

Making climate finance work for women: Overview of bilateral ODA to gender and climate change

This brief is a contribution to the 22nd Conference of the Parties to the United Nations Framework Convention on Climate Change (COP22) and a submission of recommendations for the renewal of the Lima Work Programme on Gender.¹ It provides an overview of how members of the OECD Development Assistance Committee (DAC)² are integrating gender equality into their bilateral ODA to climate change and makes recommendations to improve the gender-responsiveness of climate action.³

KEY FINDINGS

1. **Climate ODA that also supports the achievement of gender equality accounted for 31% of bilateral ODA to climate change in 2014 – a total of USD 8 billion.** Just 3% had gender equality as a principal objective, while 28% integrated gender equality as a secondary objective.
2. **Gender equality is better integrated in adaptation than in mitigation activities.** In 2014, 46% of bilateral ODA to adaptation only targeted gender equality, compared with 28% to mitigation only.
3. **Attention to gender equality is uneven across climate-related sectors.** While gender equality is quite well integrated in climate-related aid to agriculture and water, it is poorly addressed in economic infrastructure sectors. In 2013-14, only 8% of climate-related aid to energy targeted gender equality.
4. **Donors should improve their support to locally-led action on gender and climate change** through multi-year and predictable funding for southern civil society organisations, including women's rights organisations. Only 2% of all gender-responsive climate aid went to southern civil society organisations in 2014, representing USD 132 million.
5. **More needs to be done to improve women's opportunities to participate in the green economy,** notably through ensuring that women benefit equally from development projects focusing on clean technology and renewable energy.



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1. The UNFCCC Subsidiary Body on Implementation (SBI) invited Parties and observer organisations to submit their views on possible elements and guiding principles for continuing and enhancing the Lima Work Programme on Gender at its 44th session (FCCC/SBI/2016/L.16).

2. The DAC has 29 members as of August 2016. The statistics in this paper are based on data reported by all DAC members except for Slovenia which is among the newest DAC members and did not report aid targeting gender equality and climate change from 2010 to 2013.

3. This policy brief is a collaboration between the OECD-DAC Network on Gender Equality (GENDERNET), the DAC Network on Environment and Development Co-operation (ENVIRONET), and the DAC Working Party on Development Finance Statistics (WP-STAT). The brief was written by Lucie Faucherre (GENDERNET Secretariat, OECD) based on statistics produced by Cecilia Piemonte and Olivier Bouret (WP-STAT Secretariat, OECD).

Why gender equality and climate change?

Women and girls are disproportionately affected by the impacts of climate change. In many developing contexts, women's livelihoods are dependent on climate-sensitive sectors such as subsistence agriculture, forestry and water.⁴ Women and girls also typically have less capacity and resources than men and boys to prepare for and adapt to climate change. For example, restrictions on women's land ownership mean that many women do not have access to productive land to farm, while a lack of financial capital and access to technologies means they cannot easily diversify their livelihoods.⁵ At the same time, women and girls who experience the consequences of climate change are often leaders in developing effective coping strategies and building resilience, for example by adapting their farming practices. Both women and men have important insights to contribute to designing and implementing effective climate responses and should be fully included in decision-making on climate change at all levels.

To ensure equitable and positive results, all aspects of climate change action – including climate finance – must recognise the gendered dimensions of climate change and actively promote gender equality and women's empowerment in climate responses. Engendering climate finance requires:

- Integrating gender into the design, implementation and monitoring of climate projects and programmes;
- Systematically taking women's differentiated needs, knowledge, experiences and priorities into account in all climate responses;
- Ensuring women's meaningful participation, and access to and influence over decision-making on climate change at all levels, including in the formulation of social, economic and environmental policies;
- Establishing simplified funding mechanisms to enable women's organisations to access climate finance.

The global policy landscape: A growing recognition of the linkages between gender equality and climate change

The **Beijing Declaration and Platform for Action** (1995) was the first international declaration to recognise the links between gender equality and climate change by identifying women and the environment as one of twelve critical areas of concern. In recent years, progress has been made in integrating gender equality in international agreements on climate change and sustainable development, particularly in the decisions and conclusions of the **United Nations Framework Convention on Climate Change** (UNFCCC). Taken together, these agreements provide a mandate for advancing gender equality and women's empowerment across all areas of climate change action (Box 1).

The **2030 Agenda for Sustainable Development**, adopted by World Leaders in September 2015, reaffirms the importance of advancing gender equality and empowering women and girls to realise sustainable development. Sustainable Development Goal (SDG) 13 on combating climate change and its impact calls specifically for the promotion of *“mechanisms for raising capacity for effective climate change-related planning and management in least developed countries, including focusing on women”*. Many of the climate-related SDGs include gender-specific targets, for instance on ownership and control over land and access to new technology (SDG1), women small-scale food producers (SDG2), and water and sanitation (SDG6).

At **COP21**, Parties adopted a new climate deal to accelerate actions and investments to combat climate change. The Paris Agreement provides opportunities for progress on gender and climate change. It calls for a human rights-based approach to climate change action, with specific attention to gender equality and women's empowerment. It also stresses the need for gender-responsive adaptation measures and capacity-building activities. The real litmus test will lie in how well these political commitments translate into gender-responsive climate solutions on the ground.

The **COP22** in Marrakech – presented as the “Conference of action” to take forward the Paris Agreement – is an opportunity to continue to insist on the integration of gender equality across all climate policies, programmes and financing. At COP22, Parties will also be expected to decide on the continuation of the Lima Work Programme on Gender, a key platform which helped to institutionalise gender equality into the work of the UNFCCC. The adoption of an **ambitious follow-up to the Lima Work Programme** will be critical to keep up political will and momentum for implementation.

4. BRIDGE (2011), Gender and Climate Change Overview Report. Institute of Development Studies.

5. Ibid

Box 1: Gender equality and climate change in decisions and conclusions of the United Nations Framework Convention on Climate Change

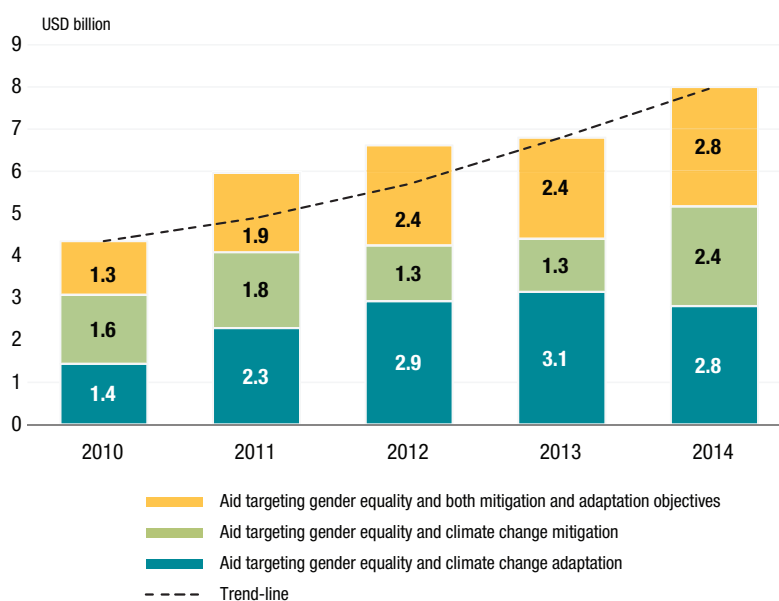
- **COP7, decision 36/CP.7 (2001)**: affirms for the first time the need to improve women’s equal participation and representation in bodies established under the UNFCCC or Kyoto Protocol.
- **COP16, decision 1/CP.16 (2010)**: recognises that gender equality and the effective participation of women are important for effective action on all aspects of climate change.
- **COP18, decision 23/CP.18 (2012)**: calls for improving the participation of women in UNFCCC negotiations and their equal representation in bodies established pursuant to the Convention or the Kyoto Protocol “in order to inform more effective climate change policy that addresses the needs of women and men equally”.
- **COP20, decision 18/CP.20, “Lima work programme on gender” (2014)**: invites Parties to enhance their efforts to improve the participation of women in the Convention process, promote gender-sensitivity in developing and implementing climate policies, and engage in the development of a two-year work programme on gender. It also decides to clarify the meaning of the term “gender-responsive climate policy” to improve its effective implementation.
- **COP21 Paris Agreement (2015)**: recognises Parties’ responsibility to respect and promote their human rights obligations through climate change action, including gender equality and women’s empowerment, and calls for gender-responsive adaptation measures and capacity-building activities.

The financing picture: How well is gender equality integrated in DAC members’ bilateral ODA to climate change?

What are the trends in gender-responsive climate finance?

Aid targeting gender and climate change has **increased rapidly** in recent years from USD 4.4 billion in 2010 to **USD 8 billion in 2014** (Chart 1). Of the **USD 26 billion** of bilateral Official Development Assistance (ODA)⁶ provided by DAC members to address climate change in 2014, 31% was reported as targeting gender equality. Of this, **3%** targeted gender equality as a principal objective, while 28% targeted gender equality as a secondary objective.

Chart 1: Trends in DAC members’ climate-related ODA targeting gender equality 2010-14, USD billion commitments, constant 2014 prices



6. This policy brief focuses on DAC member’s bilateral allocable ODA. The calculation of bilateral allocable ODA is based on types of aid. It includes the following types of aid: sector budget support, core support to NGOs, support to specific funds managed by international organisations, pooled funding, projects, donor country personnel and other technical assistance, and scholarships in donor country.

Bilateral ODA to climate change that targets gender equality has **increased at a faster rate (16%) than bilateral ODA to climate change overall (3%)** over the period 2010-2014. These efforts will need to be sustained to ensure that all climate financing instruments (programmes, funds, and initiatives) benefit women and respond to their priorities.

What is the distribution between adaptation and mitigation?

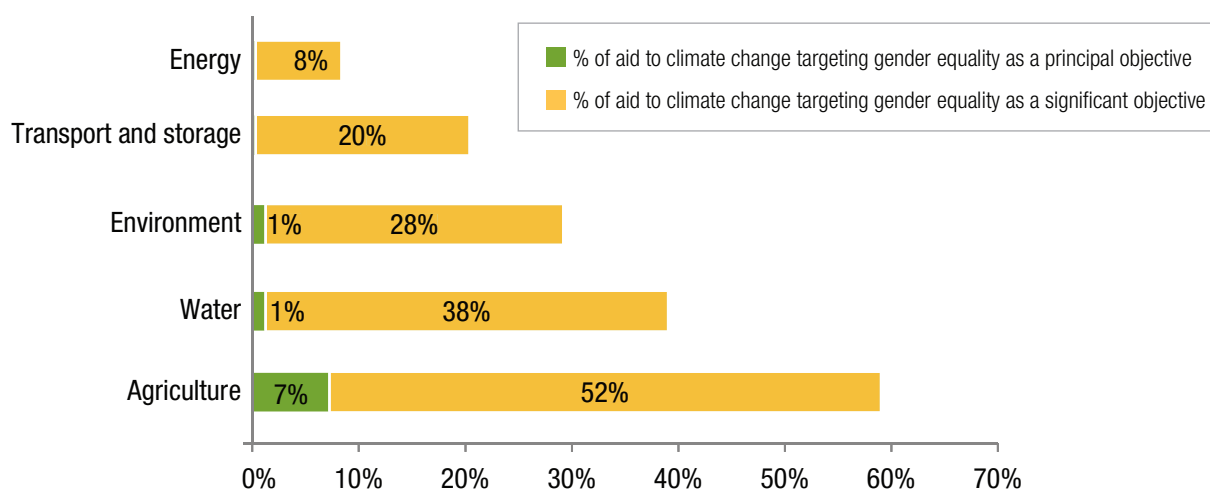
Tackling the challenges created by climate change requires both mitigation activities to address the causes of climate change and adaptation activities to address its impacts. In 2014, **41% of bilateral aid to adaptation only** (USD 2.8 billion) targeted gender equality, compared to **18% of bilateral aid to mitigation only** (USD 2.4 billion).

Integrating a gender perspective in **adaptation activities** is critical given that women are disproportionately impacted by the negative effects of climate change and can play a crucial role in adaptation efforts. It is also important for ensuring that interventions respond to the gender-specific needs of women and girls, do not exacerbate inequalities, and contribute to empowering women to drive change at all levels of the adaptation process.⁷ **Despite this, over half of the aid to climate change adaptation fails to take account of women's specific needs and contributions.**

Mitigation activities – which aim to decrease greenhouse gas emissions including through support for technology development and capacity building – provide important opportunities to improve women's health and livelihoods while **creating new possibilities for women's economic participation and empowerment**, particularly in the renewable energy sector.⁸ More efforts are needed to ensure that mitigation and technology development activities are designed for the benefit of both women and men and contribute to the advancement of gender equality.

Which sectors are prioritised?

Chart 2: Proportion of ODA to climate change targeting gender equality, by sector
2013-14 average commitments, constant 2014 prices



The strongest focus on gender equality is in bilateral climate aid to **agriculture**⁹ (59%) and **water** (39%) (Chart 2). Only a very small proportion (8%) of bilateral climate-related aid to energy addresses gender equality. **Almost none of the aid to the energy and transport sector was reported as targeting gender equality as a principal objective.**

7. BRIDGE (2008), Gender and climate change: mapping the linkages. A scoping study on knowledge and gaps.

8. UNDP (2013), Powerful synergies. Gender equality, economic development, and environmental sustainability.

9. The agricultural sector includes: agriculture, rural development, forestry, and fishing.

Chart 3: Distribution of bilateral ODA to climate change (top five sectors)
2013-2014 average commitments, constant 2014 prices

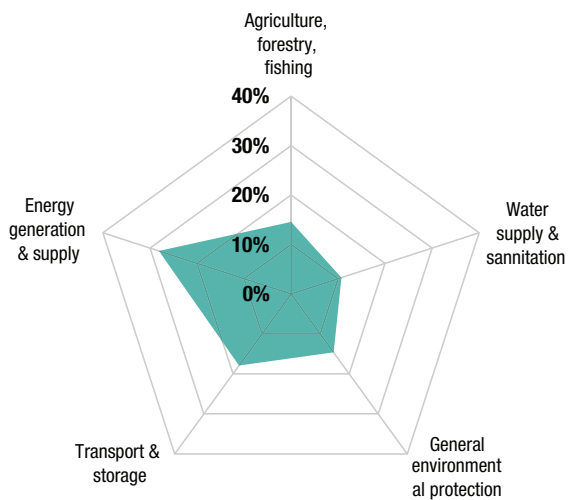
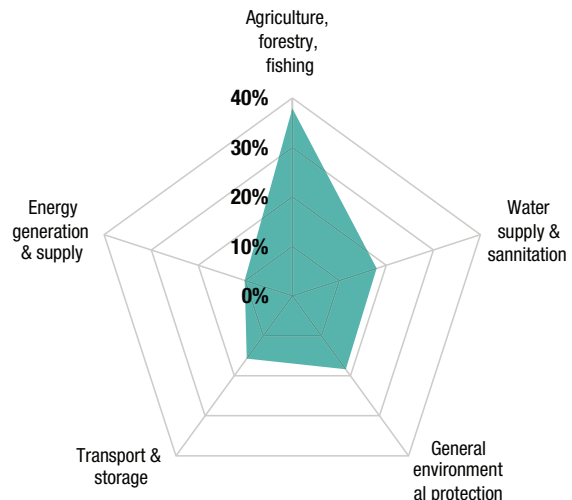


Chart 4: Distribution of bilateral ODA to gender and climate change (top five sectors)
2013-2014 average commitments, 2014 prices



There is a marked difference between the distribution of bilateral aid to climate change in general (Chart 3) and the distribution of bilateral aid to climate change and gender equality (Chart 4). By far the largest share of bilateral climate aid goes to the energy and transport sectors (Chart 3). In contrast, most of the climate aid that is gender-responsive goes to the agriculture and water sectors, with almost none targeting the energy and transport sectors (Chart 4). This is a missed opportunity for women to contribute to the design, use and dissemination of clean and sustainable energy solutions.¹⁰

To reverse the underinvestment in gender equality in the economic infrastructure sectors, more needs to be done to improve opportunities for women to participate in the green economy,¹¹ notably through ensuring that women benefit equally from development projects focusing on clean technology and renewable energy. Currently only 20-24% of jobs in the renewable energy sector are held by women,¹² yet projections show that green jobs could lead to millions of new employment opportunities in the next few years.¹³ Donors should ensure that the social and economic benefits of low-carbon development are equally shared by women, for example through the introduction of quotas in renewable energy projects, gender analysis and audits of projects and by boosting women's skills in these science and environment-related fields.



Women watering mukau saplings in Kenya's arid Eastern Province © World Bank

10. See for instance: UNIDO and UN Women (2013), Sustainable Energy for All: The Gender Dimensions.

11. The green economy can be defined as one whose growth in income and employment is driven by investments that reduce carbon emissions and pollution, enhance energy and resource efficiency, and prevent the loss of biodiversity and ecosystem services. See for instance the work of UNEP on this topic: <http://www.unep.org/greeneconomy/AboutGEI/WhatsisGEI/tabid/29784/Default.aspx>

12. IRENA (2013), Renewable Energy and Jobs.

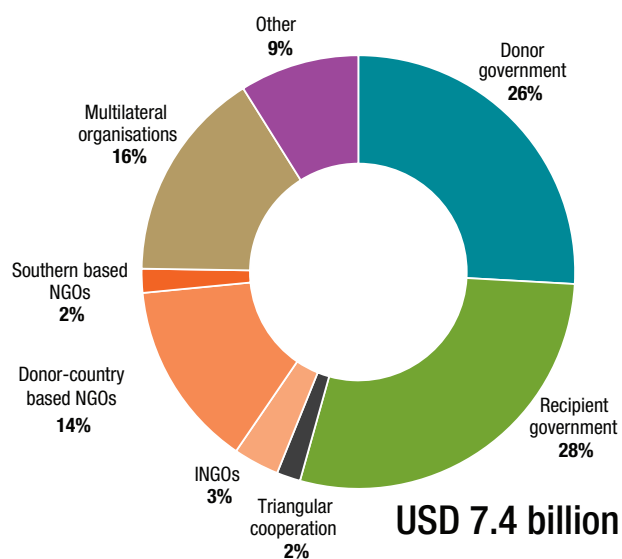
13. ILO, Green jobs: improving the climate for gender equality too!

A number of promising examples can be built upon. In the energy sector, the Grameen Shakti mitigation programme in Bangladesh trains women as solar technicians to install and maintain solar home systems in rural households not connected to electricity. This programme has proven effective in enabling women to gain access to new skills and employment opportunities, while improving the lives of local communities.¹⁴ In another programme, supported by the Multilateral Investment Fund in Mexico, women have been trained in plumbing techniques to exchange old, inefficient water devices in more than 15,000 households in low-income areas of the city that suffer from water shortages. As well as delivering mitigation and adaptation benefits, this programme has improved women's access to jobs, while also enabling each family to save the equivalent of USD 300 per year due to water and energy savings.¹⁵ Another good example is the **Solar Sister programme**¹⁶ through which donors have supported women across rural Africa to sell solar lamps that provide safe, clean energy and employment for women.

In the transport sector, gender equality was successfully incorporated in the planning and design of the **TransMilenio**, a project to establish a low-emission rapid bus transit system in Bogotá, Colombia. Greater attention to gender differentiated needs, such as women's safety, increased women customers' use of the bus system. This not only reduced greenhouse emissions due to less use of private vehicles, but also created new job opportunities for women.¹⁷ Such initiatives show that ample opportunities exist to promote the early engagement of women in the design and delivery of locally appropriate solutions to climate change, with social, economic and environmental benefits.

Is funding reaching civil society organisations in the global south?

Chart 5: Channels of delivery for bilateral gender-responsive climate aid in 2013-2014, USD average commitments, constant 2014 prices



Around the world, women are at the frontline of climate change, from the community to national and global levels. To be effective, donors should partner with **local stakeholders and organisations, in particular women's groups**, that have the local knowledge and connections to grassroots networks needed to drive sustainable responses from the bottom-up.

In 2014, **19%** of all gender-responsive bilateral climate aid (USD 1.4 billion) was channelled through civil society organisations (Chart 5). However, **the large majority of this went to donor-country based NGOs** (14% or USD 1 billion). Only a very small amount went to **civil society based in developing countries** (2% or USD 132 million).

14. http://www.gshakti.org/index.php?option=com_content&view=article&id=79&Itemid=68

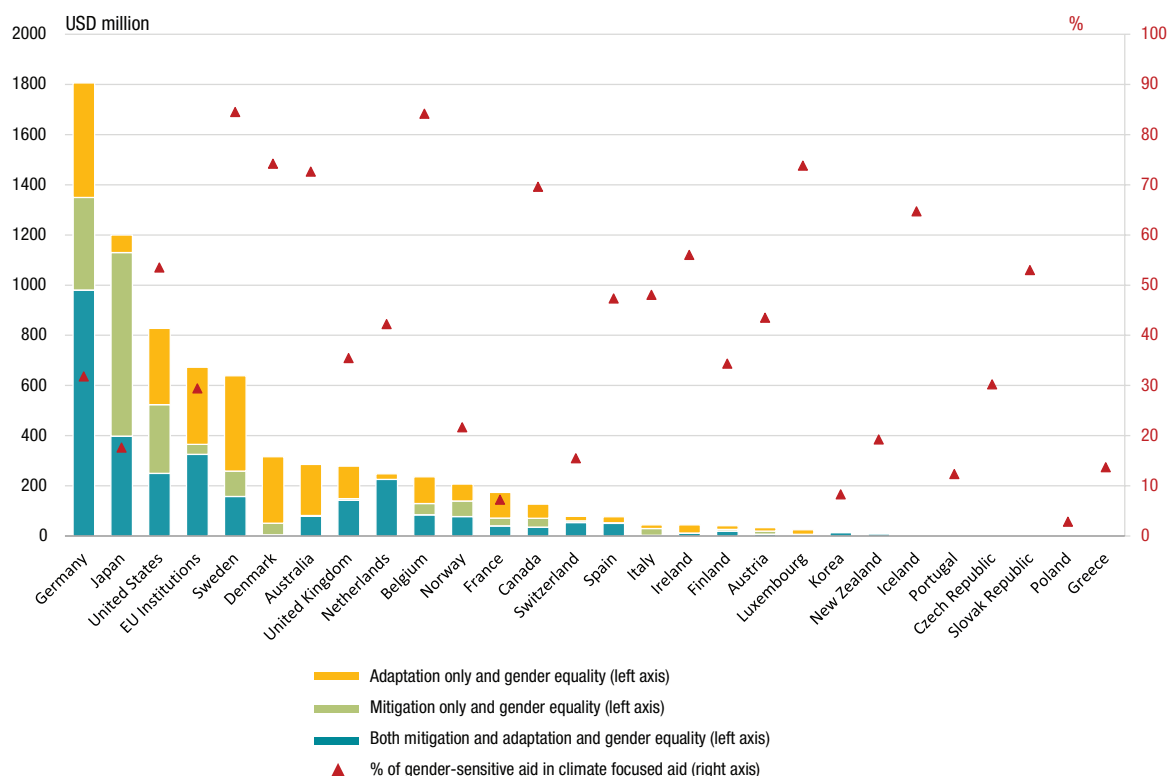
15. <http://www.fomin.org/en-us/Home/Projects/ProjectDatabase/ProjectProfile/tabid/85/prj/ME-M1080/language/en-US/Default.aspx>

16. <https://www.solarsister.org/>

17. GGCA & WEDO (2015), *Exposing the gender gaps in financing climate change mitigation – and proposing solutions*.

Who are the leading donors?

Chart 6: Aid to climate change targeting gender equality, by donor 2013-2014 average commitments, USD dollars, constant 2014 prices



In 2013-14, Germany, Japan and the United States reported the largest volumes of gender-responsive bilateral aid to climate change (USD 1.8 billion, USD 1.2 billion and USD 828 million respectively on average). The countries reporting the strongest focus on gender equality as a share of their total climate-related bilateral aid were Belgium (84%), Sweden (84%), and Denmark (74%). This compares to an average of 30% for all DAC members.

Who are the main recipients?

Chart 7: Top ten recipients of gender-responsive climate-related ODA in volume USD million, 2013-2014 average commitments, constant 2014 prices

		Gender-responsive climate-related ODA (USD million)	Percentage of aid to climate change targeting gender equality
1	India	842	25%
2	Afghanistan	278	71%
3	Ethiopia	232	72%
4	Mozambique	176	57%
5	Uganda	171	71%
6	Turkey	170	29%
7	Tanzania	166	72%
8	Indonesia	159	19%
9	Mali	144	77%
10	Kenya	138	35%

In 2013-14, **India** received the **largest amounts** of climate-related aid targeting gender equality, followed by Afghanistan and Ethiopia. This partly reflects the fact that **Afghanistan** and **Ethiopia** are among the largest recipients of ODA generally and of gender-focused ODA in particular.

The way forward: Seizing the opportunities of COP22 to put gender equality at the heart of all climate actions

The COP22 provides a critical opportunity for DAC members to step-up their leadership and commitment to integrating gender equality in all aspects of climate solutions – in particular climate financing mechanisms – as a prerequisite for achieving sustainable development for all.

Recommendations for improving the gender-responsiveness of climate action

1. **Adopt concrete targets for scaling up dedicated funding** for gender and climate change alongside gender mainstreaming, and ensure that **climate finance is accessible** to women's groups at all levels.
2. **Improve the accountability and transparency of climate finance** by using comparable measures and tools such as the **OECD-DAC gender equality marker** and **Rio markers** to track the gender-responsiveness of funding allocations.
3. **Prioritise gender equality across all climate-related sectors**, including energy and transport which are more mitigation focused.
4. **Take action to ensure women's effective and meaningful participation** at all levels of decision-making on climate change – local, national and global – and in the design and delivery of locally appropriate solutions to climate change.
5. **Invest in women's access to renewable energies** and ensure that the benefits of transitioning to a **green economy** are equally shared by women, for example through the introduction of quotas in renewable energy projects, gender audits of projects, and by boosting women's skills in these science and environment-related fields.

The OECD-DAC policy markers

This brief is based on data collected using the OECD-DAC Rio markers on climate change mitigation and climate change adaptation,¹⁸ and the OECD-DAC gender equality policy marker.¹⁹

The Rio markers

The DAC monitors development finance targeting the objectives of the Rio Conventions using the Rio markers, where providers are requested to indicate for each development finance activity whether or not it targets environmental objectives. There are four Rio markers, covering: climate change mitigation, climate change adaptation, biodiversity, and desertification. The information contained in this brief is based on the first two markers (mitigation and adaptation). The Rio marker on climate change mitigation was introduced in 1998, and the adaptation marker was launched in 2010. The Rio markers indicate the degree to which environmental considerations are mainstreamed into development co-operation.

The gender equality policy marker

The DAC gender equality policy marker is used to track aid activities that target gender equality as a policy objective. Aid activities can be classified as targeting gender equality as a “principal” or “significant” objective, or as “not targeted”. Principal means that gender equality is a primary objective of the activity. Significant means that gender equality is an important but secondary objective. Not targeted means that the activity has been screened using the policy marker but was found not to be targeting gender equality. The marker contributes to strengthening transparency and accountability in donor financing for gender equality and women's rights.

18. For more information about the Rio markers, see: <http://www.oecd.org/dac/stats/rioconventions.htm>

19. For more information about the gender equality policy marker, see: <http://www.oecd.org/dac/gender-development/dac-gender-equality-marker.htm>