

# GENDER AND CLIMATE CHANGE FINANCING

COMING OUT OF THE MARGIN

MARIAMA WILLIAMS

ROUTLEDGE IAFFE ADVANCES IN  
ENVIRONMENTAL AND CLIMATE ECONOMICS

ROUTLEDGE

# GENDER AND CLIMATE CHANGE FINANCING

Coming out of the margin

*Mariama Williams*

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# GENDER AND CLIMATE CHANGE FINANCING

This book discusses the state of global climate change policy and the financing of climate-resilient public infrastructure. It explains the sources of tensions and conflict between developing and developed countries with regard to global climate protection policies, and highlights the biases and asymmetries that may work against gender equality, women's empowerment and poverty eradication.

*Gender and Climate Change Financing: Coming out of the margin* provides an overview of the scientific, economic and political dynamics underlying global climate protection. It explores the controversial issues that have stalled global climate negotiations and offers a clear explanation of the link between adaptation and mitigation strategies and gender issues. It also maps the full range of public, private and market-based climate finance instruments and funds.

This book will be a useful tool for those engaged with climate change, poverty eradication, gender equality and women's empowerment.

**Mariama Williams** is Senior Programme Officer at the South Centre, Geneva, Switzerland.

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*Coming out of the margin*

Mariam Williams

For Cynthia Gladys Blake Ebanks – your  
dedication and commitment to service and  
to your family continues to inspire us.  
Thank you.

# PREFACE

Climate change impacts women and men differently. As a result of gender-based inequalities and discrimination, which tend to leave women as the poorest of the poor in many developing countries, women can least afford to respond effectively to the negative and destructive effects of climate change-induced extreme weather events. Women bear extraordinary losses in lives and livelihoods during and after such events. The same persistent unfavourable gender dynamics also limit the extent to which many poor women can take advantage of the opportunities presented by the responses to climate change in terms of securing and sourcing climate solutions such as clean energy or the building and construction of climate-proofing infrastructure. Unfortunately, the responses to climate change, in terms of the climate protection policies, may aggravate and further exacerbate underlying issues of inequities. These involve issues of the erosion of access to land (for example, initiatives aimed at managing emissions from forests and preventing land degradation may be unmindful of the exclusionary effects of land conversion on traditional users of the forests) and the negative impacts on food security for poor women and men (for example, as a result of land conversion for biofuels production and land grabbing).

The ever deepening and shockingly clear consensus of climate scientists is that the world must urgently end the utilization of fossil fuels. This transformation is requiring an unprecedented scale of financial and technology transfers between developed and developing countries – a scale of financial transfer that potentially, in a short time-frame, will exceed the last great transformation necessary as a result of man-made political, economic and social problems, the Marshall Plan, which transformed war-torn Europe into the developed economies that now exist today.

Climate finance therefore permeates every aspect of discussions about climate change. This is especially so in discussions of the developmental impacts of climate change that underlie and bedevil negotiations around global climate protection



policy under the United Nations Framework Convention on Climate Change (UNFCCC), the current reigning and evolving global climate protection instrument. Climate finance is a central pillar of the UNFCCC. Poor and growing developing countries, which have historically contributed little to the current climate problem, and which need to mobilize resources for poverty eradication, decent job creation and social and economic development, are facing a quite stark choice: use scarce resources (and/or accumulate debt) for climate change adaptation and mitigation versus spending on poverty reduction and making both targeted and non-targeted gender equality interventions in the economic and social spheres of the economy.

In recognition of the serious nature of climate change and its negative impacts on the social and economic status and advancement of women in developing countries, a coalition of gender focal points of various United Nations (UN) agencies and women's non-governmental organizations came together in early 2005 to create the Global Gender and Climate Alliance (GGCA). The GGCA, which was formally launched in 2007, seeks to leverage the combined resources and efforts of agencies such as UNEP, IUCN, UNDP and the Women's Environment and Development Organization to engender climate change policy and practice so as to ensure that the gender-differentiated points of views, perspectives and concerns of women and men are mainstreamed into climate protection policy-making both at global and national level. Initial efforts galvanized around pinpointing how men and women were involved with and impacted by adaptation and mitigation strategies in developing countries. However, it soon became clear that, though the aggregate level and scale of climate financing going to developing countries was inadequate to their needs, there were also gender-based inequities in the distribution of this flow of financing. Not much of the financing seemed to go into projects and programmes that benefited women, as a group, relative to men.

In 2008, I was commissioned to undertake research on gender and climate change finance for the GGCA in collaboration with the United Nations Development Programme Gender Team. The research took place between 2008 and 2010 and the final product of that commissioned work, entitled *Ensuring gender equity in climate change financing*, was launched at the UNFCCC Seventeenth Meeting of the Conference of the Parties (COP), Durban, South Africa, 2011. Since 2010, further research and enhancement of my understanding of the milestones and pivots of climate change and climate change negotiations were made possible during my work for the South Centre, an inter-governmental think tank of developing countries, based in Geneva, Switzerland, which brought me into closer intimacy with the substance, processes and nuances of the negotiations taking place under the auspices of the UNFCCC.

This book builds on that work and benefited from my role also as trainer of trainers with the GGCA team (2008–2009), working with climate negotiators in the Caribbean and Africa. Since then I have researched, monitored and written on the state of play of the finance track in the UNFCCC process, both at the

intersessional negotiations and the end of year meetings of the COP (in 2010, 2011 and 2012). I have also been privileged to participate, and give expert presentations for various topics on the negotiations agenda, at both the UNFCCC events as well as numerous expert, civil society and think-tank meetings and a brief spell as an expert reviewer for some of the chapters of the fifth Assessment Report of the Intergovernmental Panel on Climate Change.

Although emphasizing a gender perspective on climate change finance, this book is grounded in a developing countries and justice perspective on climate change. The book is focused on enhancing the understanding of a wider audience on the depth and severity of the climate change challenges facing the children, women and men in developing countries and the tremendous inequity that is being perpetuated on them as a result of the lack of timely, adequate and sustainable finance for undertaken adaptation and mitigation actions and for enhancing and building their capacity to respond to climate challenges effectively. This finance is also meant to support the transfer and development of technologies that will provide and promote real and effective responses in developing countries' economies.

The book offers insights into the debates about the architecture of global climate regulation, including the contestations around the role of equity in global climate protection and the debate over historical responsibility and accountability of developed countries for climate change and discusses how that aspect of the debate overshadows the issue of ensuring the appropriate scale and quantum of finance from primarily public (supported by appropriately managed and implemented innovating) sources. The private sector is expected to play its full and effective role in shifting from a business-as-usual trajectory towards a more climate-sensitive role, as well as complementing public finance for the transformation of low-carbon and climate-resilient development worldwide.

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Specific inputs for this book on the equity and mitigation discussions are drawn from the work of the CJN, the South Centre and Sivan Kartha of the Stockholm Environment Institute. The consistent and highly valuable contributions of Liane Schalatek of the Heinrich Boll Foundation on gender and climate finance also provided an important benchmark for the evolution of this publication. Towards the end of writing the book, volume 61 (September 2012) of *Development Dialogue: What Next Volume III Climate, Development and Equity* and the book *Climate Protection and Development* by Frank Ackerman, Richard Kozul-Wright and Rob Vos were useful for rounding out the discussion on climate and development that permeates all chapters of this book.

Finally, without the persistence of the staff of Routledge and the encouragement of Robert Langham this work would not have been published. All errors and omissions remain mine.

# ABBREVIATIONS

AAU	Assigned Amount Unit
ADB	Asian Development Bank
AfDB	African Development Bank
BAP	Bali Action Plan
CBD	Convention on Biological Diversity
CCS	Carbon Capture and Storage
CDM	Clean Development Mechanism
CEDAW	Convention for the Elimination of Discrimination Against Women
CEIF	Clean Energy Investment Framework
CER	Certified Emission Reduction
CIFs	Climate Investment Funds
CO <sub>2</sub>	Carbon Dioxide
COP	Conference of Parties
CTF	Clean Technology Fund
EBRD	European Bank for Reconstruction and Development
ERU	Emissions Reduction Unit
EST	Environmentally Sound Technology
ETS	Emission Trading Scheme
FAO	Food and Agriculture Organization
GEF	Global Environment Facility
GEMCRA	Gender Empowerment Climate Risk Assessment
GGCA	Global Gender and Climate Alliance
GHG	Greenhouse gas
IFIs	International Financial Institutions
IPCC	Intergovernmental Panel on Climate Change
LDC	Least Developed Country

**xx** Abbreviations

LDCF	Least Developed Country Fund
MATCH	Modelling and Assessment of Contributions to Climate Change
MDB	Multilateral Development Bank
MDG	Millennium Development Goal
NAMA	Nationally Appropriate Mitigation Action
NAPA	National Adaptation Programmes of Action
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
PPCR	Pilot Programme for Climate Resilience
PRSP	Poverty Reduction Strategy Paper
REDD	Reduced Emissions from Deforestation and Degradation
RMU	Removal Unit
SBSTA	Subsidiary Body for Scientific and Technological Advice
SFCCD	Strategic Framework for Climate Change and Development
SIDS	Small Island Developing States
SME	Small and Medium Enterprise
UNCTAD	United Nations Conference on Trade and Development
UNFCCC	United Nations Framework Convention on Climate Change
VAT	Value-Added Tax
WHO	World Health Organization

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