

Financing Gender Equality across the Silos: How do we move forward

Marcela Ballara , New York 2010

Gender justice in climate financing?

According to The UNDP 2007 Human Development Report , the international community is investing very little in terms of financial support for adaptation and the funds available from climate financing mechanisms and official bilateral help amount only to 200 million US dollars.⁴³ The critical balance drawn by UNDP and others on the implementation of national adaptation plans is inextricably linked with the latter's under funding. This under funding is also relevant from the gender perspective, for one effect of the evident lack of willingness on the part of the donor community to reduce the vulnerability of the poor population is that it serves ultimately to intensify the especially high vulnerability of women and raises the risk that climate change could deprive them of their livelihoods

Compared with the funds invested in climate and forest protection, i. e. made available for mitigation, adaptation mechanisms are significantly underfinanced even if donor countries from the north have come with numerous new financing initiatives¹ . By example, with the exceptions of the GEF funds already set up, and the World Bank's Pilot Program for Climate Resilience (PPCR), most of these bi-and multilateral climate funds are oriented to reduce greenhouse gas emissions by developing clean technologies, promoting renewable energies and energy efficiency, and investing in forest protection; but they are not oriented to reduce the vulnerability and risks of marginalized population groups when it comes to the impacts of climate change²

- 1 ¹ *The funds provided are voluntary or compensation paid by the countries mainly responsible for climate change (Kyoto Protocol and the Bali Action Plan). In the Doha Declaration on Financing for Development, the industrialized countries reaffirm their obligation to make new and additional funds available to finance adaptation. It is, however, unclear whether "additional" refers to funds additional to existing adaptation funds or to existing ODA funds. The donor community is also divided on the demand to mobilize adaptation financing in addition to the 0.7 goal, that is, without counting these funds towards ODA.*
- 2 ² *The NAPAs, for instance, are a product of the Least Developed Country Fund (LDCF), which, like the Climate Change Fund, is administered by the Global Environment Facility (GEF). The LDCF has less than 10 million US dollars, and 200,000 US dollars of this is made available to every country preparing an NAPA. Only eleven of a total of 38 NAPAs have been completed thus far. This figure, which is far too low, is not only a reflection of the general underestimation of global adaptation costs, indeed, it is also a reflection of the low political significance attached to efforts designed to reduce vulnerability and the social costs. Thus far, their implementation has not been supported significantly through bi-and multilateral DC, nor do the Climate Framework Convention's funds have sufficient resources of their own*

The resolution adopted by the International Conference on Financing for Development (**Doha Declaration on Financing for Development 2008**) sets out a commitment to finance adaptation measures designed to reduce the vulnerability of people in developing countries. Following difficult negotiations, the donors reaffirmed their commitment to a gender-equitable development financing. “[F]ostering gender equality” and “preserving the environment” specified as tasks in connection with official development assistance to reduce poverty, though without establishing any direct linkages between the two points (see paragraph 41).

Only the **Report on the 52nd Session of the UN Commission on the Status of Women** (CSW 2008)³ establishes a linkage between the two global challenges – of gender inequality and adaptation to climate change. The report recommends that a gender perspective be integrated at all levels of planning for and decision-making on climate issues and that resources be made available to ensure the full participation of women.³² *How ever, things went different during the Copenhagen Conference in 2009. And as the UNFCCC Executive Secretary Yvo de Boer puts it, the Copenhagen summit ended in a mere “Copenhagen Accord”, negotiated by a small group of the key countries, and “noting” the necessity to contain global warming to the 2 degree C limit. The Accord called for commitments by industrialized countries and engagement of developing countries, but with scarce specification on how this will occur.*

While during COP 15, gender-sensitive text remained in the negotiating documents until the end, these texts meant nothing without an overall outcome that includes everyone lives and livelihoods protection. Never the less argument of gender experts focused on equal access to technologies in climate protection strategies whole sections of the outcome COP 15 text lack reference to women including important financing and technology transfer sections.

Nearly all donors as well as the UN, the World Bank and the regional development banks have –unlike the UNFCCC – committed themselves, in their policy guidelines, to advance equal opportunity and gender mainstreaming. Never the less banks cannot be called to account if they fail to meet the social and political obligations they have voluntarily assumed. But the problem is that governments and the market gives too little consideration to gender justice in climate adaptation policy as well as they lack recognitions of women rights.

Institutional reforms and gender-sensitive mechanisms are the only way open to monitor and effectively address contradiction between existing obligations and the political practice of resource allocation.

³ 3 “(jj) Integrate a gender perspective into the design, implementation, monitoring, evaluation and reporting of national environmental policies, strengthen mechanisms and provide adequate resources to ensure women’s full and equal participation in decision-making at all levels on environmental issues, in particular on strategies related to the impact of climate change on the lives of women and girls” (UN Commission on the Status of Women. Report on the 52nd Session, 25 Feb.–7 and 13 March 2008; E/CN.6/2008/11, 8).

How to move Forward ?

- ✓ From a gender perspective the debate on climate financing must focus on the need of a mandatory monitoring instruments for adaptation and climate protection.
- ✓ In relation to the instruments, there is an urgent need to overcome conceptual bottlenecks. This means to ensure that gender aspects are mainstreamed in climate policy. Therefore solid financing must be included to avoid that these efforts lead only into a discourse without any practical implications.
- ✓ Gender aspects should also be included in the Pilot Program for Climate Resilience (PPCR), set up to promote mainstreaming of climate change adaptation into the national development planning and budgets of developing countries (as in the case of Malawi⁴).
- ✓ Increase access for women to existing mitigation and adaptation funds. Financing instrument that have impacts at the national level should include, ex ante gender-specific consideration as well as social disparities within societies.
- ✓ Adaptation strategies need to take into account women and men's relative and different capacities, power and social resilience, vulnerabilities and resources, because gender norms, roles and relations can either enable or constrain adaptive capacities⁵. Therefore studies on quality and quantity of adaptation financing with a gender lens are needed as studies currently available fail to address gender issues.
- ✓ adoption of gender-specific indicators to monitor the gender impacts in programmes, and projects; performance of gender impact assessments and gender audits;
- ✓ develop and implement gender-specific indicators as well as gender analysis in each phase of adaptation programmes and projects

⁴ *4 Malawi, a notable exception, has identified gender as its own sector, not merely as a cross-cutting issue: Several interventions are proposed that target women in highly vulnerable situations: (i) empowerment of women through access to microfinance to diversify earning potential, (ii) ensuring easier access to water and energy sources by drilling boreholes and planting trees in woodlots, and (iii) use of electricity provided through the rural electrification program” (Malawi NAPA, March 2006, x–xi, in: WEDO ibid.).*

⁵ *5 After Hurricane Mitch in 1998, La Masica, Honduras reported no deaths. A disaster agency had provided gender-sensitive community education on early warning systems and hazard management six months earlier. Women were able to assume responsibility for continuously monitoring the early warning system, and , the municipality was able to evacuate the area promptly when Hurricane Mitch struck*

- ✓ implement mandatory adoption of gender-responsive budgeting in national and international financing mechanisms . Monitor the gender-specific allocation of resources and its effects/benefits;
- ✓ Women should be recognized as powerful contributors of change and should be fully integrated into climate change mitigation and adaptation strategies at all levels. Equal involvement of woman and men in negotiations on and implementation of financing mechanisms is urgently needed;
- ✓ At the global and national levels call to increase the number of women chairs in the UNFCCC with a meaningful participation of women and men from all sectors in national and global climate policies . This also include to strengthen the commitment to prioritize the most vulnerable, and gender-sensitive approaches in the draft Mexico agreement

A articulated political will and a substantial increase in international financial resources is needed to implement gender justice in adaptation policy. If this is not achieved poverty-oriented adaptation policy will not really implemented, will have no impact and most probably the third MDG will not be reached- The achievement of all of the MDGs depends, in very crucial ways, on reaching MDG 3.

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43 One contentious issue in both climate negotiations and the debate on development financing is whether the funds provided should be voluntary additional contributions or compensation paid by the countries mainly responsible for climate change. In the Kyoto Protocol and the Bali Action Plan as well as in the Doha Declaration on Financing for Development, the industrialised countries reaffirm their obligation to

make new and additional funds available to finance adaptation. It is, however, unclear whether “additional” refers to funds additional to existing adaptation funds or to existing ODA funds. The donor community is also divided on the demand to mobilise adaptation financing in addition to the 0.7 goal, that is, without counting these funds towards ODA.

There are not many studies on the linkages between extreme events as a result of climate change and domestic and sexual violence. However, a report that looked into the issue of recovery after the Indian Ocean tsunami in 2004 indicated that women and children were very vulnerable in these situations. While the occurrence of tsunamis is not attributable to climate change, one can assume that in the aftermath of extreme events and the ensuing displacement of groups of people that may occur, scenarios similar to the post-tsunami conditions are plausible.

◊ The World disaster report recognizes the widespread consensus that, “women and girls are at higher risk of sexual violence, sexual exploitation and abuse, trafficking, and domestic violence in disasters”. Women who were subjected to violence prior to the disaster are more likely to experience increased violence after it, while at the same time become separated from family, friends and other potential support and protective systems. After a natural disaster, women are more likely to become victims of domestic and sexual violence and may avoid using shelters as a result of fear.

◊ Psychological stress is likely to be heightened after disasters, particularly where families are displaced and have to live in emergency or transitional housing. Overcrowding, lack of privacy and the collapse of regular routines and livelihood patterns can contribute to anger, frustration and violence, with children and women most vulnerable.

Adolescent girls report especially high levels of sexual harassment and abuse in the aftermath of disasters and complain of the lack of privacy in emergency shelters.

For farmers, insecurity due to erratic rainfall and unseasonal temperatures can be compounded by a comparative lack of assets and arable land, and in some cases lack of rights to own the land they till. This means that credit available for suitable agriculture technology (e.g. watering implements, climate appropriate seed varieties, non-petroleum fertilizers, and energy efficient building design) is limited, as is their capacity to rebuild post-natural hazards in this context.

◊ Loss of biodiversity can compound insecurity because many rural women in different parts of world depend on non-timber forest products (NTFPs) for income, traditional medicinal use, nutritional supplements in times of food shortages, and as a seed bank for plant varieties needed to source alternative crops under changing growing conditions. Thus loss of biodiversity challenges the nutrition, health, and livelihoods of women and their communities.

Nutritional status partly determines the ability to cope with the effect of natural disasters. Women are more prone to nutritional deficiencies because of their unique nutritional needs, especially when they are pregnant or breastfeeding.

and some cultures have household food hierarchies.

impacts of livelihood, household and caring burdens, decline in food security and livelihood opportunities can also cause considerable stress for men and boys, given the socially ascribed expectation that they should provide economically for the household.

Women and girls are generally expected to care for the sick, including in times of disaster and environmental stress.⁴⁶ This limits the time they have available for income generation and education that, when coupled with the rising medical costs associated with family illness, heightens levels of poverty - a powerful determinant of health

The different roles that men and women play in the management and conservation of forests have to be considered before designing mitigation initiatives such as reforestation or afforestation.