SUPPORTING WOMEN’S ORGANIZATIONS AND MOVEMENTS

A STRATEGIC APPROACH TO CLIMATE ACTION

ACTION

Defensoras del agua
SUMMARY

Canada can be the global leader in promoting environmental and climate change action and gender equality. By taking a more integrated, feminist approach, the results of these related efforts can be amplified. This strategic approach has the potential to become a key pillar in addressing gender, climate and environmental priorities:

- There is a clear link between women’s rights and how women experience climate change. When women lack full and equal rights, they suffer disproportionately from negative climate change impacts. In turn, climate change negatively impacts women and their rights.

- Often, climate change policies and programs treat women as either victims or environmental saviours, rather than potent agents of change. This approach reinforces gender inequality by disregarding women’s agency or adding to their already heavy workloads.

- Local-level, women-led initiatives are having significant positive impacts on climate change action, and gender equality. Yet, global climate finance flows are being directed elsewhere. Even when donors fund local-level climate change projects, they rarely take gender equality issues into account. Funding that targets women’s rights and gender equality, meanwhile, tends to overlook women’s climate change adaptation efforts.

- Canada can bolster its leadership in environmental and climate action and gender equality, by strengthening its feminist approach. Canada should:

  **Fund:**
  Increase the proportion of climate change funding directed to projects led by women’s organizations. Prioritize partnerships with local women’s rights actors in calls for proposals for climate change projects. Provide core funding for women’s rights organizations and movements that address climate change impacts. Establish a dedicated Women’s Fund for Climate Adaptation.
Green Climate Fund: (GCF) a global fund created to support the efforts of developing countries to respond to the challenge of climate change.

Listen:
Facilitate, fund and support the participation of grassroots women’s organizations in climate policy and finance discussions. Advocate at international climate fora for the meaningful inclusion of women who are directly affected by climate change.

Build:
Strengthen the capacity of grassroots women leaders and their organizations to participate substantively in climate change fora and negotiations. Invest in movement-building of women’s rights actors on climate change. Fund consortiums that build the collective power of women’s rights and environmental justice movements.

Influence:
Advocate for a deeper understanding of climate change as a critical human rights issue at international fora. Socialize the importance of taking a feminist approach to tackling climate change with other governments and stakeholders. Use Canada’s influence to advocate for a more inclusive Green Climate Fund¹.

¹ Green Climate Fund: (GCF) a global fund created to support the efforts of developing countries to respond to the challenge of climate change.
1. INTRODUCTION

This brief examines the case for taking a feminist\(^2\) approach to climate change policy. The brief articulates the rationale, and what such an approach could mean for Canadian policy-makers working in the areas of climate change and global development, in particular at Environment and Climate Change Canada and Global Affairs Canada.

Climate change impacts and gender inequalities are closely linked, and mutually reinforcing. Yet governments and policy-makers rarely address gender equality and women’s rights issues in climate change policies. This is largely because climate change is mostly viewed as a technical problem to be solved through technical solutions. Climate change policies that do address gender equality usually take a superficial approach that further denies women’s agency. These efforts, although well-intentioned, are often ineffective and can even reinforce inequality.

Women and women-led organizations around the world are innovating to create context-specific, effective and sustainable climate change solutions at the local level. Women are, however, often overlooked as agents of change and knowledge, especially those who are poor, living in rural areas, and/or indigenous.

Women are largely excluded from the design and implementation of key climate change mitigation strategies and projects around the world to which most climate change financing is currently being channeled. While the worst impacts of climate change are felt locally,\(^3\) less than 10\% of the US$17.4 billion of climate change finance approved for spending\(^4\) between 2003 and 2016 targets the local level. Even when local-level initiatives are supported, donors tend to view climate change, gender equality and women’s rights as

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\(^2\) The brief defines a feminist approach as one that promotes the equality of all women, in their full diversity of ages, classes, ethnic groups, geographical locations, sexual orientations, gender expressions, and abilities.

\(^3\) Both ENDS, Heinrich Boll Stifung, Aksi! And Prakriti Resources Center, 2018. Local actors ready to act: Six proposals to improve their access to the Green Climate Fund.

separate issues. Local, women-led climate change responses tend to be excluded from global climate change finance flows, despite the fact that such efforts are known to greatly contribute to better climate change adaptation and mitigation results in communities.

This adds up to scant support for work being done at the crucial intersection of climate change and women’s rights at the local level. Key opportunities for positive impacts are being missed.

Canada has committed to playing a leading role on climate action. Empowering women to act on climate change is also a priority for the Government of Canada.5

Canada has committed to taking a feminist approach in its climate change initiatives and financing under the Paris Agreement and the Feminist International Assistance Policy (FIAP).

Ensuring women’s participation in the design and implementation of climate initiatives and taking into account the particular challenges women and girls face in climate-related policy-making and financing — as pledged by the FIAP — are excellent first steps.

Canada has an opportunity to bolster its global leadership on climate change by strengthening its feminist approach. This includes supporting and enabling the women most impacted by climate change to participate meaningfully in the policy decisions that affect their lives. Policy-makers need to shift the power to where it can make a real difference, by directly funding and supporting local, women-led climate adaptation efforts, as well as women-led environmental justice movements. Concrete recommendations are provided at the end of this brief.

5 Environment and Climate Change Canada, 2019. Women and Climate Change.
2. WHY A FEMINIST APPROACH IS CRUCIAL TO SUCCESSFUL CLIMATE ACTION

“Poverty, combined with socio-economic and political marginalization, puts women in a disadvantaged position in coping with the adverse impacts of the changing climate.”

- UNDP 2014, Gender and Climate Change

2.1 Climate change affects women’s rights

Gender is a crucial dimension of both vulnerability and adaptation to climate change. Socially-constructed gender roles affect how women, men, boys, and girls are affected by and respond to climate change. In many cases, women and girls are disproportionately affected by climate change due to pre-existing inequalities in rights and power. For example, women are responsible for 50 to 80% of the world’s food production, yet they own less than 20% of the land. Socially-defined gender roles mean that many women and girls in the Global South shoulder the majority of the burden of dealing with climate change-induced droughts, flooding or natural disasters. Yet they are often denied a voice in decision-making on climate change challenges in their communities. Gender-based barriers also prevent poor and rural women from accessing financial services, social capital, credit and technology – which makes them less able to cope with climate-related food insecurity.

Women’s lack of rights results in their being disproportionately affected by climate change. And the reverse is also true: climate change directly and adversely affects women’s rights. Women’s greater vulnerability to climate change impacts reflects pre-existing gender inequalities and reinforces them.

Increased work burdens due to climate change, combined with inequalities in ownership and control of household assets, further erode the rights of women, especially the poorest.

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9 Ibid.
10 The Brookings Institute (2017). 3 ways to link girls’ education actors to climate action.
For example, when crops fail due to climate change, cultural and gender norms often make it acceptable for men to leave their farms for other employment opportunities, whereas women remain behind since they are generally primary caregivers at home. These women often have few or no assets and resources to help them plan for crises. Poor and rural women affected by climate change therefore become less able to achieve economic independence, enhance their human capital or maintain health and well-being. They also become less able to join civil society organizations or mobilize for political change.

This results in a vicious circle: as women are increasingly affected by climate change, inequalities become greater. And the worse the inequalities get, the more the impacts of climate change on women worsen. This has potential to, in turn, exacerbate the impacts on and of climate change.

**2.2 Current approaches are ineffective and can cause harm**

The links between women's rights and climate change mean that one cannot be addressed effectively without addressing the other. Policies and programs that do not take into account the root causes of climate change’s disproportionate impacts on diverse women are usually ineffective, and risk worsening inequality.

The lenses typically used to develop climate change responses either view women as victims of climate change or as environmental saviours. These perspectives are not helpful. Funding strategies that view women as victims ignore women’s agency and reinforce patriarchal gender norms. They deny women having a voice in decision-making during program design. On the other hand, strategies that view women as “natural protectors” of the environment unfairly burden women. Increasingly, organizations implementing climate action programs treat women in the target communities as unpaid labour to mobilize in support of program efforts. This adds to their existing heavy workloads of providing for their communities’ physical and economic well-being. Little or no input is sought from the women themselves about whether they want to be involved, whether they would be over-burdened, or whether they would directly benefit from their involvement.

Some climate projects undertaken under the reducing emissions from deforestation and forest degradation process (REDD+) have been criticized for adversely impacting marginalized people, especially indigenous women. Some of these projects are known to undermine land tenure rights, disempower local decision-making, and ignore local knowledge and livelihoods, in the name of conservation and development.

To effectively and sustainably address the global complexities of climate change, an understanding of local contexts and gender inequalities is critical. Local women-led organizations can play a key role. They understand what is needed to help the groups most affected to adapt to climate change.

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14 Ibid.
2.3 Women are taking the lead and finding solutions that work for the local context

Even though they receive little to no funding for their work, women are mobilizing and using innovative strategies to effectively adapt to climate change. A recent study of conservation and climate adaptation projects in local communities across seven Pacific Island nations revealed that indigenous women are helping their communities cope with the impacts of climate change. They are playing active roles in adaptation, using diverse and innovative methods suited to their specific contexts.18

For example, indigenous women in Palau are experimenting with salt-tolerant varieties of taro in response to coastal flooding and saltwater intrusion and are moving taro patches inland to less vulnerable areas. In Yap, women plant palms in flooded areas to protect from coastal flooding. They also developed a nursery of native plants for food and medicine and to help repopulate areas damaged by flooding. Through experimentation, they found that planting vegetables in plastic bags and raised beds helps to prevent saltwater intrusion and creates planting space where fertile land is limited. Women in the Marshall Islands are braiding Pandanus leaves to guide rainwater into storage containers to combat drought. They are also planting native plants along the shorelines to reduce coastal erosion and flooding. These women are testing innovative strategies that build on their traditions. They are keeping those traditions alive by adapting them to current climate conditions.19

Elsewhere, women are also organizing in more formal ways to help their communities adapt to climate change and advocate for better climate measures. The Osukuru United Women Network is a grassroots organization in Uganda. It was formed and is run by 1,300 women farmers, to help their communities deal with the devastating effects of climate change on their livelihoods.20 By training female farmers in agroforestry techniques, modern farming methods and energy-saving cook-stove production, the Network has increased the communities’ food security, improved household incomes and increased soil fertility.21 Its work to promote sustainable land use practices also helps to reduce the risk of climate change-induced water scarcity. The Network’s chairperson, Constance Okollet, has worked tirelessly to advocate for climate action at international fora since 2009.

In Cameroon, the women-led Community Agriculture and Environmental Protection Association is training rural women farmers in agroforestry techniques to enhance crop production and mitigate the effects of climate change-induced weather changes. A women’s group in Zambia has mobilized to build water-harvesting and storage systems to facilitate year-round, dry-season gardening. With the help of a grant from the African Women Development Fund,22 they also arranged for training in new groundnut farming methods, such as crop rotation, in order to mitigate climate change-induced rainfall shortages and deteriorating soil.

Some women are even going further, using climate change as an opportunity to break down old gender barriers and push for transformative change. The African Women’s Network for

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18 Ibid.
19 Ibid.
THE UNINTENDED CONSEQUENCES OF IGNORING GENDER DIMENSIONS

An evaluation of Nepal’s Local Adaptation Plans for Action found that attempts to create ownership by letting locals co-finance projects in-kind via labour presented women with a dilemma: They had to either neglect other household tasks in order to contribute labour, or be marginalized.

- Local actors ready to act: Six proposals to improve their access to the Green Climate Fund

It is evident that women hold critical local knowledge that can enhance climate change adaptations, especially when they have the opportunity and power to enact change. Women who face constraints at every level are innovating to overcome barriers and make a real difference in their communities. Indigenous women’s traditional knowledge and practices have the potential to add great value to the development of new technologies and adaptations. Funders and international climate policies are missing key opportunities to help address climate change and gender equality issues because they are not acknowledging or accessing this expertise, giving women a voice, or supporting agendas led by women’s organizations.

23 Global Gender and Climate Alliance (GGCA). Roots for the Future: The landscape and way forward on gender and climate change. Washington, DC: IUCN & GGCA.
3. CHALLENGES FACED BY WOMEN’S RIGHTS ORGANIZATIONS AND FEMINIST MOVEMENTS IN CLIMATE ACTION

3.1 Meaningful participation in decision-making spaces

Women and women-led grassroots organizations around the world innovate to create context-specific, effective and sustainable climate solutions. Yet they are rarely included in the design and implementation of climate initiatives. Entrenched ways of working devalue local and women-generated forms of knowledge, in favour of complex technological solutions and large-scale, regional and multilateral efforts.

At the UN Framework Convention for Climate Change (UNFCCC), where key international decisions on climate change are made, only 40% of delegates are women. The gender imbalance is more pronounced in some countries and regions, notably in Africa and the Asia-Pacific. Countries from the African Group, Least Developed Countries (LDCs), and Organization of Petroleum Exporting Countries (OPEC) have the lowest representation rates of women on their national delegations.

Participation does not guarantee influence: even when women are included, gender-based barriers due to cultural or institutional biases persist. For example, women can be present at the decision-making fora, but lack agency, capacity and influence to affect change. Male-dominated environments often mean that women do not have the opportunity to speak, or be listened to, even when they have a seat at the table. Sometimes, women are only allowed to effect change on issues traditionally associated with women, such as women’s health or childcare.

These gender-based barriers are especially pronounced for women at the grassroots level and indigenous women, who are often only permitted to participate in supporting roles, rather than in positions of power or influence. Moreover, many women can also lack the technical language and confidence to participate meaningfully in national and international climate change meetings. Without capacity- and confidence-building assistance to help them participate more fully, women’s participation can be tokenistic. While women’s participation has generally improved, the example from the UNFCCC shows that women face challenges for equal progress in leadership.

WHAT IS MEANINGFUL PARTICIPATION?

Meaningful participation is when women are present in decision-making fora and have agency and voice to effect change in all areas of decision-making. Women are supported with capacity-building, networks and access to resources to strengthen their knowledge or confidence. The environment is conducive to gender equality and men are allies and partners in this process.

- Mary Robinson Foundation Climate Justice

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3.2 Funding

Despite the known linkages between climate change and women’s rights, funders typically treat them as separate issues. Climate change donors do not address the structural barriers that prevent women from having a voice in climate change solutions. They often regard gender as an optional component in climate policy. Women’s rights donors, on the other hand, tend to overlook climate change actions.²⁷

As a result, funding streams for work being done at the intersection of climate change and women’s rights have been virtually non-existent. Less than 0.01% of global philanthropic grant money in 2014 supported projects that addressed both climate change and women’s rights.²⁸ Although 31% of bilateral climate-relevant development assistance in 2014 supported gender equality, only 3% of this assistance had gender equality as a primary target, and only 2% went to civil society organizations located in the Global South.²⁹

While governments are dedicating hundreds of billions of dollars to climate financing, virtually none of this is reaching local women’s organizations. The vast majority of climate finance is being channeled to large financial institutions for large-scale projects. These projects generally do not build on or support – and sometimes even counteract – local efforts, many of which are led by women.³⁰ Local actors are often not involved at all in climate finance decision-making processes.³¹

The Green Climate Fund (GCF) is the primary multilateral climate financing source for developing countries. It overwhelmingly prioritizes projects implemented by international entities and financial intermediaries like the Food and Agriculture Organization (FAO), the World Bank and the European Investment Bank.³² GCF has accreditation procedures which are vital to ensuring that environmental, social, and gender standards are upheld. Achieving accreditation is, however, an onerous process, especially for civil society organizations in the Global South. Severely underfunded women’s groups are therefore challenged to attain GCF accreditation, without which they cannot apply for project funding.³³ Increasing support for accreditation to such organizations would help them to access related funding.³⁴

One new, unprecedented bilateral funding investment in women and the environment is the Global Alliance for Green and Gender Action (GAGGA). Funded by the Dutch government, GAGGA provided €32 million over a five-year period. GAGGA’s goal is to catalyze the collective power of the women’s rights and environmental justice movements towards realizing a world in which women can and do exercise their rights to water; food security; and a clean, healthy, and safe environment. GAGGA also seeks to influence funding flows to ensure they reach grassroots groups and movements.

- The Global Alliance for Green and Gender Action (GAGGA): Program Summary

³¹ Both ENDS, Heinrich Boll Stifung, Aksi! And Prakriti Resources Center, 2018. Local actors ready to act: Six proposals to improve their access to the Green Climate Fund.
³² Ibid.
³⁴ WEDO (2019). Women’s Organizations and Climate Finance: Engaging in processes and accessing resources.
4. HOW CANADA CAN LEAD ON FEMINIST CLIMATE ACTION

Climate change has typically been seen as a technical problem that will be solved through technical solutions. To be truly effective however, climate change solutions must recognize climate change as a social issue, exacerbated by unequal distributions of power and rights.

“Climate change action and policies can either reinforce or exacerbate inequalities—or intentionally aim to overcome and transform them, for the resilience of all people.”

- Roots for the Future: The landscape and way forward on gender and climate change

Given worsening climate change impacts and a significant gap at the intersection with women’s rights, the time is ripe for Canada to strengthen its feminist leadership in this area. Such an approach will generate stronger results and help cement Canada’s position as a global leader and innovator.

A feminist approach to climate change action involves ensuring that the voices of those who are most affected – especially women – are heard, valued and supported at every level: local, regional, national and international. Climate funders and programs need to go beyond targeting women and girls as program beneficiaries. They need to address the root causes that lead to women suffering disproportionate climate change impacts in the first place. Donors, including Canada, should shift power into women’s hands and allow them to participate meaningfully in the decisions that impact their lives - and ultimately, to help realize the full potential impact of their locally relevant solutions. Climate financing, especially public finance, needs to be re-directed to meet critical climate adaptation needs for the poorest and those most affected by climate change.

The policy guidance released by Global Affairs Canada in July 2019 is a positive start. It recognizes that “women and girls are uniquely affected by the damaging effects of climate change,” and commits Canada to ensuring that “that women and girls play a leadership role in designing, developing and implementing strategic responses to climate change and other key environmental and resource issues.” This guidance could, however, be sharper and stronger. It would be strengthened by stronger cross-fertilization with a ‘path’ identified under the core policy action area: supporting and strengthening women’s organizations and movements that advance women’s rights, gender equality and empowerment of women and girls.

In addition, the Government of Canada can lead on environmental and climate change action, and further promote gender equality. Canada should:

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1) Fund

- Ensure that projects initiated and led by women’s organizations comprise at least 15% of all climate adaptation and mitigation initiatives funded wholly or in part by the Government of Canada.

- Prioritize partnerships with local women’s rights actors in calls for proposals on climate change adaptation and mitigation projects.

- Provide core funding for women’s rights organizations and movements that address climate change impacts in their work and advocacy. In particular, priority should be given to indigenous women’s organizations and grassroots women’s organizations.

- Provide capacity-building and support for technical assistance to women’s rights organizations seeking to access funding or scale their solutions.

- Establish a dedicated, grants-based Women’s Fund for Climate Adaptation that prioritizes support for the women most affected by climate change. Use the approach outlined by the Canadian Coalition on Climate Change and Development in their report entitled Canada’s Climate Finance – Delivering on Climate Change and Development Goals.

“Donors investing in women to create their own solutions to the challenges they identify will support both positive environmental outcomes and women’s rights.”

- Tulika Srivastava, South Asia Women’s Fund

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37 Canadian Coalition on Climate Change and Development, 2018, Canada’s Climate Finance – Delivering on Climate Change and Development Goals.
2) Listen
- Facilitate, fund and support the participation of grassroots women’s organizations in regional, national and global climate policy and finance fora – especially those from the Low Income Countries.
- Advocate at international climate fora for the meaningful inclusion of women who are directly affected by climate change.

3) Build
- Build the capacity of grassroots women leaders and their organizations to participate meaningfully in climate change fora and negotiations, especially on technical issues related to climate negotiations.
- Invest in movement-building of women’s rights actors on climate change by supporting and financing networking, exchanges of best practices, and alliance-building. This also includes regional trainings and travel support.
- Support and fund consortiums such as the Global Alliance for Green and Gender Action (GAGGA), which helps build the collective power of the women’s rights and environmental justice movements.

4) Influence
- Advocate for a deeper understanding of climate change as a critical human rights issue at international fora. Socialize the importance of taking a feminist approach to tackling climate change with other governments and stakeholders.
- Use Canada’s influence with the Green Climate Fund to advocate for a more inclusive GCF that: i) gives local women’s organizations a say in decision-making; and ii) accredits small grants funds in order to ensure that climate financing reaches local women’s organizations.

Canada proudly played an important role in adopting the Gender Action Plan at United Nations Climate Change Convention (UNFCCC) COP23. Canada will ensure the plan is fully implemented. The plan will:
- support women’s participation in climate negotiations
- strengthen gender-response policy development
- raise awareness of gender and climate change issues

- Environment and Climate Change Canada 2019: Women and climate change
ACKNOWLEDGEMENTS

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