



TOUS ENSEMBLE
POUR LE CLIMAT

Women as actors in addressing climate change

*Incorporating women's empowerment and gender equality
in the agreement from the 21st Conference of the Parties
to the United Nations Framework Convention on Climate Change*

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Acronyms and abbreviations:

CCAFS:	Climate change, Agriculture and Food Security
ccGAP:	climate change Gender Action Plan
CEDAW:	Convention on the Elimination of all Forms of Discrimination Against Women
COP:	Conference of the Parties
FAO:	Food and Agriculture Organization of the United Nations
GCF:	Green Climate Fund
GEF:	Global Environment Facility
IFAD:	International Fund for Agricultural Development
ILO:	International Labour Organization
INDC:	Intended Nationally Determined Contribution
IUCN:	International Union for Conservation of Nature
NAMA:	Nationally Appropriate Mitigation Actions
NAPA:	National Adaptation Programmes of Action
OECD:	Organisation for Economic Cooperation and Development
REDD+:	National strategy for the reduction of greenhouse gases resulting from deforestation and forest degradation
SDG:	Sustainable Development Goals
UNDP:	United Nations Development Programme
UNFCCC:	United Nations Framework Convention on Climate Change
UNFPA:	United Nations Population Fund
WEDO:	Women's Environment and Development Organization

Introduction:

The challenge of the 21st Conference of the Parties to the United Nations Framework Convention on Climate Change (UNFCCC), or COP21, to be held in Paris from 30 November to 11 December 2015, is to reach an international agreement to limit the numerous negative impacts of climate warming which threaten the survival of our planet and its present-day 7 billion inhabitants. A good understanding of the challenges by all and the involvement of each and everyone are essential to reduce the vulnerabilities and strengthen adaptation capacities.

To combat the worsening of the consequences of climate change and promote sustainable and equitable development, in particular for the most disadvantaged populations, the Paris Agreement must promote concrete and ambitious strategies for adaptation, mitigation and technology transfers, combined with the necessary financial means, in particular via the operationalisation of the Green Fund, with the involvement in it of women on an equal footing.

Since the Convention on the Elimination of all Forms of Discrimination Against Women of 1979, many agreements and international studies have underscored the importance of the role of women in sustainable development. As regards the fight against climate change, their contribution is still not sufficiently acknowledged. In 2001 and since 2010, the decisions adopted by the Conferences of the Parties have very gradually included occasional mentions of gender approach and gender equality.

In 2014, the COP20 in Lima took an additional step with the adoption of a two-year work programme to strengthen the effective participation of women in the bodies of the UNFCCC, and to work on the operational implementation of policies taking gender into account. A first workshop on gender and mitigation was held in Bonn in June 2015.

However, to date, very few of the policies and initiatives to combat climate change do aim at effectively promoting the equal participation of women and including the reduction of inequalities in accessing one's rights and control over resources, as well as capacity-building and empowerment of women, at the heart of their activities. We need to turn words into action.

To consolidate the first steps gained at recent COPs, and ensure a genuine political and financial commitment to gender equality, this advocacy document on '*women, as actors in addressing climate change*', aims at explaining why it is crucial to explicitly integrate gender equality and women's empowerment in the Paris Agreement and, more broadly, in the future strategies and funding of the fight against climate change.

Women are victims of climate change which affects them in a differentiated manner; despite the constraints weighing on them, they are in fact already actors in addressing climate change; they will be all the more efficient when they become empowered and can fully exercise their rights. They demand that the States turn their commitments in the Conferences of the Parties into deeds.



Kenya/ Somali refugees having fled civil war and drought ©UNHCR/B. Bannon 2011



Gender inequalities lead to a gender-differentiated impact of climate change

Climate change affects more severely the people least responsible for greenhouse gas emissions and those with the most limited capacities to adapt to it¹. The majority of the poor are women who represent 70% of the 1.2 billion people with an income under 1 dollar a day².

Women, owing to the specific social roles assigned to them by our societies and the discriminations they must face, are doubly impacted by climate change. While they account for 60 to 80% of food production³ in developing countries, they hold only 10 to 20% of land titles⁴.

In effect, being a woman worsens the vulnerability to climate shocks and to changes in the environment and the economy, particularly in a rural setting where the livelihoods of women and their families depend largely on natural resources (water; forest products, agriculture), highly dependent on climate hazards.

In addition, the resources and options available to women to adapt to climate change are highly limited by the inequalities affecting them: illiteracy is more frequent than among men; limited economic power owing to a lesser access to land ownership and credit. Last they are under-represented in the new technologies sector and careers in engineering everywhere in the world⁵, which limits their participation in the management of innovatory technologies applying to climate change.

In short, their adaptation and resilience capacities are greatly constrained by gender social norms.

1 - Climate and Development Network, 'Note on gender and climate', 2015

2 - World Bank, World Development Report on gender equality and development, 2012

3 - CCAFS and FAO, Training Guide: Gender and Climate Change Research in Agriculture and Food Security for Rural Development, 2013

4 - FAO, Economic and Social Perspectives – Policy Brief No. 8, Gender and Land Rights, 2014

5 - World Bank, 'Gender at work, a companion to the World development report in jobs,' 2014

a) Women are more affected by the frequency and intensity of disasters



South Sudan 2014 © Josh Estey Care_CC_Emergencies

The increase of the frequency and intensity of climate disasters (drought, storms, floods, ice melt), changes the cycle of seasons. The UNISDR (United Nations Office for Disaster Risk Reduction) mentions a recent report on 141 countries, which establishes that a greater number of women than

men died following natural hazards and that this disparity is greatly linked to the inferiority of the socio-economic status of women in comparison with that of men⁶. In societies where the place of women is restricted to the private and reproductive sphere, survival skills are taught more to boys than to girls. While access to information and education on climate issues are essential to face up to them, women rarely receive information on the subject. Their capacity to respond is therefore lower.

Post-disaster consequences must also be borne in mind: while one woman in seven in the world suffers gender-based violence, these increase in post-disaster situations or in relief camps themselves⁷. The destitution resulting from climate change may also lead to the de-schooling of little girls and their early marriage⁸. Women are also generally excluded from consultations and decisions on post-disaster recovery actions

The available studies confirm the greater vulnerability of women:

- ▶ When a climate disaster occurs, women, being less prepared, are more vulnerable : 80% of the victims of the Sidr cyclone and 61% of Nargis in Myanmar were women and girls.
- ▶ In 2008, when cyclone Nargis devastated Myanmar, 55% of the victims were women; on an economic level, the cyclone led to the loss of the main source of income for 87% of single women and 100% of married women⁹.
- ▶ After the hurricane in Bangladesh, the families of the village of Barguna decided to marry their daughters precociously due to their precarious living conditions. 50% of the girls therefore left school. In remote villages, the rate was 70 to 75%.

6 - <http://www.unisdr.org/files/9922> Making disaster risk reduction gender-sensitive: policy and practical guidelines, 2009

7 - GGCA, IUCN, UNDRP. 'Training manual on gender and climate change', 2009

8 - Plan International, Learning for life, The State of the World's Girls, 2012

9 - UNFPA, WEDO 'Women in the front line', 2009

b) Scarcity of natural resources increases the working time of women, makes their living conditions precarious and aggravates inequalities

Drought, floods, erosion, melting of glaciers, the salinization of water and sea-level rise have direct economic impacts, such as the decrease in fishing resources, lower soil fertility and decreased crop yields and a lack of clean and safe drinking water.

Women deal almost alone with household chores (collecting wood, fetching water) which absorb them for several hours a day, and young girls are particularly



Mount Elgon, Uganda © Charles Akena/IRIN

called on, sometimes entailing termination of their schooling. The scarcity of water and wood resources lengthens the distance to get them and directly impacts the working time of women.

This lack of time makes women worse off and further limits the possibility for them to exercise paid, complementary activities, necessary to cope with incompressible needs and expenses.

c) Climate change increases health problems and impacts the sexual and reproductive rights of women

Climate change has a proven impact on the health of women, especially on malnutrition and sexual and reproductive health. Young girls and pregnant or breastfeeding women are among the most vulnerable. Thus, the spread of malaria and malnutrition resulting from climate hazards are also additional risk factors, especially for pregnant women. Infection of the placenta by the parasite and the ensuing anaemia it causes in the mother can lead to low birth weight which, in turn, is responsible for a rise in child mortality and poor child development.

In disaster-stricken areas, women are all the more vulnerable, as the supply of health care and of family planning and reproductive health products and services is even more deficient than in normal situations. This lack of care can lead to a rise in the

maternal and child death rate. In addition, only very rarely do emergency shelters offer services and hygiene materials for women. In Ethiopia, for example, where climate change is leading to food or water shortages, social norms, especially in rural areas, are worsening malnutrition among girls and women as they eat only after feeding the rest of the family, which often means there is barely any food for them¹⁰.

Recognition of the gender-differentiated impact of climate change in the framework of the COP21 agreement is the first step in setting in place adapted and effective solutions, as well as long-term policies to address climate change that will increase the resilience capacities of women by supporting their empowerment, their access to rights and challenging gender inequalities.

¹⁰ - Christian Aid, "Climate Justice for All: putting gender justice at the heart of the Paris Climate change agreement", 2015



Women are insufficiently recognised as actors of sustainable development and of the fight against climate change

Though women have always been in a situation of vulnerability and considered as secondary stakeholders, they are already key actors of sustainable development whose contribution to the fight against climate change must be recognised and can be strengthened.

a) Women play an essential role in the production of prevention, adaptation and mitigation strategies in the face of climate change

A study made by the World Bank¹¹ noted that the adaptation strategies used by women and men differ significantly. Men focus on large-scale interventions such as irrigation for example, while women place greater emphasis on concrete and community improvements (independent of major projects).

Women in fact use their traditional know-how in various fields: seeking new or alternative sources of water; planting new varieties of crops, promoting biodiversity and setting in place diversified productive activities to increase household income. They also play a role in the implementation of measures to mitigate greenhouse gas emissions in daily life: conservation agriculture, energy- and water-saving practices, recycling activities.

In Cotonou, thanks to access to external funding¹², the 'Gohotos' – women reclaimers – have set up an effective management system for solid household waste, which has become permanent. The 'Gohotos' recycle plastics, bottles and metallic objects, which they sell on the market. Organic wastes are transformed into fertilisers and sold to gardeners of the city for their vegetable crops. For more than 90 years, and five generations, they have been diverting tons of waste from landfill sites and earning their living by managing a micro-firm, fighting daily for their autonomy while transmitting this tradition from mother to daughter.

Women therefore have the local environmental knowledge which, when combined with modern techniques and technologies, contributes to a more effective adaptation response.

11 - IFAD, The Gender Advantage Women on the front line of climate change, 2014

12 - OXFAM Quebec, Progress report on the activities of women reclaimers. Project for the management of solid household waste (PGDSM) in Benin. Section: Reclamation of inorganic materials by women reclaimers, 2008 and Cotonou: How to trigger the people's take-up of WASH? <http://fr.ircwash.org/blog/cotonou-comment-susciter-un-sursaut-populaire-autour-de-leha-%C2%BB>,

b) The contribution of women is little known, underestimated and undervalued in the roll-out of large-scale national public policies

The lack of awareness of the contribution of women to climate change policies has two explanations. First, women act and make a large contribution locally, which is a low-profile, less recognised level. Second, they remain widely under-represented in public policy development and decision-making bodies.



© Mali_2012_CARE_CC and empowerment (village savings and credit associations)

I / The contribution of women locally lacks visibility and is less recognised

Despite the gradual recognition in negotiations of the importance of the role of women in NAPA (National Adaptation Programmes of Action), these programmes often find it difficult to integrate the local know-how mainly transmitted by women¹³, and therefore undervalue it in the programming made at national level.

Therefore, large-scale agricultural and rural development schemes often neglect women and their knowledge. They are barely consulted or involved in decision-taking¹⁴. In Sri Lanka¹⁵ for example, women from rural villages do not benefit from the major irrigation programmes. They have therefore rolled out alternative strategies to obtain purified water for various uses, thanks to small irrigation reservoirs close to their houses, which provide clean water to all the villagers.

As regards mitigation, the frameworks and policies to combat climate change have not yet integrated the importance of women's contribution. Only a few decisions on REDD+ and response measures take account of gender equality¹⁶, without any reference framework or guide. However, these decisions target do not target women as actors of development, but mainly as vulnerable groups.

It is therefore important to target public policies and funding mechanisms specific to women's local-level projects, as well as promote the participation of women in decisions on both small and large-scale operations. In this connection, we should seek mechanisms allowing for the setting-up of small-scale projects and responding to women's energy needs (for instance with the improvement, in households, of cooking techniques and water drawing techniques, and more generally with access to energy: solar; wind, biogas, biomass, etc.).

13 - UNFPA, WEDO, Climate Change Connections, Making NAPA work for women, 2009

14 - FAO, 2000 (available on line: <http://www.fao.org/nouvelle/2000/000503-f.htm>)

15 - Ulluwishewa R.K. , "Women's indigenous knowledge of water management in Sri Lanka" In: IK Monitor Vol. 2(3),

16 - WEDO: <http://www.wedo.org>

2/ Women are under-represented in the governance processes of the fight against climate change

The gender issue has been taken into account only late and very gradually in the framework of the negotiations on climate change. To date it is very insufficiently taken into account.

1 – Initial steps regarding the representation of women: the gender topic appeared at the 7th COP, in Marrakech in 2001, in a rather weak language though it was presented in the preamble as a 'contribution to the Beijing Action Platform of 1995 and the gender equality goal'. It aimed at 'improving the participation of women in the bodies of the UNFCCC (...), noted the need for more equitable representation in the bodies and invited the State-Parties to actively consider the appointment of women to elected positions' (36/CP.7). The decisions calling for enhanced parity in the Technology Executive Committee in Cancun (1/CP.16), then in the Adaptation Committee and the Green Climate Fund in Durban (2 & 3/CP.17) are in the same weak vein.

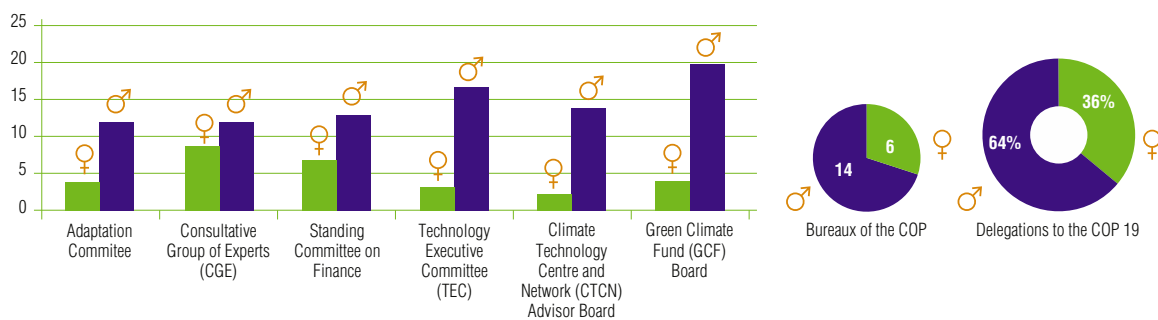
A step further was taken in Doha in 2012 with a decision entitled 'Promoting gender balance and improving the participation of women...' (23/CP.18) and mentioning the CEDAW. Its phrasing reflects the difficulty in achieving a compromise; the advances in terms of the broadening of the field of involvement of women went hand in hand with a climb-down regarding the expression 'gender equality', which was relegated in favour of 'gender balance'. Noting the persistent under-representation of women in the UNFCCC bodies, the Parties admit the need for 'additional efforts' and 'adopt a goal of gender balance in the bodies in order to improve women's participation and inform more effective climate change policies that address the needs of women and men equally'. The decision invites 'other institutions to be guided by the goal of gender balance, with the aim of a gradual but significant increase in the number of women' in the bodies and also in the delegations. The Secretariat is invited to draw up an annual report on the representation of women; the gender issue is enshrined as a permanent point of the agenda, 'to track progress made towards the goal of gender balance in advancing gender-sensitive climate policy', with a review clause in 2016.

The Lima work programme on gender (18/CP.20) adopts a global approach and covers several strands (political and technical). It decides anew, two years after Doha, to 'enhance the implementation of prior decisions to advance 'gender balance' and call for 'additional efforts' as regards participation'. It establishes a two-year work programme for promoting gender balance and achieving gender mainstreaming in policies combating climate policy; the programme should 'clarify the integration of gender considerations into policies and give it an operational character with the development of guidelines and tools.' Two workshops are programmed: one in June 2015 on 'gender and mitigation and technology transfers'¹⁷ and the other on 'gender and adaptation and capacity-building' to be held in 2016.

17 - In-session workshop on gender-responsive climate policy with a focus on mitigation action and technology development and transfer, Bonn, 8–9 June 2015. (http://unfccc.int/gender_and_climate_change/items/9043.php)

2 – Introduction under the adaptation strand, then broadening to other policies: It was also in Marrakesh, by decision 28/CP.7, that the operational mentioning of the principle of 'gender equality'¹⁸ was introduced, among 8 others, that are to guide the development of national adaptation programmes of action for the least developed countries (LDC). In 2010, the Cancun COP mentions under different points the gender issue (decision 1/CP.16, points 7 and 12): the preamble mentions the need to engage a broad range of stakeholders (subnational and local government, civil society, youths and the handicapped) and follows suit with this wording : 'gender equality and the effective participation of women and indigenous peoples are important for effective action on all aspects of climate change'. The section on adaptation then 'affirms that enhanced action on adaptation should follow a country-driven, gender-sensitive, participatory and fully transparent approach.' Last, it is mentioned under the REDD+ chapter and under that regarding gender representation in the Technology Executive Committee (cf. supra).

In Durban, it is briefly mentioned under the 'safeguards' and 'capacity-building' points (2/CP.17). The Doha work programme (15/CP.18) enshrines 'gender and inter-generational solidarity' as a transversal issue concerning the 6 aspects of Article 6 of the Convention, regarding education and public awareness. The Warsaw International Mechanism for Loss and Damage (2/CP.19) integrates the need to collect sex-specific data; it also invites the GEF to assess the manner in which it contributes to gender-sensitive approaches. Last, the Lima COP notes in the preamble to decision 1/CP.20 that 'all the processes should ensure a gender-responsive approach' and refers to its integration in the GEF and the Green Climate Fund (infra). See above for the more global Lima work programme on Gender, 2014.



Despite decisions 36/CP.7, 23/CP.18 and 18/CP.20 mentioned above, women remain largely under-represented in the mechanisms and bodies of the Convention as in the national delegations, as shown in the report by the UNFCCC secretariat (FCCC/CP/2014/7).

(Brazil, Cameroon, Indonesia, Tanzania and Vietnam) shows that the representation of women in local decision-making committees is limited (17%) and that their knowledge of REDD+ mechanisms is far lower than that of men, whereas they work as much, and even more, in forests.

These disparities are repeated at the national and local level where women's organisations and women are generally under-represented in consultation and decision-making bodies. Research undertaken in 2015, in 69 villages and 18 REDD+¹⁹ sites in 5 countries

The inequalities between women and men and the needs of women in REDD+ policies are not therefore properly taken into account. This has an equally negative effect on the efficacy of this mechanism in combating climate change.

¹⁸ - Mentioning of 'gender equality' (and not 'gender balance')

¹⁹ - Center for International Forestry Research : <http://www.cifor.org/gender/gender-redd-analyzing-womens-roles-sub-national-initiatives/>

c) Women do not have equal access to funding assigned to the fight against climate change

The issue of funding allocated to projects addressing climate change is pivotal in accompanying the mitigation and adaptation efforts made by developing countries at the national and local level. In Sub-Saharan Africa, the financial needs for adaptation are estimated between 20 and 40 billion dollars a year.

However, 70% of the funds are assigned to high-tech and large-scale projects, which are mainly managed by men alone²⁰. Only 30% of the funds are allotted to the small projects of rural communities, which are only partly run by women and insufficient to allow them to improve their working conditions and family living conditions.

The funding of operations to promote the access of women to information, training and their participation in all the stages of the development process of a programme, has a decisive impact on the efficacy of public policies, such as on warning and evacuation systems, by reducing the number of fatalities.

Unlike bilateral agencies and multilateral banks which have adopted their own gender mainstreaming policies since the past few years, the Funds of the UNFCCC and the Kyoto Protocol have only recently begun to adopt their gender strategies and action plans. It is therefore difficult at this stage to assess the impact of their commitments, except for the GEF.

The growing importance of the gender dimension in funding – A try to be converted

1 – Bilateral and multilateral development projects related to climate change:

The data compiled for the year 2013 by the OECD Development Assistance Committee²¹ is significant: 40bn\$ of ODA assigned to development projects related to climate change, of which 25bn borne by bilateral agencies, 14.3 by multilateral banks (World Bank, IFC and 5 regional development banks) and 1 bn\$ by the Funds mentioned below. It is to be noted that, in opposition with the more local and modest dimension of the projects led by women, the average of the 7,000 bilateral projects is around 3m\$, and that of the 1,000 multilateral projects around 30m\$.

Gender- and climate-marked ODA: An OECD DAC study, under finalisation, identified the share of gender-marked climate change projects with regard to bilateral funding alone: it was found that 27% or 5.7bn\$ of bilateral 'climate' assistance was gender-marked; 2% marked 2 (having gender as their main goal), 25% marked 1 (significant goal). The sectors concerned are mainly agriculture and water (50% of gender-marked projects), fields where women are 'traditionally' involved.

In contrast, the integration of a gender perspective in the transport and energy sectors is far more limited, whereas the funds invested in them are far greater: 11% of transport projects are gender-marked and 8% of energy projects. The importance of these two sectors in limiting GHG emissions, reducing the daily rigours of women and facilitating the diversification of their activities, requires a new debate on the manner of integrating gender into all projects.

20 - Le Monde selon les femmes, 'Plaidoyer pour le genre dans les négociations climat –environnement', 2012

21 - <http://www.oecd.org/dac/environment-development/Climate-related%20development%20finance%20FINAL.pdf>

2 – The Funds of the Climate Convention and the Kyoto Protocol have just set up Gender Action Plans:

The World Environment Fund (WEF)²², adopted a gender mainstreaming policy in 2011 and an action plan in 2014, applicable in the 6th replenishment cycle of the Fund 2015-2018. During the workshop in Bonn in June, the WEF reported on an improvement in gender mainstreaming in its mitigation projects, mentioning 8% in 2011, 25% in 2013 and 18% in 2014²³. The three funds managed by the WEF (LDC Fund, Special Climate Change Fund and Fund for the focal area of climate change (mitigation), should also apply the WEF Gender Action Plan.

The Green Climate Fund²⁴, announced in Copenhagen, whose appropriation is scheduled to reach 100bn\$ in 2020, has been set up under the financial mechanism of the Cancun Convention in 2010 (art.11). It will receive a significant percentage of the new multilateral funding for adaptation. Decision 3/CP.17, which marked its 'political' launch in Durban in 2011, calls for 'geographical and gender balance' in the Board (only the former is defined and therefore applied; undefined, gender balance stands at 4 women out of 24 members, i.e. 17%; the fact that the Executive Director of the secretariat is a woman, Ms Héra Cheikhrouhou, does not redress the 'balance'). Decision 3/CP.17 sets forth among its goals to 'promote the environmental, social,



Dominican Republic – development of a second underground line in Santo Domingo, diversification of jobs and mitigation © Franck Galbrun for the Agence Française de Développement

economic and development co-benefits and take a gender-sensitive approach.' The GCF entered fully into operation in 2015 and its gender strategy was adopted, not without debates, in March 2015.

Created in 2012, the Adaptation Fund adopted in May 2015 the guidance principles for 'implementing entities' on compliance with the Adaptation Fund Environmental and Social Policy²⁵. It is to be noted that, unlike principles 4 'compliance with human rights' and 6 'compliance with ILO core labour standards', which should be systematically applied, the application of principle 5 'gender equity and empowerment' may vary: 'more specific, to be used according to its relevance for a particular project/programme'...

22 - https://unfccc.int/files/gender_and_climate_change/application/pdf/03_aoki_gef.pdf

23 - Gender mainstreaming and GEF (in-Session workshop on Gender-Responsive Climate Policy, 8-9 June 2015)

24 - Decision 1/CP.16 of the UNFCCC

25 - https://www.adaptation-fund.org/wp-content/uploads/2015/06/ESP-Guidance-document_0.pdf

The following principles and actions should therefore allow more systematic gender mainstreaming in international climate funding:

- ▶ Support for adaptation and mitigation actions must not neglect micro-projects because a majority of women run micro, small and medium enterprises;
- ▶ Adoption of explicit criteria on gender equality in performance goals, result monitoring frameworks and the review of funding;
- ▶ Adoption of measures promoting the participation of women and of women's organisations in the

national mechanisms for the coordination and allocation of funding;

- ▶ Compliance with parity in bodies taking decisions and those granting funding.

Note is to be made of the importance of the allocation of structural budgets for the operational implementation of the Lima work programme on gender and the importance of the development of gender-sensitive budgeting mechanisms for international development programmes linked to the implementation of SDG and especially Goal 5 on achieving gender equality and empowering all women and girls.



Bangladesh, training of adult women on board a 'floating school', a project of the NGO Shidhulai Swarnivar Sangstha to allow children to continue schooling during floods worsened by climate change © Abir Abdullah/ Shidhulai Swarnivar Sangstha



Strengthening gender equality and women's empowerment, a priority axis to combat climate change

Empowerment stands for a process of awareness of and concrete implementation, both individual and collective, of the capacities of women to decide on their own life, by strengthening their understanding and allowing them to have greater control over their social, economic, political and ecological conditions.

a) Investing in favour of gender equality, a lever for sustainable development

Let's use a concrete example. The increase in the domestic workload resulting from drought or desertification impacts whether girls pursue their schooling and their chances of completing a full cycle of education. Similarly, the reduction of biodiversity causes an increase in the risks of malnutrition which particularly affect children and women. There is therefore a direct link between climate change and the future Sustainable Development Goal 13 'Take urgent action to combat climate change and its impacts'.

More broadly, many international studies show that the improvement of women's rights, especially as regards education and sexual and reproductive rights, has multiplier effects on the three pillars of sustainable development: economic and social (largely interwoven) and environmental.

At the economic and social level:

► In its 2012 report²⁶, the FAO emphasises that, if women had equal access to land and to economic and productive resources, that would help to nourish an additional 150 million people and would considerably contribute to food security. For the

World Bank, the rise in the access of women to education and control over household income directly impacts the state of health and access of children to schooling²⁷.

► Investing in girls' education is rightly set as a prerequisite for development. An educated woman controls her fertility and her life choices, especially because education has allowed her to move on from the status of a permanent minor to independence, thanks to an economic and professional activity, and she can thus consequently contribute to the fight against climate change. More difficult to quantify is the greater independence with respect to the spouse or the extended family. If the education system is overloaded, an alternative strategy based on reproductive health is far more effective in the short term.

► In effect, the access of women to sexual and reproductive health and rights not only impacts the reduction in child mortality, state of health of women, and education and nutrition of children, but also strengthens their capacities to intervene concretely on climate issues. However, too few women, especially poor ones, in developing

26 - FAO, The State of Food and Agriculture: Women in agriculture, Closing the gender gap for development, 2010-2011

27 - World Bank, Report on development in the world, Gender equality and development, 2012

countries, have access to modern contraception. According to the annual report of the United Nations Population Fund (UNFPA) on the State of the world population 2012, the necessary funding to ensure access to quality family planning for the 867 million women of child-bearing age in developing countries is far from being secured. According to the report, 222 million of the latter do not enjoy any access to family planning tools.



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poster by the Ministry of Health of the Republic of Guinea

- The studies of cases quoted by the UNFPA converge: whenever environmental problems have arisen, women have played an active role. For

instance, in Pakistan and India after the floods, they demanded and secured their participation in the reconstruction programmes, with a greater sense of the forecasting of needs and greater pragmatism in subsequent economic management. In India, the participation of women in local public decisions (via the introduction of political quotas) has led to an increase in the supply of public goods (both those that have the preference of women such as water supply and sanitation and those deemed more important by men like irrigation and school buildings) and a decline in corruption²⁸.

At the environmental level

- The access of women to the simplest technical innovations (improved stoves halving the consumption of firewood, installation of manual or pedal-operated pumps, urban water kiosks...), and to renewable energies, such as solar; wind and small-scale hydraulic energy, directly impacts their health, improves sustainable consumption in households, and reduces expenditure and domestic work time for women. The impact in terms of the mitigation of greenhouse gas emissions should be quantifiable.
- In Georgia, for example, a gender-sensitive pilot scheme has helped train 50% of women in the maintenance of solar panels (for 400 families), traditionally reserved for men, allowing them to secure greater decisional, economic and financial autonomy. It has also reduced daily domestic working time, freeing time for new activities²⁹. The reduction in greenhouse gas emissions has been estimated at 700kg per household, and that of firewood expenditure at 32%. This effective community-level initiative will be used and replicated as part of the roll-out of NAMA (Nationally appropriate mitigation actions)³⁰.

28 - World Bank, Report on development in the world, Gender equality and development, 2012

29 - Gamisonia N. Rural Community Development Agency (RCDA), Georgia: « Proposal for equitable, climate-proof and sustainable development: a gender sensitive nationally appropriate mitigation action (NAMA) for the energy sector in Georgia », Bonn Workshop, 8-9 June 2015

30 - Plan National, Nationally appropriate mitigation actions (NAMA)

b) Supporting women's empowerment as a strategy to improve population resilience

The strengthening of the capacity of women and their empowerment at the individual, social and citizen level can be organised into a strategy to increase the resilience of populations faced with climate change. All the experiences converge to demonstrate the feasibility of a resilience strengthening strategy through women's empowerment.

The proposed strategy is based on the idea developed above that the empowerment capacity depends on the institutions which permit or do not permit access to the various resources, such as information, mobility, knowledge, technology, and economic and financial resources. It is intrinsically related to the concepts of adaptation, mitigation and resilience used in combating climate change.

The creation of these new opportunities requires the roll-out of sustainable policies and development programmes mainstreaming gender.

The strategy should therefore envisage actions and public policies taking account of the practical needs and strategic interests of women in accordance with three main goals:

- ▶ Strengthening of their capacities to make personal choices and implement them
- ▶ Support for their economic empowerment
- ▶ Strengthening of their collective action capacities and capacities for citizen and political influence



By mobilising these three axes and promoting the know-how and contributions of women a virtuous circle would be created, conducive to a reduction in the impacts of climate change on the most vulnerable families by improving the resilience of women and families.

The following table presents the direct and long-term impacts of women's empowerment on climate change, it being understood that there are interactions between the various levels.

The following table presents the direct and long-term impacts of women's empowerment on climate change, it being understood that there are interactions between the various levels.

WOMEN'S EMPOWERMENT AND GENDER EQUALITY	DIRECT IMPACTS: improvement of women's resilience	IMPACTS in the long term
Rights and capacities to make choices	Reduction of the impact of natural disasters on the most vulnerable populations	Reduction of green-house gases
Access of women to mobility, rights, education, training, information and health, especially sexual and reproductive health	Access to, control over and management of sustainable energies	
	Birth control and improvement of living conditions	
Economic empowerment	Promotion of biodiversity, and of healthy and sustainable agriculture	Inclusive growth
	Access to technologies and decent work and control over economic and productive resources	Reduction of malnutrition
Economic diversification, increase in income and reduction of poverty of women and families		
Strengthening of collective capacities and capacities for political and citizen influence	Participation in the management of resources (water, forests, energies, agriculture...)	Sustainable development
Participation in political, economic, social and environmental decisions	Sharing of roles and of productive, reproductive and social responsibilities between women and men	
	Taking greater account of the needs and interests of women and men and improvement of the efficacy of environmental policies	
Promotion of the know-how and contributions of women to the fight against climate change	Promotion of sustainable alternative solutions with a strong environmental and social impact	

c) Integrating gender equality in sustainable development policies locally and nationally

Action in support of women's empowerment and gender equality must be more widely integrated in the strategies addressing climate change, locally and nationally. Gender issues should appear in the assessment of needs, impact studies, programming, budgeting and the assessment of programmes, as defined in the Gender work programme adopted at COP20³¹.

These principles are already implemented operationally in the climate change gender action plans (ccGAP), and are developed and supported by the International Union for Conservation of Nature (IUCN). CcGAPs are recognised as innovatory strategies with a unique methodology for training and strengthening the capacities of women and women's organisations. They mainstream the gender approach in the planning and implementation of national climate change policies. To date, 14 countries have been accompanied by the IUCN, such as Haiti, Mozambique, Mexico, Nepal, Jordan and Liberia.

In Mexico, the initiative taken by the Alliance Mexico REDD+ in cooperation with the IUCN and the UNDP has strengthened national capacities as regards gender mainstreaming in the environmental sector and allowed it to be integrated in the framework of the Mexican political instruments and environmental laws related to REDD+. This was achieved in particular by analysing the legal and social barriers encountered by women, mobilising women's and environmental organisations, and setting in place a multiple-partner national consultation which makes operational recommendations.

This process has been successful and has integrated operational work axes on women and gender equality in the National climate change programme 2014-2018 and in the National REDD+ strategy. Mention can be made of the setting in place of support measures for the participation of women in forestry management and sustainable agriculture activities, their equal access to hydraulic resources, adoption of gender equality criteria and of transparency in the management of the Funds, and access of women to financial services and technologies³².

To set a territorial approach in place, the analyses between geographical, territorial, economic and social inequalities and gender must be correlated in order to propose adapted solutions that can lead to results at community level. Therefore investing in local authorities is a relevant line of work.



Vietnam © Thanh Hoa / CARE – Mangrove rehabilitation / coastal ecosystems (gender mainstreaming, adaptation and mitigation)

31 - UNFCCC, Framework convention on climate change, 'Gender and climate change', FCCC/SBI/2014/L.43/Rev.1, Lima, December 2014

32 - Alliance Mexico REDD+, 'Gender mainstreaming in political instruments and laws related to climate change and REDD+', Mexico 2014

IV

Conclusions and Recommendations

It is thus clear that the roll-out of effective, equitable and sustainable policies addressing climate change requires placing the reduction of gender inequalities and women's empowerment at the heart of the analyses and actions undertaken. These challenges should be recognised in the conclusions of COP21 so that the Parties commit genuinely to gender equality.

The movement must be consolidated. So far indeed, on 7 September, only 7 countries³³ have included a gender perspective or mentioned projects involving women, in their intended nationally determined contributions (INDCs) out of the 31 submitted (including the EU, 58 countries) whereas INDCs project their commitments for the post-2020 period. States that have not yet submitted their INDCs should be encouraged to include the gender dimension; this issue should also be addressed in the envisaged process of periodic revision of INDCs.

The mainstreaming of gender issues must comprise three levels: 1) Recognition and taking into account of gender-differentiated impacts of climate change; 2) Recognition and promotion of the know-how and contributions of women in adaptation and mitigation strategies and 3) Support for genuine policies for the reduction of inequalities and women's empowerment. The conjunction of these three dimensions will maximise the benefits of climate change policies in terms of population resilience and of the elaboration of genuine sustainable development strategies.

What goals for COP21?

(excerpt from the document 'Dérèglement climatique, négociations internationales et préparation de la COP21) pdf MAEDI June 2015)

- ▶ Define an action framework to keep average warming below 1.5 or 2°C, adapt societies to climate change and promote low-carbon development
- ▶ Build a 'Paris climate alliance' meeting these challenges and incorporating:
 - **A legally binding universal agreement:** An essential challenge, the Paris agreement must be universal, ambitious, balanced, sustainable, dynamic and significant
 - **National contributions:** Each country is invited to submit well before COP21 a document stating its mitigation or adaptation actions which are to be as ambitious as possible in terms of respective capacities and responsibilities
 - **A funding component:** This aims at getting developed countries to raise 100 billion dollars a year, from public and private sources, by 2020, to fund the fight against climate change in developing countries, and more broadly to support and accelerate the transition of all countries to resilient and low-carbon economies
 - **The Lima-Paris Action Plan (embodying the 'Agenda of Solutions'):** This Plan is based on the strong involvement at the September 2014 Summit in New York; it accompanies and strengthens the emergence of international partner-based dynamics involving governmental and non-governmental players (local and regional governments, businesses, civil society), implementation of concrete measures, exchange of good practices and transfer of know-how.

33 - Mexico, Morocco, Ethiopia, Kenya, Benin, Democratic Republic of Congo, Dominican Republic (site UNFCCC)

RECOMMENDATION 1: Incorporate women's empowerment and gender equality in the COP21 Agreement

It is important to re-establish the dimension of human rights, which include women's rights and the promotion of gender equality, in the Agreement to be adopted at the end of COP21. The international instruments on sustainable development – Convention on Biological Diversity, United Nations Convention to Combat Desertification, just like the Rio Conference Principles and those of Rio + 20 – explicitly mention the vital role of women, the need to guarantee the exercise of their rights and the promotion of gender equality in sustainable development. These key factors of the social component of sustainable development do not appear in the United Nations Framework Agreement on Climate Change of 9 May 1992, nor in the Kyoto Protocol.

1.1 – The HCEfh working group demands that the following statements appear in the Agreement to be concluded in Paris (and not only in the COP21 decisions):

- ▶ Statement of the importance of respect for human rights and of the promotion of women's rights and gender equality in the Preamble to the Agreement;
- ▶ Specific statement of the need to integrate, as guiding principles, human rights and the principle of gender equality as well as the full participation of women in all aspects of climate change policies, in the section that is presently section C of the draft Agreement.

1.2 – We demand that COP21 Decisions adopted complementarily to the Agreement itself should include specific statements calling for better promotion of the contribution of women and a strengthening of it for the benefit of all, regarding each component of the fight against climate change: mitigation, adaptation, losses and damage, funding, technology development and transfers, capacity-building.

- ▶ Mention must also be made of women's empowerment and gender mainstreaming as principles that are to guide the action of the bodies of the Convention and of the States Parties, both nationally and locally.
- ▶ The necessary funding must be allocated to analysing specific vulnerabilities and underlying causes of gender inequalities in the face of climate change, on the basis of regular updating of sex-specific data.

1.3 – We demand full implementation of the Lima Gender Work Programme. We note that new 'additional efforts' must still be envisaged so that the outcome of the goal set to enhance the participation of women in bodies established pursuant to the Convention and in the delegations (23/CP.18), to be reviewed also in 2016, effectively translates and fleshes out the commitments taken, as well as to the principle of equality. We call for the operational implementation of the expertise developed in the workshop of June 2015 and in that planned in 2016, at the international, national and local level.

RECOMMENDATION 2:

Promote and support genuine mainstreaming of gender and of women's empowerment, in all policies and all programmes on adaptation, mitigation and technology access and transfer

- 2.1** – We demand recognition of the contributions of women and improvement of their participation, and that of women's organisations, in developing climate change mitigation and adaptation programmes, on the basis of national processes of participatory consultation and governance. We suggest the promotion of a few initiatives of the Lima-Paris Action Plan having a strong impact on the combating of climate change and on the reduction of gender inequalities and women's empowerment.
- 2.2** – We demand that the mitigation and adaptation programmes and strategies, including the Lima-Paris Action Plan initiatives, be developed by analysing gender inequalities and differentiated social roles and by fixing goals on inequality reduction, empowerment and social transformation.
- 2.3** – We demand the development of access to renewable energies, and of knowledge and technology transfers, with full involvement of women in the process, so as to contribute simultaneously to equal opportunities and to the efforts to mitigate GHG emissions.

RECOMMENDATION 3:

Commit in favour of an allocation of climate funding allowing the reduction of gender inequalities and women's empowerment

The Parties should commit to support stronger gender mainstreaming dynamics in climate funding in synergy with their bilateral efforts.

- 3.1** – We call for an increase in the funding announced for the Green Climate Fund, prior to 2020, and a proactive implementation of its gender policy and action plan adopted this year.
- 3.2** – We call for adaptation of the mechanisms of the other multilateral funds to strengthen their gender mainstreaming in project selection processes (going as far as small projects that can be integrated locally or regionally, or refinancing guarantees for local banks) and in the criteria for the grant of funding, to allow the equal access of women to funding and control over their means of production.
- 3.3** – We call for the allocation of part of technical assistance funds to training and a strengthening of women's technical expertise for the use of technologies adapted to climate change, as regards simple but effective projects like domestic solar or wind installations...

Glossary:

Empowerment

Empowerment designates a process of awareness building and concrete implementation, at the individual and collective level, as regards women's capacities to decide on their own life, by strengthening their understanding and by allowing them to secure greater control over their social, economic, political and ecological conditions.

Gender

Gender refers to the array of 'socially constructed' roles, behaviours, attributes, aptitudes and relative powers linked with being a woman or a man in a society at any given time. The term 'socially constructed' means that they are not 'innate' or 'natural' characteristics but constructions and products of a society and, as such, can be modified and transformed. The gender approach is based on this reasoning³⁴ (Climate and Development Network, 2015)

Gender integrated policy

A policy comprising an analysis of gender inequalities as well as the implementation and follow-up of specific and transversal actions setting out to challenge these inequalities in terms of access to rights, resources, opportunities and participation in decisions with a view to promoting women's empowerment and gender equality.

Gender sensitive approach

Gender sensitive policies and programmes differentiate between the capacities, needs and priorities of women and men, ensure that the views and ideas of women and men are taken seriously, consider the implications of decisions on the situation of women relative to men and take actions to address inequalities or imbalance between women and men (REDD + SES Version 2).

Resilience

Ecological resilience is the capacity of an ecosystem, habitat, population or species to return to normal functioning and development after suffering a major disturbance (ecological factor). The degradation of an ecosystem reduces its resilience. By extension, resilience is also spoken of as regards the solutions identified by authorities and populations to cope with the local or global ecological crises they face (conflicts over resources, overfishing, desertification, deforestation, natural disasters, etc).³⁵

34 - Climate and Development Network (Zénabou Segda), 'Note de décryptage sur le genre et le climat', 2015

35 - IPCC IPCC Glossary (Glossary Working Group III, p.809)

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Working group on women's empowerment and climate change issues, created on the initiative of the Presidents of the High Council for Gender Equality and of the Delegations for Women's Rights of the National Assembly and of the Senate.

Co-Presidents:

- ▶ **M^{me} Danielle BOUSQUET**, President of the High Council for Gender Equality;
- ▶ **M^{me} Catherine COUTELLE**, President of the Delegation for Women's Rights of the National Assembly and of the Study Group on Gender and Women's Rights Internationally*;
- ▶ **M^{me} Chantal JOUANNO**, President of the Delegation for Women's Rights of the Senate.

Members:

- ▶ **M. Yves CHARBIT**, Professor Emeritus of Demography at the University Paris-Descartes;
- ▶ **M^{me} Olivia DABBOUS**, Special Adviser, Environmental and Social Support Division at the French Development Agency (AFD); member of the Cooperation and International Protection Working Group at the High Council for Gender Equality (HCEfh);
- ▶ **M^{me} Dilek ELVEREN**, Specialist of the gender equality programme at the Directorate for Regional Coordination and Transversality, International Organisation of the Francophonie (OIF);
- ▶ **M. Maxime FOREST**, Lecturer at Sciences Po Paris, Chair of the Women's Rights and International Issues Commission at the HCEfh;
- ▶ **M^{me} Sarah LAHMANI**, Special Adviser, Environmental and Social Support Division at the French Development Agency (AFD); member of the Cooperation and International Protection Working Group at the HCEfh;
- ▶ **M^{me} Yveline NICOLAS**, Coordinator of the Association Adéquations, Associate Member of the Women's Rights and International Issues Commission;
- ▶ **M^{me} Fanny PETITBON**, Special Adviser Advocacy, CARE France;
- ▶ **M. Serge RABIER**, Member of the Association Equilibres et Populations, Member of the Women's Rights and International Issues Commission at the HCEfh;

Rapporteure :

- ▶ **M^{me} Marie-Annick BOURDIN**, International Affairs Commissioner at the HCEfh.

Observers:

- ▶ **M^{me} Ouafae SANANES**, Gender and Development Adviser, Sub-Directorate for Health, food security and human development, (DGM/DBM/SAH), Ministry for Foreign Affairs and International Development (MAEDI); member of the Cooperation and International Protection working group at the HCEfh;
- ▶ **M^{me} Lucie GUILLET**, Special Adviser civil society, Interministerial Negotiation Team – UNFCCC – COP21/CMPI I;
- ▶ **M^{me} Camille PALUMBO**, Special Adviser finance, Interministerial Negotiation Team, - UNFCCC – COP21/CMPI I.

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- ▶ **M^{me} Pauline CHABBERT**, Associate director of the Groupe Egalis
- ▶ **M^{me} Marcela de la PEÑA VALVIDIA**, Special Adviser at 'Le Monde selon les femmes', Brussels

*This study group of the National Assembly held a cycle of hearings, from March to July 2015, on sustainable development and more specifically on addressing global warming.



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