

## Why is Gender-Responsiveness Key for Climate Finance?

*CSW 60 CSO Side Event by  
HBS North America – APWLD- WEDO*

New York City, USA  
March 17, 2016

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# Climate change and finance is not gender-neutral

- Women are the **majority of the more than one billion poorest** worldwide (“feminization of poverty”)
  - Women often **disproportionally affected by climate change due to persisting gender-specific norms and gender-based discriminations and barriers**, including:
    - **Reproductive and unpaid care work**: care duties performed to maintain the household and its members generally unpaid , often directly impacted by climate change.
    - **Wage and income gaps**: Women work two-thirds of the world’s working hours, receive only 10 percent of the world’s income. Women comprise majority of those working in the informal employment sector, often worst hit by climate change-related disasters and other shocks
    - **Access to finance**: Women often experience greater barriers to accessing finance than men, (lack of necessary collateral). This creates structural under-investment in women’s enterprises & undermines long-term effectiveness of climate change responses
    - **Access to information**: Of 876 million illiterate people worldwide, two-thirds are women, and three-fifths of the 115 million children that do not go to school are girls
    - **Lack of property rights**: Worldwide, women own 1 percent of all property, although they perform 66 percent of all work. In Africa, on average, 15 percent of landholders are women; range from below 5 percent (Mali) to above 30 percent (Botswana, Cape Verde and Malawi).
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- IPCC 5<sup>th</sup> Assessment underscores that CC hazards increase or heighten existing gender inequalities
- UNFCCC decisions (Cancun, Doha) acknowledge gender equality and effective participation of women as relevant for all climate actions
- Men and women contribute to climate change responses in different ways and have different capabilities to mitigate and adapt – woman as **key actors and “agents of change”**, not just victims
  - Frequently already engaged in strategies – often without recognition or payment -- **to cope with and adapt to climate change** (switching to drought-resistant seeds; leading community-based restoration efforts; employing low-impact agriculture or organic soil management)
  - **In mitigation**, women often primary decision-makers of household consumption (women in developing countries represent half of the buyers of home solar lighting systems); importance of addressing “black carbon” related to biomass dependent cookstoves

## → **Gender-responsive climate funds & funding processes are needed**

**REASON 1:** climate finance decisions are not made within normative vacuum → acknowledge and honor **women’s rights as basic human rights** (see AF ES principles; national CEDAW commitments – almost all Parties to UNFCCC are also Parties to CEDAW)

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**REASON 2:** using scarce public resources in an **equitable, efficient and effective** way → cannot afford to ignore 50% of project-relevant actors or beneficiaries of any project → draw on experience of development finance

### Illustrative Sector Examples:

#### **AGRICULTURE:**

- More than three quarters—79 percent—of women in LDCs report agriculture as their primary economic activity.
- Women make up the majority of small-scale farmers, between 50 and 80 percent of people engaged in food production globally.
- Women's food production is often limited to marginal soils in rain-fed agricultural systems more susceptible to climate change impacts.
- Worldwide, women receive only 5 percent of agricultural extension services.
- FAO estimate that improving women's access to fertilizers, improved seeds, irrigation systems or other mechanical tools would increase women's agricultural yields by 20 to 30 percent (reducing the number of malnourished people globally by 12 to 17 percent )
- Rural women have traditional knowledge of seed varieties/maintain seed banks

## DISASTER RISK MANAGEMENT AND REDUCTION:

- People-centred early warning systems and information management are key. Disaster mortality rates are generally higher for women than for men due to cultural gender norms and roles (for example, forbidding women to leave the house or attend community preparedness meetings without a male guardian or preventing them from learning how to swim or climb trees)
- Need to address any gender-specific cultural constraints on mobility and information access, for example by engaging women's organizations and women leaders in design and planning at national and community levels

## WATER:

- Care burden of up to 86 percent of rural women in LICs to fetch freshwater for their families; burden increased by CC-induced scarcity
- Adaptation focusing on water resource management more effective with a **gender-informed participatory approach** that looks at different agricultural and reproductive responsibilities and resulting water needs of men and women in the communities involved and implements gender-sensitive strategies (f.ex. leadership in management of water user groups)

## ENERGY ACCESS AND GENERATION:

- Differing (renewable) energy needs of men and women due to cultural/societal roles and stereotypes → women's energy needs more focused on household use/service provision to family and communities, often energy-intensive (f.ex. food processing)
- Energy poverty/lack of access to clean modern energy services affects women (and children) disproportionately:
  - 2 bn women worldwide live in energy poverty, 750 mio without electricity;
  - Continued overreliance on traditional biomass for household use (esp. cooking) with related health and climate impacts (black carbon/climate enforcers)
- RE/EE mitigation approaches need to address women's differential needs --  
PROBLEM: climate finance provision for RE is predominantly biased toward large-scale, on-grid solutions (primacy for energy provision for industrial/export activities; affordability of access; leaves many rural areas in developing countries behind)
- High demand for off-grid/mini-grid rural RE solutions to address energy poverty insufficiently addressed by financing landscape // bias of major actors (including MDBs) toward big infrastructure investments (bank vs. development, high transaction costs of small-scale activities)

# The long process of gender integration in the UNFCCC

- After 25 years of UNFCCC, relevance of gender dimensions is more widely accepted (especially, but also too narrowly focused, on adaptation and capacity-building in developing countries) => further improvements needed

## KEY DECISIONS:

- Cancun Decision 1/CP.16 Cancun Agreements
- Durban Decision 3/CP.17 Launch of the Green Climate Fund
- Doha Decision 23/CP.18 Promoting gender balance & participation of women in UNFCCC bodies & processes
- Lima Decision 18/CP.20 Lima work programme on gender
- Paris Agreement -/CP.21 (Preamble, Art. 7, Art. 11, decision umbrella)
- Strategy during the early years: lobbying focused on gender/women rights and equality (with gender seen as an add-on/technical integration into existing policies)
- Strategy of UNFCCC gender advocates today – more holistic feminist critique of instruments, approaches and concepts (f. ex. net carbon discourse incompatible with feminist understanding; climate justice context)

# Gender a belated “retrofit” in existing climate funds

- Multilateral dedicated funds did NOT consider **gender equality** in original set-up
- Retroactive (but not always systematic) integration of gender aspects gaining ground
  - **WB Clean Technology Fund (CTF)** has no gender-integration
  - **WB Pilot Program on Climate Resilience (PPCR)** does not include gender in operational principles, but has some gender dimensions in project proposals
  - **WB SCREP** requests the inclusion of “social and gender co-benefits”
  - After CIF 2012 gender review, in 2014 a new gender focal point in CIF AU added with two year CIF Gender Action Plan (focus on M&E and analytical support)
  - **REDD programs (WB FIP and UN-REDD)** have guidelines targeting women in consultations
  - **GEF (LDCF and SCCF)** –Gender mainstreaming policy and improved gender expertise since 2011; requires GEF (partner) agencies to have own gender policy for accreditation, has gender focal point and since late 2014 a Gender Equality Action Plan – instituting a set of GEF wide core gender indicators
  - **Adaptation Fund** -- Gender integration over several years and policy updates piece-by-piece, (part of environmental and social policy, November 2013), but AF Board is now considering adoption of comprehensive gender policy and action plan

# Gender analysis of climate/adaptation-relevant investments --- METHODOLOGY

What makes a project and its implementation gender-responsive? 2012 hbs/Gender Action Evaluation of 32 MENA adaptation projects – checklist used to measure if and how gender was integrated. Did the project...?

- Approach gender issues from a **human rights perspective** (focus on provision of basic services; right to water, food, adequate housing, CEDAW)
- Acknowledge and seek to **redress gender inequalities**
- Provide and analyze **gender data** (project design – baseline and M &E )
- **Analyze gender relations** in social, legal, historical and economic context
- Look at **equitable gender access** to project benefits
- Promote **equal opportunities for men and women to provide input and participate** throughout project cycle
- Plan project **outcomes and outputs** that respond to differential gender needs
- Consider longer-term **gender impacts** of projects

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## Case study: the GCF and gender responsiveness

- Cancun decision 1/CP.16 established Green Climate Fund and a design process via a Transitional Committee (2011)
- Became fully operation in November 2015 with approval of first eight projects
- Early engagement of gender experts and women advocates (including hbs) in the design process (participation in TC meetings, technical submissions, focusing on integration of a gender perspective into all segments of operational design and policy-making by taking a holistic approach), resulting in GCF Governing Instrument
- Durban Decision 3/CP.17 approved GCF Governing Instrument with key references to gender -- **first climate fund with mandate to integrate gender considerations from the outset**
  - **“gender-sensitive approach”** in section on objectives and guiding principles (Art.3) → anchoring gender-responsiveness as cross-cutting issue
  - **gender-balance** as goal for Board and Secretariat staff (Arts. 11 and 21)
  - **gender aspects of stakeholder involvement** to develop fund priorities (Art.31)
  - **women as crucial group** for input and participation in the design, decision on and implementation of strategies and activities of the Fund (Art. 71)

## Gender advocacy in GCF with “dual strategy”:

- Persistent **lobby for a GCF gender policy and action plan** (after long delays, finally adopted at BM9 in March 2015)
  - Policy to be revisited early 2016 with **new GCF Gender & Social Specialist** (under country programming – “outsourcing” responsibility? Issue of seniority and clout within Secretariat)
  - Weakness GCF gender policy decision: **“national contextualization”** (Lima Gender Programme Formulation) → untested if this has a “cooling effect” on GCF projects
- Additionally, right away focus on outreach to Board members and GCF Secretariat (via technical submissions, policy analysis etc.) on the **early and simultaneous integration of gender considerations in key operational policies**, including
  - **accreditation requirements** (f.ex. public and commercial banks acting as financial intermediary of GCF resources with own gender policy and capacity)
  - **results management and performance measurement**
  - inclusion in **investment criteria**;
  - Provision of **readiness support financing**, including to improve gender capacity of NDAs and gender inclusion in country project/program pipelines

# GCF Gender policy and action plan – adopted March 2015

## Principles of the GCF GENDER POLICY:

- **Commitment** to contribute to gender equality
- **Comprehensiveness** in scope and coverage of all GCF activities
- **Accountability** = monitoring gender impacts – RMF/PMF, GCF Management & staff, IRM
- **Country-Ownership** – NDAs/focal points informed
- **Gender competencies** – staff, key advisory & decision-making bodies & readiness support
- **Resource allocation** contributes to gender equality, including via – if necessary – targeted funding for women's activities

## GCF Gender Action Plan (2015-2017) Priority Areas:

- **Governance and institutional structure** – appointment of senior gender specialist
- **Administrative and operational guidelines** – guidance for NDAs and IEs
- **Capacity building** -- gender training for GCF external partners and GCF Board and staff
- **Monitoring and reporting** – integration in RMF; specific gender portfolio indicators
- **Resource allocation and budgeting** – extra weight for good gender-integrated projects ?
- **Knowledge generation and communication** – support for knowledge exchange, part of GCF communication outreach

## Goal vs. reality: GCF gender balance

### GCF Board Gender Balance (as of 3/1/2016):

- of 24 Board members, only 4 are currently women (= 16.7 percent);



Men (83%) Women (17%)

### Gender Composition of GCF Secretariat Staff (as of early 2015, staff of 58 plus Executive Director)

Job Title	Female-held position	Male-held position	Balance in percentage female : male
Executive director	1	0	100.0 : 0
Secretariat leadership positions	1	5	16.6 : 83.3
Higher level professional staff ("officer", "specialist", "head of..." in job title)	10	20	33.3 : 66.6
Associate Professional Consultants	5	3	62.5 : 37.5
Administrative Assistant Consultants	1	5	20.0 : 80.0
Professional staff with "assistant" in job title	7	2	77.8 : 22.2
Total staff (without ED)	24	34	41.4 : 58.6
Total staff (with ED)	25	34	42.4 : 57.6

Source: GCF Secretariat (2015). Meet the People behind the Fund. Retrieved from:

[http://issuu.com/greenclimatefund/docs/meet\\_the\\_people\\_behind\\_the\\_fund?e=16716326/12298643](http://issuu.com/greenclimatefund/docs/meet_the_people_behind_the_fund?e=16716326/12298643)

# Gender integration in key GCF operational policies

Gender advocacy focus on mainstreaming = early integration of gender considerations as key operational policies were developed & approved, incl.

- **Accreditation requirements:** all applicant entities need to show gender competency (policy/action plan & track record); missing gender policy as conditionality before first GCF finance disbursement (f.ex. DB, but also CSE)
- **Results management & performance measurement:** mandate for gender integration in portfolio level adaptation & mitigation PMF (via sub-indicators); however, no mandatory gender indicators at project level (only can option/choice)
- **Investment criteria:** explicit as sub-criteria under main criteria, f.ex. on “sustainable development impact” and “needs of recipients” – first application needs improvements (ITAP capacity; proposal approval process)
- **Readiness and preparatory support** via NDA/focal point support for country coordination & stakeholder engagement (human resource development, TA, workshops, outreach activities, pipeline development)
- **Enhanced Direct Access Pilot Approach:** gender consideration included in US\$ 200 Mio Pilot (f.ex. via Small Grants Facility approaches SANBI/AF) as part of TOR for request for proposals (in national oversight/national decision-making)

# Key opportunities and challenges for improvement

- Strategic plan (gender equality, multiple benefits, subsidiarity, fossil fuel exclusion)
- Integration in **private sector MSME approach** (RFP for US\$200 Mio in development); GCF subsidies/financial support must be passed on to women entrepreneurs as end customers, f.ex. in the form of easily accessible green credit lines for highly concessional, patient small-scale loans
- Strengthening of **Fund-level stakeholder participation mechanism** and improvement to **national level stakeholder participation guidance for NDAs**;
- **Participatory monitoring approach** as part of M&A framework
- Improved **comprehensive information disclosure** policy
- Improvements in **project proposal process/ initial project cycle** – weak stakeholder participation currently (reference to ESMS, which is still missing)
- Integration of **gender expertise in key GCF panels and groups**– Ind. Technical Advisory Group (iTAP), Accreditation Panel, Private Sector Advisory Group (PSAG)
- **Accountability mechanisms set up**– “gender skills” as part of expertise asked for candidate recruitment; Ind. Evaluation Unit (IEU) with explicit criteria to focus on gender integration; Ind. Redress Mechanism (IRM) – ease of accessibility untested
- **Participation of gender/women’s groups as IEs & Executing Entities (EEs)**

# Looking beyond the GCF – Summary of basic tools for developing gender-responsive climate funds/projects

## AT FUND/FUNDING INSTITUTION LEVEL:

- **(Gender-balance and) gender-expertise** in all fund decision-making (Board, Ctes) and advisory bodies (panels) as well as in a fund's Secretariat to ensure that gender equality principles are considered in project review and approval and the monitoring, reporting, verification and evaluation of the fund's portfolio
  - **Gender-responsive funding guidelines , allocation and investment decision criteria** (focus on smaller scale, bottom-up, beneficiary centered projects ; possibility of funding set-asides; looking for multiple-benefits approaches)
  - “Best practice” set of **social, gender and environmental safeguards** that stipulate gender equality, women's rights and women's full participation in compliance with existing international obligations, including on human and women's rights,
  - A **regular audit & independent evaluation of the gender impacts of funding allocations** to create accountability for gender-responsive delivery at fund level
  - **Independent recourse mechanism**– allowing negatively impacted women to seek redress and compensation (ideally both at funding institution and IE level)
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## AT NATIONAL DESIGNATED AUTHORITY (NDA)/FOCAL POINT LEVEL:

- **Country coordination and outreach efforts** that include countries' existing "gender equality mechanisms" (= relevant ministries, government commissions) and women's civil society groups as key stakeholders in determining national funding priorities and country funding programs

## AT IMPLEMENTING ENTITY (IE) LEVEL:

- In-house staff of NIE/MIE/RIE with gender and social development expertise (no routine "outsourcing" of gender work to consultants )
  - Commitment at highest level to gender equality and improving the gender competency of all IE staff → ability to improve gender capacities of EEs
  - Active inclusion of women and gender civil society groups as EEs
  - Mandatory) **socio-economic and gender analysis** of the proposed project or program with a **gender baseline**; a **gender budget**; some clear **gender-relevant indicators** measuring how projects contribute to gender equality objectives, as well as the systematic collection of **sex-disaggregated data** and **qualitative assessments** via focus groups/interviews, time-use surveys etc..
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AT IMPLEMENTING ENTITY (IE) LEVEL – continued:

- Special efforts to seek and financially support **the input and participation of women as stakeholders and beneficiaries** throughout the funding cycle from the planning and preparation, to implementation to monitoring and evaluation of a project (encouraging **participatory monitoring** for continuous feedback during project implementation and corrective action)
- Comprehensive information disclosure and provision in gender-responsive way (language, media)
- Document learning on gender-responsive implementation and exchange knowledge (upstream with funding institutions, NDAs and downstream with EEs and beneficiary communities)

**Thank you !**

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