrangement of the Government of the Republic of Serbia are the following: the Ministry of Mining and Energy, Republic Hydrometeorological Service and the Agency for Environmental Protection.

The National Council on Climate Change was established by the Government on November 20, 2014.

The Government of Serbia compiled the “National Strategy for Incorporation of the Republic of Serbia into Clean Development Mechanism” in 2010. Furthermore, seven CDM projects have been developed and submitted to the CDM Executive Board by the Designated National Authority of Serbia.

## **International and national policy framework on gender equality**

On October 30, 2014 the Government of the Republic of Serbia founded the Coordinating Body for Gender Equality. Coordinating Body considers all the issues and coordinates the work of state administration in relation to gender equality in Serbia. The establishment of the Coordinating Body for Gender Equality is important for the process of European integration and the promotion of gender equality in Serbia.

Gender Equality Council of the Government of the Republic of Serbia was first founded in 2004 as a Council on Equality of Sexes, and in 2009 it evolved into the Gender Equality Council. It represents a working body composed of representatives of the Government, the ministries and experts/activists. The competencies of the Council are related to the improvement of the situation in the field of gender equality by proposing measures in the field of gender equality, reviewing compliance of domestic legislation with the EU framework on women’s rights, taking measures and evaluating the effects of the measures for achieving gender equality, monitoring the representation of women in elected and appointed positions, education, etc.

Committee for Human and Minority Rights and Gender Equality of the National Assembly was formed in 2003 as a permanent working body. The Committee considers proposals for laws and other regulations from the perspective of gender equality and monitors the implementation of laws and other regulations pertaining to gender equality.

The principle of gender equality and non-discrimination is one of the fundamental human rights. Ombudsperson in its domain deals with the issue of gender equality. In the institution of the Ombudsperson acts Deputy Ombudspersons for gender equality and the rights of persons with disabilities.

Commissioner for Protection of Equality, as an independent body within the framework of its competence deals with the issue of gender equality. The Commissioner has the authority to act in the field of gender equality when the grounds of discrimination gender identity of an individual.

The Constitution of the Republic of Serbia adopted in 2006 in Article 15 provides that the State shall guarantee the equality of women and men and shall develop an equal opportunity policy. The Constitution expressly provides that ratified international treaties form an integral part of the laws of Serbia and shall be directly applied. This means that the comprehensive provisions of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), which has been ratified by Serbia, shall be directly applied.



# INTRODUCTION

Serbia has also adopted an Anti-Discrimination Law, a Gender Equality Law, as well as a Law on Prevention of Abuse at Work, which aim to eradicate discrimination at work, and generally to undertake measures and regulations to eliminate sex and gender based discrimination in Serbia.

Serbia has also developed the National Strategy for the Advancement of the Status of Women and the Promotion of Gender Equality 2009-2013, which defines comprehensive and coordinated state policy to address discrimination against women and to integrate a gender perspective into all areas of activity of government institutions.

The National Action Plan on Women, Peace and Security focuses on the implementation of Security Council Resolution 1325 highlights the importance of incorporating strategies and action plans with a clear gender perspective into recovery and reconstruction programs in Serbia, as well as generally in society and in promoting a sustainable peace.

The National Strategy for Prevention and Elimination of Violence Against Women in the Family and in Intimate Partner Relationship adopted in 2011 sets ambitious goals for establishing a system of prevention; improving the normative framework and strengthening national legislation relating to the protection of women from violence; promoting multi-sectoral cooperation and capacity building of authorities and specialized services and developing a system of measures to ensure protection and support for victims of violence. In last six years, the Republic of Serbia has significantly improved its normative framework for the protection of women's rights against discrimination.

In 2015 the Secretariat of the Coordination Body began the consultation process for the adoption of the new strategy on gender equality.

The process of drafting the new Strategy is a participatory process, and based on past experience.

In an interview with representatives of the Secretariat of the Coordinating Body for Gender Equality the need of gender-responsive policies and documents related to climate change and the introduction of climate change in the new strategy on improving the status of women and promoting gender equality has been highly stressed.

Secretariat of the Coordinating Body indicates that in the process of creating strategic documents on climate change it is necessary to pay special attention to the following:

- Classification of data on the basis of gender;
- Gender analysis of the mitigating measures – i.e. how they affect men and how they affect women, bearing in mind the activities that women and men are mainly engaged in;
- Organizing gender training for decision makers in the field of climate change;
- Keeping in mind the role of women in the family or household;
- Paying particular attention to the gender dimension in the creation of strategies at the first place selection of options for adaptation to climate change.

During May 2014 severe floods, affecting some 1.6 million people living in 42 municipalities /cities mostly located in central and western Serbia and severely impacting two cities<sup>1</sup> and 17 municipalities, the Council for Gender Equality of the Republic of Serbia held a special expanded session, at which representatives of



relevant international organizations, local mechanisms for gender equality and of the National Assembly were present as well. As a result, the Council issued recommendations that were sent to all relevant national and local authorities.

Specific recommendations are the following (Recommendations of the Council for Gender Equality of the Government of the Republic of Serbia on response in emergency situations and post-emergency situations, June 2014):

- To improve procedures for dealing with emergency situations related to the records separated by gender and age becoming a regular practice;
- To advance or revise procedures for dealing with emergency situations related to triage and family accommodation, i.e. families should be put together as much as possible, and if they are, due to certain circumstances, separated, communication among family members should be ensured; Priority evacuation of women must not be turned into a force separation of families;
- To advance or revise procedures for dealing with emergencies relating to the jurisdiction of acceptance and accommodation of evacuees, keeping them informed and organizing the safety of victims.
- That during the formation of crisis staffs the representation of women and men is taken into account; respecting the legally defined composition of the Crisis Staffs defined legally, i.e. special attention should be paid to electing men and women equally to local self-governments.
- During the process of formation of Crisis Staffs the representation of health coordinators and Roma health mediators should be taken into account;
- To rescuers and engaged in the acceptance of the victims should draw special attention to particularly vulnerable groups, as well as women from particularly vulnerable groups;
- To give women an opportunity to participate equally in the rescue and evacuation.

Also:

- To do the needs assessment that is gender sensitive and to ensure adequate care for women, bearing in mind the specific needs of women, with a special focus on pregnant women, women with small children and people with disabilities;
- To amend Government's Decision on Procurement of Medicines and Supplies during emergencies and within a certain period after the emergency situation in terms of procurement of medicines, diapers, orthopaedic aids, etc. Prescription (no payments);
- To pay special attention to women's health and provide an opportunity for health assistance in shelters.
- Conduct a gender and power analysis at the beginning of a new program, project or activity to inform the development of a project or program Gender Action Plan.
- Draw on existing resources and tools.
- Set up systems to track progress towards gender equality, including the collection of sex disaggregated data, use of indicators that specifically measure changes in gender norms, and the inclusion of women and men in project M&E and reflection activities.



## BRIEF HISTORY OF GENDER AND ENVIRONMENT

The Third United Nations Women's Conference in Nairobi in 1985 was one of the first international forums that made explicit the linkages between sustainable development and women's involvement and empowerment as well as gender equality and equity. In the Nairobi Forward Looking Strategies, the environment was included as an area of concern for women.

In the run-up to the United Nations Conference on Environment and Development (UNCED), held in 1992 in Rio de Janeiro, a number of advocacy activities were undertaken to reflect that women not only bear the highest costs of environmental problems, but as managers of primary resources, also have the greatest potential for contributing to the solution of the crisis. The advocacy activities during the UNCED process

resulted in a reasonably engendered Agenda 21 – a road map for sustainable development for the 21st Century – that included more than 145 references to the specific roles and positions of women in environment and sustainable development as well as a separate chapter 24 entitled 'Global action for women towards sustainable development'. This chapter acknowledges the need for a broad participation of women – as a major group – at all governmental levels and in all UN agencies related activities in sustainable development, as well as the need for the integration of a gender perspective on sustainable development planning and implementation.

*What is the goal of engendering policies in the area of environmental protection? Due to the fact that men and women have different roles in the family, community, workplace, it is possible to have different priorities when it comes to environmental protection, especially at the local level. These different roles may represent an advantage and to open up different opportunities and bring different solutions to environmental problems. It is possible, therefore, that men and women apply different strategies, other resources and knowledge to protect the environment. (Milojević, 2013)*

The United Nations Fourth World Conference on Women in Beijing in 1995 identified

environment as one of twelve critical areas for women. Section K of the Beijing Platform for Action, on women and the environment, asserted that "women have an essential role to play in the development of sustainable and ecologically sound consumption and production patterns and approaches to natural resource management" (paragraph 246).

Five years later at the Millennium Summit in New York, world leaders promised in the Millennium Declaration "to promote gender equality and the empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable". This vision was reflected in the Millennium Development Goals (MDGs), including MDG 1 - eradicate extreme poverty, MDG 3 - promote gender equality and empower women, and MDG 7 - ensure environmental sustainability.

Principle 20 of the Johannesburg Declaration that was endorsed by the Heads of States and Governments at the outset of the World Summit on Sustainable Development (2002) reads: "We are committed to ensure that women's empowerment and emancipation, and gender equality are integrated in all activities encompassed within Agenda 21, the Millennium Development Goals, and the Johannesburg Plan of Implementation." Among the 153 paragraphs of the Johannesburg Plan of Implementation 30 refer to gender aspects. These deal with: benefits of sustainable development to women; the elimination of violence and discrimination; access to health



services; access to land and other resources; the enhancement of the role of women in resources management; education for all; participation of women; gender mainstreaming; and gender specific information and data. Major advocacy efforts resulted in a decision by the Commission on Sustainable Development at its 11th session in 2003 to make gender a cross-cutting issue in all its upcoming work up until 2015.

Gender and environmental concerns come across in certain aspects of policy-making, particularly in participatory decision making and stakeholder involvement, which are important both from the gender perspective but also from a broader environmental perspective.

Gender equity is also essential in addressing major sustainable development challenges, namely use and management of natural resources and the prevention of environmental degradation and pollution.

Although at first glance, the relationship between human society and the physical environment seems to be gender neutral, affecting both women and men in a similar way, upon closer examination one realizes that the relationship is not neutral. The differentiated socio-cultural construction of men and women's roles means that the linkages between people and the physical environment impact differently on both sexes. As men and women have different roles in the family, community and work-force, they are likely to have different personal attitudes, priorities and power over resources when it comes to environmental protection.

Men and women also interact differently with the environment, which provides them with different opportunities to protect it. All this requires that strategies for promoting environmental protection at the country, local and community level approach men and women differently. For example, in most households women are responsible for water and waste management. However, due to their often restricted access to public positions and political participation, decisions about water and waste management systems in the community are often taken by men who not necessarily take into account the views and needs of the female household managers. Consequently, the goal of gender mainstreaming for environmental protection is to promote equal opportunities for men and women as participants and beneficiaries of environmental protection by considering their different positions and knowledge in regard to the environment. This includes producing and disseminating information about environmental protection reaching out to both women and men, and recognizing their different roles and priorities in relation to the environment. In a broader context, the objectives of gender mainstreaming for sustainable development are to minimize the negative impacts of certain economic and social activities on the environment by raising awareness among men and women to promote gender sensitive approaches and solutions for minimizing consumption of natural resources and to accelerate the use of environmentally sound and cost-effective technologies by men and women.

From an environment and security perspective, environmental degradation is intensifying conflict and competition over natural resources, aggravating social tensions, and in certain volatile situations, provoking or escalating violence and conflict. Women and men have different responsibilities and experiences which affect their knowledge and use of natural resources differently.

Therefore, participation and knowledge of both women and men in conflict-preventive initiatives is necessary and should be encouraged. The security of human beings is also threatened by the extent to which environmental and hazardous changes are affecting livelihoods, health and the fulfilment of basic needs of women and men. For example, women and men need to be alerted to the threats that environmental degradation pose to food security. When, for example, climate change threatens the security of livelihood in which women are often more involved than men, women in particular need to be informed about alternative methods of cooking, farming, heating and waste disposal.



## CC MITIGATION & ADAPTATION MEASURES

The impacts of climate change affect women and men differently. Vulnerability is not only related to environmental factors – social conditions play a major role too. Thus, it is not entire countries that are more or less vulnerable, but certain fractions of their populations. Due to their low capacity to adapt, the poor are the most vulnerable group. Women, who make up a disproportionate share of the world's poor, are therefore among the most vulnerable groups.

The Ministry of Agriculture and Environmental Protection has proposed mitigation measures within the First Biannual updated report of the Republic of Serbia to the United Nations Framework Convention on Climate Change. Proposed mitigation measures are shown through planned and necessary activities in the relevant sectors, which will lead to achieving the potential of reducing emissions of greenhouse gases (GHGs) estimated within two scenarios: a scenario “with measures” and a scenario with “additional measures”.

In the energy sector, measures to mitigate climate change (mitigation measures) are mainly based on increasing the share of renewable energy sources and increasing energy efficiency. In industrial processes the main tool for emission reduction is use of the best available technologies and the improvement of the production processes.

As for the adaptation measures proposed within the draft Second National Communication to the UN Framework Convention on Climate Change, they include adaptation measures in the water, agricultural and forestry sectors.

However, none of these mitigation and adaptation measures consider gender as an important factor in defining and proposing specific measures.

The social roles and responsibilities of women lead to a higher degree of dependence on the natural environment, especially in rural areas. Due to climate change, the burden of work that women carry in order to care for their families, such as collecting water and fire wood, is increasing. The impact is also seen through the fact that women in rural areas mostly work in agriculture, that is highly vulnerable (requires additional irrigation) on climate change.

Women face higher risks during and after disasters. They have less access to information such as early warnings, they may receive fewer resources due to inequitable distribution of aid, and they may be subject to sexual violence in post-disaster periods.

Women's knowledge of natural resources and their common responsibilities in households and communities can be crucial for adaptation and disaster management. Therefore spread of information in regard to climate change impacts and adaptation possibilities among women is the most important.

The ultimate objective of the Convention on Climate Change is the stabilisation of greenhouse gas concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system. To this end, greenhouse gas emissions will have to be reduced massively, by at least 80 per cent in the next decades. Mitigation needs to particularly address the energy sector as the main source of the most important greenhouse gas, carbon dioxide, including energy supply and energy use in all sectors. Reduction of greenhouse gas emissions from the agriculture sector, through the improvement of practices and reduction of pressure on natural resources, presents important part of the activities. The reduction of emissions from deforestation is also a major issue in the negotiations.



Under the Convention on Climate Change (Article 4.1 b), all Parties are required to undertake efforts to mitigate climate change. Under the Kyoto Protocol, industrialised country Parties listed in Annex B have binding quantified emissions reduction targets.

Usually, analysis and debates on greenhouse gas emissions revolve around the North-South divide, based on national average per capita emissions, without looking at differentials in per capita emissions within countries. Although there is a lack of sex-disaggregated data and information, there is evidence – for instance, from studies on single-person households in Europe (Household composition, poverty and hardship across Europe, 2013) – that the sources and level of emissions of women and men differ substantially, independently of their age and income. This difference stems from factors such as car use and food preferences.

As for policies to mitigate climate change, the under-representation of women in planning, decision-making and implementation in relevant areas, such as energy, agriculture and transport, is striking. This could even be a factor for the tentative mitigation policies that can be observed, given that, according to various surveys, women tend to be more concerned about climate change and would prefer more ambitious efforts to reduce greenhouse gas emissions than men. Some polls indicate, for instance, that women are more likely to support policies and measures that would restrict the use of private motor vehicles. (GenderCC – Women for Climate Justice, 2015)

Women, in their role as the main providers of family and community care, have different needs in terms of energy and mobility than most men. On the other hand, they can make specific contributions to mitigation, given their role as household and community managers.

Other differences that might be observed are:

- Women are more willing than men to change their behaviour in order to save energy and purchase low-carbon emitting products; however, they often know less about their own energy consumption and they reject measures that would burden them with extra work.
- Women are more willing than men to introduce new approaches, practice and manufacturing of agricultural land, however, they often know less about offered possibilities .
- Women and men have different preferences in terms of technologies to reduce greenhouse gases – a majority of women rejects risky technologies such as nuclear power and carbon capture and storage.
- A majority of women prefers to rely on lifestyle changes rather than on technological progress only.

Gendered impacts of climate policy are an issue that deserves more attention. As yet, research has hardly looked at these impacts systematically. However, there are indications that various policies and measures will affect women and men differently. As women, on average, have lower incomes than men, measures leading to higher energy prices for end users – such as carbon trading and carbon taxes – might affect women more strongly. Moreover, women and men might benefit differently from the positive effects of climate policy, for example from job creation in the renewable energy and energy efficiency sectors.

Four funds, serving for funding measures related to climate change mitigation and adaptation, were established under the UN Framework Convention on Climate Change and the Kyoto Protocol:

The Special Climate Change Fund was created in 2001 in order to fund adaptation planning, technology transfer and capacity building in all developing countries. Criteria for funding include that projects are country-driven and based on national priorities. The fund is operated by the Global Environment Facility (GEF).



# CC MITIGATION & ADAPTATION MEASURES

The Least Developed Countries Fund (LDCF) supports the preparation of National Plans for Adaptation (NAPAs) in Least Developed Countries (LDC), but currently does not cover the cost of implementation of adaptation measures. Like the Special Climate Change Fund it is operated by the GEF. Both funds are established under the UNFCCC and rely on voluntary contributions for funding.

Because of their particular vulnerabilities, and due to the gendered roles in all societies, women may have different needs for adaptation than men. Although there is no gender analysis of current climate change funds available, some research indicates that they hardly meet the particular needs of women, e.g. regarding technologies aiming to reduce their domestic burdens or to improve their income generating activities, or capacity building about climate change mitigation and adaptation strategies. (Making climate finance work for women: Overview of the integration of gender equality in aid to climate change, 2006)

Related to resource mobilization and allocation at national levels it is important to take a relevant gender perspective, to provide equitable opportunities for women and men to voice their priorities and needs, and that it requires an institutionalized dialogue around national budget processes and national development plans.

In general, women's access to aid resources and in particular to market-based funding opportunities is limited compared to men's. An OECD analysis of aid in support for gender equality reported, that "while aid for transport, communications and energy infrastructure accounted for a third of bilateral aid, little was reported as focused on gender equality. Nevertheless, well-designed infrastructure projects can bring significant positive benefits for women and girls by improving access to markets, schools and health services or by increasing women's safety." (Development Aid at a Glance, 2006)

Proper participation of women and men in decision-making in all phases and aspects of funding is essential: when designing, implementing, evaluating proposals, and reporting on programmes. Nevertheless, meeting of quantitative targets is just one aspect. Even more important are the efficiency and effectiveness of their participation and/or the involvement of gender experts.

Established under the Kyoto Protocol, the Adaptation Fund is orientated towards concrete adaptation programs and projects in developing countries that are parties to the Kyoto Protocol. It is generated by a 2% levy on carbon credits from CDM projects. It is operated by the Adaptation Fund Board and served by the GEF (secretariat) and the World Bank (trustee).

The Green Climate Fund (GCF), the newest, was agreed upon in 2010, at COP 16 in Cancún, Mexico. Currently it is still being designed by a Transitional Committee of finance and climate change experts from developed and developing countries, which will present and recommend for approval a number of operational documents at COP 17, held in Durban, South Africa, from 28 November to 9 December 2011. The Fund will support projects, programs, policies and other activities in developing countries. It will be governed by the Green Climate Board comprising 24 members, with equal number of members from developing and developed country Parties.

Additionally to these funds, the GEF is providing funding for mitigation (mainly renewable energy, energy efficiency, and sustainable transportation) and adaptation projects in developing countries and countries in transition. "GEF's current strategy for its climate change projects focuses on removing barriers and building capacity in the areas of policies, financing, technology, business infrastructure, and information." (GEF's work on global climate change, July 2006)



## KEY RECOMMENDATIONS

### Climate Change Adaptation Recommendations:

- Acknowledge women's role in adaptation, and ensure the full participation of women in planning and decision-making. In particular, integrate gender analysis into National adaptation strategy and ensure that these are closely linked to the achievement of the Sustainable Development Goals (SDGs), integrating poverty alleviation and income diversification.
- Prepare adaptation plans at regional and local levels, as they can be better tailored towards local realities and are more likely to include women's participation. Design gender-sensitive adaptation policies and measures.
- Design and carry out gender-sensitive capacity building programmes, drawing on the priorities of women and local communities.
- Enhance women's access to land and control over natural resources to make better use of their knowledge, and enhance their abilities and opportunities to mitigate disasters and cope with climate change.
- Improve women's access to information, such as disaster warnings and longer-term changes in weather patterns, and ensure that rural women and women who have been denied the right to education are not excluded. Take into consideration that women and men use different information channels.
- Provide funds to cover the costs of adaptation for local self-governments with vulnerable populations that lack the resources to cope with climate impacts, and ensure that women and the poor benefit from these funds.
- Develop project to help institutionalization of gender mainstreaming in cc policy especially in disaster risk management.

### Climate change mitigation recommendations:

- In order to be effective and just, mitigation responses must take gender differentials into account. First of all, the participation of women in decision-making must be improved at all levels. However, this does not necessarily guarantee that gender issues are addressed. As opposed to adaptation, there is extremely little awareness of the gender dimensions of mitigation, both among men and many women.
- In order to address consumption as the root cause of greenhouse gas emissions, it is vitally important to learn more about gender differences in consumption and readiness to change behaviour.
- Different needs, attitudes and priorities of women and men need to be taken into consideration in order to develop gender-sensitive policies and measures. As a consequence, mitigation strategies should not only rely on technologies and markets, but should rather include wide-ranging structural and lifestyle changes. In particular, energy poverty and lack of transport options need more attention.



# KEY RECOMMENDATIONS

Moreover, the impacts of policies on women and men must be investigated, applying methods and tools such as Gender Impact Assessments.

- Research on climate policy should look more into the social and gender dimensions of mitigation. More research needs to be done to close the data gap and improve knowledge about issues such as the gendered effects of various policy instruments, interventions to address poverty and affluence, and decision-making at household level.

## Financing CC mitigation and adaptation:

- Funds under the UNFCCC and the Kyoto Protocol are addressing parties, and country driven projects. Therefore the implementation of projects is under the responsibility of the countries. Nevertheless, there should be clearly defined criteria on social and economic justice, women's human rights, and environmental sustainability which must be met by the host countries.
- The goal of GEF's work on global climate change is "to create a market atmosphere in which profitable investments in environmentally and socially sustainable technologies receive favorable treatment." (Source: GEF'S Work on Global Climate Change, July 2006). Projects funded by the GEF should be carefully assessed in order to make sure that the market atmosphere is ensuring equal access of women and men to technologies and will benefit to women's and men's livelihoods equally.
- The application of gender budgeting and gender audits in all funds will ensure that the money invested will serve to improve women's situations as well as men's.
- When reviewing investments in programs for adaptation and mitigation, technology transfer, capacity building, etc., the Subsidiary Body for Scientific and Technological Advice (SBSTA<sup>1</sup>)/ Subsidiary Body for Implementation (SBI)<sup>2</sup> should also assess their contribution to social justice, and gender justice in particular. In order to measure progress, gender sensitive indicators must be developed. Currently, gender is a reporting category in GEF's Small Grants Program only. However, this should apply to all programs related to climate change.
- Taking into account the vulnerability of women, a certain amount of all donor funds related to UNFCCC should be earmarked for activities and projects explicitly addressing women, and designed and implemented by women / gender experts.

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<sup>1</sup> The SBSTA is one of two permanent subsidiary bodies to the Convention established by the supreme decision-making body of the Convention COP / Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol (CMP). It supports the work of the COP and the CMP through the provision of timely information and advice on scientific and technological matters as they relate to the Convention or its Kyoto Protocol.

<sup>2</sup> The SBI is one of two permanent subsidiary bodies to the Convention established by the COP/CMP. It supports the work of the COP and the CMP through the assessment and review of the effective implementation of the Convention and its Kyoto Protocol. The SBI also advises the COP on budgetary and administrative matters.



## Climate change education, training, public awareness and participation:

- Gender sensitive communication is important in order to reach out effectively to both women and men. It takes their different roles, attitudes, preferences, and skills into account and contributes to overcoming gender roles and their limitations. This is why the communication and learning processes mentioned in Article 6 of the UNFCCC require awareness of gender and diversity issues. Gender, and other social differences and their consequences should be included throughout all steps of planning and implementation.
- In order to communicate in a gender sensitive way, awareness of 'gender' as a social category is essential. Gender differences should be considered without reproducing and further cementing stereotypes. Gender sensitive communication is based on the idea of gender justice and is geared toward generating and promoting equal opportunities.
- Gender sensitive communication includes the contents and topics that are communicated, the use of appropriate media and communication channels, gender sensitive and inclusive language, and design and visual elements. Moreover, gender stereotypes must be avoided, e.g. it can be helpful to show women and men beyond their usual roles.
- As for public participation, equal participation of women and men needs to be ensured; not only in terms of proportional representation, but also in terms of how, and to what degree, women and men can meaningfully participate; for example which questions are raised and how they are explained, and how women and men can contribute to the discourse.



# GENDER ANALYSIS QUESTIONS

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Last but not least, after reviewing all issues concerning gender and climate change mitigation and adaptation, when creating policies and programmes aimed climate change mitigation and adaptation special attention should be given to the following set of reflective questions.

*In order to plan appropriate resilience actions, gender and other sources of inequality have to be understood.*

- Consider how activities may impact on a range of gendered dimensions and ask questions to monitor change in communities, such as: » Is the division of labour between women and men changing? Compare unpaid household tasks and work that earns cash income.
- Are there any changes in women's voices in public decision-making forums? Are there more examples of women's leadership? Consider project specific forums, governance consultations and traditional meetings.

*Monitor changes in gender equality throughout climate change project implementation period and act on issues that arise.*

- Which new tasks or responsibilities are coming to women? Are women gaining increased access to and control over resources crucial for adaptation?
- Are women aware of their rights? Do they have confidence to seek and take new opportunities?
- Allocate budget for gender integration, gender tracking and for specific actions that promote gender equality and women's empowerment.

*For lasting change and resilience, address power and resources imbalances in the household and community and transform gendered roles and responsibilities.*

Integrated activities that promote improved livelihood security (through diversification as well as resilience), community-based natural resource management and women-led economic development offer a useful approach, for example:



- Facilitate equal access to and control over productive resources, markets and services including land, water, inputs, agro-climate information and both financial and extension services.
- Work with men and boys to shift social expectations and relationships. Organise men-only activities as an entry point to talk with them about men and women's roles in resilient livelihoods and how men can support the women apply new techniques. Ensure that strategies to engage men and boys support women's empowerment and don't divert limited resources away from activities that benefit women.
- Promote sustainable ecosystems that are effectively managed for the use and benefit of both men and women. Ensure equal and meaningful participation in Payment for Ecosystem Services initiatives and decision-making.
- Support women with climate responsive safety networks and social protection. Specifically address the needs of and barriers faced by women in participating and benefiting from them.
- Take action to increase women's sense of entitlement and confidence. Women's groups, women only trainings or consultation meetings can be a good first step to build women's confidence in a safe space. However, it is important that these groups are brought into contact with the broader community to ensure that improvements in confidence are not limited to women-only spaces.



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