

## Submission from GenderCC-Women for Climate Justice

Submission responding to Decision 3/CP.23 (Gender Action Plan, activity E.1)

**Title:** Submissions from Parties and observers on the following, including sex-disaggregated data and gender analysis, where applicable:

- (a) Information on the differentiated impacts of climate change on women and men, with special attention paid to local communities and indigenous peoples;
- (b) Integration of gender considerations into adaptation, mitigation, capacity-building, Action for Climate Empowerment, technology and finance policies, plans and actions;
- (c) Policies and plans for and progress made in enhancing gender balance in national climate delegations.

We welcome this opportunity to provide inputs to inform the implementation of the Gender Action Plan and to give recommendations for the in-session workshop on gender conducted at the SB48 Sessions in Bonn in April/May 2018.

GenderCC – Women for Climate Justice is a global network of non-governmental organisations, experts and activists working for gender equality, women's rights and climate justice. We have more than ten years of experience and expertise with the integration of gender aspects into climate policy, research and practical implementation at international, national and local levels. Please find more information about the organisation and GenderCC's work at [www.gendercc.net](http://www.gendercc.net)

In this submission GenderCC presents information on differentiated impacts of climate change on men and women, as well as methodologies developed in the course of our work that are related to activity E.1 of the Gender Action Plan.

We furthermore propose to concentrate on common topics of the three areas addressed in this submission at the in-session workshop taking place at the SB48 Session. Our detailed proposal can be found at the end of this document.

## **(a) Information on the differentiated impacts of climate change on women and men, with special attention paid to local communities and indigenous peoples**

---

On an everyday basis the members of our network from all over the world witness the differentiated impacts of climate change on women and men. During a number of projects, GenderCC has gathered observations and scientific findings more systematically.

### **Findings from a Literature Review**

There is a growing body of scientific publications available, mainly with a view to developing countries. In order to provide data and evidence for industrialised countries, a **systematic review of the literature on gender and climate change** was undertaken by GenderCC as part of a research project “**The contribution of gender justice to successful climate politics: impact assessment, interdependencies with other social categories, methodological issues and options for shaping climate policy**”, funded by the German Environmental Agency. This review has shown that there is an increasing number of findings and scientific publications focusing on industrialised countries<sup>1</sup>. In brief, results show particular high evidence for gender implications of climate change and related policies in the fields of

- **Attitudes and behaviour:** there is a large body of surveys pointing to gender differentials in preferences regarding climate policy, acceptability of approaches and solutions, and environmental behaviour, with women being more conscious about climate change and more willing to change their behaviour accordingly. Yet, it is striking that most of these mainly quantitative analyses on attitudes and behaviour do not go beyond gender differences, thereby missing to look at the underlying root causes including structural inequalities and power relations.
- **Energy and carbon footprints:** The focus of research is in the area of private households and deals with gender-differentiated energy consumption, causes of the differences, and options to reduce energy consumption. In addition to income gaps, the traditional gender division of labour and responsibilities are identified as main factors. Therefore, there is a need for taking a closer look at intra-household dynamics in order to find out how the relevant decision-making processes are taking place. Attention should be given to the fact, that the area of gender-differentiated energy consumption is particularly permeated by gender stereotypes. Depending on the models how carbon emissions are allocated to individuals, the results vary, but in general masculine identities and life styles result in higher carbon emissions.

---

<sup>1</sup> An English summary of the findings is available here: [http://gendercc.net/fileadmin/inhalte/dokumente/4\\_Our\\_Work/Ufoplan\\_I/FKZ3716411190\\_Gender-Klima\\_Summary\\_AP1\\_en\\_30-10-2017.pdf](http://gendercc.net/fileadmin/inhalte/dokumente/4_Our_Work/Ufoplan_I/FKZ3716411190_Gender-Klima_Summary_AP1_en_30-10-2017.pdf). The full German version is available for download here: <https://www.umweltbundesamt.de/publikationen/gendergerechtigkeit-als-beitrag-zu-einer>

- **Transport and mobility:** The significantly higher carbon footprint of men demonstrably results from their mobility behaviour, which is reflected in larger cars, more frequent use and longer trips. Moreover, women and men tend to have different purposes of trips and trip patterns. Complex trip chains are often caused by family care and accompanying traffic. Air pollution caused by traffic and the linkages to environmental justice show that, for instance within cities, men do not only generate more emissions than women do, but also that those who live in places with the least amount of air pollution emit the most, and vice versa, those who live in areas with the highest levels of pollution emit the least. However, long-term examination of gender-specific mobility behaviour shows that the distances travelled by women are slowly beginning to approximate those of men, which can be explained by longer distances travelled by middle-aged women and significantly lower distances travelled by young men. Research results also show that the impact of gender roles on mobility is dependent on social-spatial structures, in particular the labour market, the housing market and existing transport systems, and that these structures can, vice versa, restrict or broaden the scope for intra-household negotiation and the resulting 'doing gender'.
- **Infrastructure and housing:** Feminist and gender-sensitive examinations of spatial development as well as spatial and urban planning show the different interactions between power and space. Gender aspects must be included in spatial and city planning on the structural level, the process level as well as the content level. The integration of the gender perspective involves a systematic analysis and consideration of gender relations in the sense of gender mainstreaming, and, moreover, spatial development itself should contribute to improving gender equality.
- **Health, DRR and adaptation:** Same as in developed countries, the gender-specific division of labour is particularly evident in climate change adaptation and the response to disasters. During and after disaster situations and due to the failure of the infrastructures women who are already under a double burden are strained with additional care work. Furthermore, disaster is one of the few areas in the field of climate change which is examined in its various facets from a masculinity perspective, addressing, e.g., the high suicide rate of men after drought disasters in Australia. Most frequently investigated is the area of heatwave-induced mortality of women and men. All of the gendered impacts in this field are closely linked to the geographical, regional and cultural situations.
- **Indigenous peoples:** Research on indigenous peoples and climate change sheds also light on the intersections with gender issues. Studies focus primarily on gender differences in responses to climate change impacts, or indicate how indigenous women, or the roles assigned to them in communities, are impacted by climate change. They also emphasize the importance of women in adapting to the impacts of climate change or achieving community resilience, underlining their role as 'leaders' in the climate justice movement.

## Findings from GenderCC's work with women's organisations and cities

The “**Gender into Urban Climate Change Initiative**” is a currently running project conducted by GenderCC, All India Women's Conference, GenderCC Southern Africa, and the Indonesian organisations Aksi! for gender, social and ecological justice and Solidaritas Perempuan. Working with several pilot cities in India, Indonesia and South Africa, it explores options for integrating gender and social aspects into urban climate policies. The project is funded through the International Climate Change Initiative (IKI) of the German Federal Ministry of Environment. The women's organisations and their local partners have observed a number of gender differentiated impacts from climate change, e.g.

In Jakarta, Makassar and Mumbai which are three of six pilot cities in the project, gendered impacts of climate change can be observed among the traditional fisher folks, who are citizens of all three mega cities. Due to climate change these fisher folks struggle with decreasing catches and due to that financial security. In the status quo reports prepared as part of the project more information about the gendered impacts of climate change can be found:

- There is usually a strict gendered labour division in traditional fisher communities. While men go fishing on the sea and are affected by shrinking and changing fish populations, women are traditionally responsible either for selling and processing the catches or bankside aquaculture. Climate change, climate policies (e.g. large protection banks) as well as urban development is narrowing their sources of income.
- Alternative sources for income generation are particularly difficult to find for women in both countries due to their lower education and cultural constraints regarding alternative activities.
- Women are forced to take up even 2-3 jobs to compensate for falling income on a daily basis. As a result their time for leisure and to socialise is very limited.
- Falling income affects education and social activities particularly of girls who are the first ones to be taken out from school.
- Weather information (weather, winds) is often only passed through to fishermen (e.g. via SMS) while women do not receive the information regularly so they cannot predict the weather and prepare for extreme weather events. Consequently, they cannot plan when to plant and harvest clams.
- The social descent in these patriarchal communities leads to the fact that women are placed under their husbands' authority. They are excluded from decision making at all levels: household, village and district levels.

Please find more information on the project and the reports at <http://gendercc.net/our-work/current-projects/gender-into-urban-climate-change-initiative.html>

**(b) Integration of gender considerations into adaptation, mitigation, capacity-building, action for Climate Empowerment, technology and finance policies, plans and actions**

---

In the past years, GenderCC has implemented various projects and developed approaches for the integration of gender into climate policies, research and practical implementation.

In the course of our project **Gender into Urban Climate Change Initiative** we have developed the method **Gender Assessment and Monitoring of Mitigation and Adaptation**. GAMMA is used to assess urban climate policies and activities from a gender lens and to identify entry points for the integration of gender. GAMMA can be applied by local government representatives, city councils, policy-makers, NGOs and community-based groups as well as advisors and external experts. GAMMA is conducted in three steps:

- **GAMMA I: Institutional setting & policy framework**  
 Key question: Are urban institutions and procedures able to address climate change and integrate the gender dimension  
 Methodology: Interviews with key persons in the city, based on eight indicators and scorecards along a number of questions. The answers – yes, no or partly – are converted into scores. The eight indicators are: 1) Climate change integration into planning, and consideration of gender issues; 2) Mainstreaming of climate change and gender into policies and institutions; 3) Budgeting and finance for gender-responsive climate policies and measures; 4) Institutional knowledge and capacity on climate change & gender dimensions; 5) Collection and use of data and climate information; 6) Integration of socio-economic aspects into climate policy; 7) Awareness among key actors; and 8) Participation.
- **GAMMA II: Gender analysis of portfolio of policies and measures**  
 Key question: Does the city's planned or implemented adaptation and mitigation action programme include policies that address priority issues from a gender perspective, or are there gaps?  
 Methodology: Comparison of the city's policies with a broad portfolio of possible policies with prioritised measures from a gender perspective. Based on this, gaps can be identified, and recommendations for further policies or a change of priorities can be prepared
- **GAMMA III: Gender analysis of policies and measures**  
 Key question: How can certain policies and measures be improved in order to contribute to gender equality?  
 Methodology: Simplified Gender Impact Assessment of selected policies and measures

GAMMA has been developed with a view to urban settings. GenderCC is currently adapting the method to use it for a **gender analysis of national climate policy**, and will work with partners to test it in four countries.

In the research project "**The contribution of gender justice to successful climate politics: impact assessment, interdependencies with other social categories, methodological issues and options for shaping climate policy**", the tool Gender Impact Assessment (GIA) is further developed and adjusted to climate change policies and measures by the consortium consisting of GenderCC, Wuppertal Institute and ISOE (Institute for Social-Ecological Research).

Obstacles and resistances to mainstream gender into climate change policy in industrialised countries were identified in a literature review and can be summarised as follows:

- Dilution and trivialisation of gender knowledge;
- Masculine norms and normative interpretation of the gender order, which tend to reproduce themselves if unchallenged;
- Political failure in the implementation of the promotion of gender equality in many policy fields, undermining of gender action plans by the bureaucracy and through mere technocratic implementation, and limitation of gender analyses to checking boxes;
- Instrumental deformation of gender mainstreaming, which has lost its initial critical feminist goal. At the same time, the inflation of the concept of 'mainstreaming' massively increases the list of themes that require mainstreaming, resulting in growing complexity and reduced willingness of implementation;
- Poor availability of data that go beyond gender differences and allow conclusions on how to change gender relations and work towards gender justice;
- The language of gender research, which poses a challenge even for a benevolent practice-oriented audience.

These obstacles and resistances point to the urgency of providing applicable instruments for policy-makers and practitioners to identify possible gender implications of planned climate change policies and measures. An approach to gender analysis used in various countries is the **Gender Impact Assessment (GIA)**. It starts from the premise that gender relations are characterised by unequal and hierarchical power relations between the sexes. Its central function is to determine the effects of policy measures on the different life situations and interests of women, men and other genders and how these effects should be assessed with regard to gender equality. Overall, the approach of the GIA can be characterised as a positive assessment. In other words, it looks at progress in implementing gender equality objectives that can be achieved through a climate change policy or measure. Gender equality policy goals include, in particular, the reduction of disadvantage and discrimination, equal participation as well as a self-determined life style of all people (real freedom of choice) that is independent of traditional role models.

With the help of the GIA, on the one hand, negative effects with regard to equality policy goals are to be avoided. On the other hand, climate policy measures should also be (further) developed in such a way that they make a positive contribution to gender equality. The aim is to raise awareness and a learning process that will enable climate policy staff to systematically integrate gender aspects in planning, implementation and evaluation.

The GIA further developed in the above mentioned research project is based on **gender dimensions** we identified in the research. These dimensions include

1. First and crosscutting through most of the following dimensions is the “symbolic order”, i.e. dominant social gender constructions, creating (gendered) hierarchies, gendered attributions and problem perceptions;
2. Care economy (gender-specific responsibilities and attributions for housework, care work and household decisions, cost-benefit distribution of care, logic and criteria for the care economy);
3. Employment/market economy (gender-specific distribution of paid and unpaid labour, gender income gap and poverty risk, assets and financial resources);
4. Provision, orientation, access, usability of public resources / infrastructure (distribution of public space, public resources, quantity and quality of service infrastructures, access to resources);
5. Institutionalised androcentrism (institutional rationalities determining the perception of problems, processes, organisation and outcome, masculinity models as the norm, conceptualization, methods, knowledge production);
6. Definition and decision-making power at the level of actors (procedures, decisions, power relations and governance structures, participation, empowerment, choice of instruments);
7. Body, health, intimacy (physical differences between the sexes and age groups, sexual harassment, reproductive health, gender-specific responsibilities for health, perception of physical risks).

A list of questions was developed for each of the dimensions supporting policy staff to address these dimensions and to find out how negative gendered implications might be avoided. The questions were tested with staff from the German Environment Agency and will be finalised and redrafted if necessary after a workshop scheduled for autumn 2018. We will present the GIA more detailed in a side event at SB 48, and interested Parties are invited to contact us to get a preliminary version of the tool.



## **Recommendations for topics to be discussed at the in-session workshop in April/May 2018 in Bonn**

We propose that the in-session workshop during the SB48 Session addresses the range of existing methodologies and instruments for strategic gender analysis of climate change impacts and climate policies, as well as systematic identification of entry-points for the integration of gender equality and women's empowerment in climate action at national level. The focus on instruments and methodologies could actually address all three areas covered by this call for submissions:

Instruments and methodologies help to systematically collect more information on the differentiated impacts of climate change on women and men. Moreover, they can also reveal gendered effects of policies and measures which is a precondition to systematically integrate gender considerations into plans, policies and actions in all areas, including adaptation, mitigation, capacity-building, Action for Climate Empowerment, technology and finance. Suitable instruments and methodologies for the participation and empowerment of women do also support the objective of gender balance in national climate delegations.

The focus on instruments and methodologies will help to strengthen the capacities of civil society organisations as well as political decision makers to mainstream gender and to fully involve all stakeholders in defining, implementing and monitoring climate action, with a special focus on women groups, indigenous peoples as well as local communities. This is of special importance in regard to NDCs.

As this call for submissions puts a special focus on indigenous peoples and local communities GenderCC would appreciate the support from Parties to finance the travel of indigenous women as well as women organised in grassroots activities of local communities to attend SB48 and COP24 in Katowice later this year either as observers or in Party delegations.

### **For further information contact:**

GenderCC – Women for Climate Justice e.V.

Patricia Bohland

Anklamer Str. 38

D-10115 Berlin

Phone: +49(0)30 21980088

[www.gendercc.net](http://www.gendercc.net)

[p.bohland@gendercc.net](mailto:p.bohland@gendercc.net)