

# Workshop\* on Mainstreaming Gender in International and National Climate Change Policy and Program



The picture is taken from *The Daily Star* dated 31 March 2017

## Workshop Report 28 March 2016

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\* Organized by East West University Center for Research and Training (EWUCRT) in collaboration with UGC/World Bank funded sub-project: Knowledge Transfer and Capacity Development of Academic Staff

Workshop Report, 2017

Published by:

East west University Center for Research and Training (EWUCRT) in Collaboration with UGC  
funded sub-project: Knowledge Transfer and Capacity Development of Academic Staff

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## Acronyms

|                        |   |
|------------------------|---|
| 7FYP                   | -Seventh Five Year Plan   |
| BCCRF                  | - Bangladesh Climate Change Resilience Fund                       |
| BCCSAP                 | -Bangladesh Climate Change Strategy and Action Plan               |
| BCCTF                  | - Bangladesh Climate Change Trust Fund                            |
| BIDS                   | - Bangladesh Institute of Development Studies                     |
| CC                     | - Climate Change  |
| CCA                    | - Climate Change Adaptation                                       |
| CCGAP                  | - Climate Change and Gender Action Plan                           |
| CDMP                   | -Comprehensive Disaster Management Program                        |
| CEDAW<br>Women         | - Committee on the Elimination of Discrimination against Women    |
| CIF                    | - Climate Investment Funds  |
| CoP                    | -Conference of the Parties  |
| CRA                    | - Community Risk Assessment                                       |
| CSO                    | -Civil Society Organization                                       |
| CSW                    | - Commission of the Status of Women                               |
| DRR                    | - Disaster Risk Reduction   |
| FCCC                   | - Framework Convention on Climate Change                          |
| FGD                    | - Fuel Gas Desulfurization  |
| FYP                    | - Five Year Plan  |
| EWU                    | -East West University   |
| EWUCRT                 | - East West University Center for Research and Training           |
| GDP                    | -Gross Domestic Product   |
| GED                    | - General Economics Division                                      |
| GoB                    | - Government of Bangladesh  |
| HFA                    | -Hyogo Framework for Action                                       |
| ICCCAD<br>Development  | - International Centre for Climate Change and Development         |
| ICDDR, B<br>Bangladesh | - International Centre for Diarrheal Disease Research, Bangladesh |
| INDC                   | - National Determined Contributions                               |
| IPCC                   | -Intergovernmental Panel on Climate Change                        |
| IUCN                   | - International Union for Conservation of Nature                  |
| LGBTI                  | - Lesbian Gay Bisexual Transgender and Intersex                   |

|             |   |
|-------------|---|
| MDG         | - Millennium Development Goals                        |
| MIC         | - Middle-Income Country                               |
| MoEF        | - Ministry of Environment and Forest                  |
| MoWCA       | - Ministry of Women and Children Affairs              |
| NAP         | - National Action Plan                                |
| NAPA        | - National Adaptation Plan of Action                  |
| NPDM        | - National Plan for Disaster Management               |
| NPWA        | - The National Policy for Women's Advancement         |
| NSAPR       | - National Strategy for Accelerated Poverty Reduction |
| PRSP        | - Poverty Reduction Strategy Paper                    |
| REDD+       | - Reducing Emissions from Deforestation and Forest    |
| Degradation |   |
| RVCC        | - Reducing Vulnerability to Climate Change            |
| SADD        | -Sex and Age Disaggregated Data                       |
| SDG         | -Sustainable Development Goals                        |
| SFA         | -Sendai Framework for Action                          |
| SFDRR       | - Sendai Framework for Disaster Risk Reduction        |
| SOD         | - Standing Orders on Disaster                         |
| SPCR        | - Strategic Program for Climate Resilience            |
| UGC         | -University Grants Commission                         |
| UN          | - United Nations                                      |
| UNDP        | -United Nations Development Programme                 |
| UNDCCC      | - United Nations Framework Convention on Climate      |
| Change      |   |
| UNFCCC      | -United Nations Framework Convention on Climate       |
| Change      |   |
| UNFPA       | - United Nations Population Fund                      |
| UNISDR      | - United Nations International Strategy for Disaster  |
| Reduction   |   |
| USAID       | -United States Agency for International Development   |
| WCDRR       | - World Conference on Disaster Risk Reduction         |
| WEDO        | - Women's Environment and Development Organization    |
| WID         | - Women in Development                                |
| WRI         | - Women's Resilience Index                            |

## FOREWORD

The effects of climate change can cause a great impact on human beings. Over the next decade, the United Nations Framework Convention on Climate Change (UNFCCC, 2007) predicts billions of people, hailing particularly from developing countries, such as Bangladesh, will face acute water and food crisis, as well as major health risks as a result of climate change, which consequently will pose a threat to economic progress and human security in a multifaceted manner. Bangladesh experiences a wide array of natural disasters almost every year as a result of climate change which includes: floods, cyclones and storm surges, salinity intrusion, extreme temperature, and droughts. In the span of the last 28 years (19880- 2008) Bangladesh has experienced 219 natural disasters, causing a total damage of US\$ 16 billion (UNDP, 2015).

One of the fundamental factors in shaping the relationship between people and the environment is gender. The impacts of climate change affect men and women differently. In Bangladesh, gender inequalities, power dynamics and access to information make women especially those with lower socioeconomic status vulnerable to climatic impacts as it limits their ability to respond and adapt to disaster and climate change. The Government of Bangladesh (GoB) gives high priority to finding solutions to climate change through a gendered approach. However, a large body of empirical studies that attempts to integrate a gender perspective to promote gender equality fails to acknowledge relationships between women and men and how it influences vulnerability.

The workshop on **Mainstreaming Gender in International and National Climate Change Policy and Program** focused on an in-depth analysis of gender-climate links that can better inform climate policy in Bangladesh as well as internationally. Building on unique proficiencies of researchers, policy makers and practitioners, the workshop aimed to deconstruct popular assumptions about women’s vulnerability in relation to men’s by discussing how social and economic factors determine men and women’s vulnerability to climate change.

I hope the readers of the workshop report will find in it a valuable source in fostering better understanding of gender-climate link to advocate and formulate gender sensitive policies and programs.

I would like to thank the participants of the workshop for sparing time in attending this workshop despite their busy schedule and enriching the workshop outcome. EWUCRT Staff and the rapporteurs Ms. Rubayat Kabir and Mr Shahriar Khandaker of Social Relations Department deserve my deepest appreciation for their support and cooperation, Dr. Sardana Islam, Deputy Executive Director of EWUCRT deserves appreciation for her untiring support and cooperation in providing logistical support. I would also like to thank Ms. Aynun Nahar for giving the final shape of this report. Mr. Shafiqur Rahman deserves appreciation for English editing of the manuscript.



Rafiqul Huda Chaudhury  
Chairperson  
East West University Center for Research and Training

## **Organization of the Workshop Report**

The report is organized into three parts:

(1) Inaugural Session

(II) Round Table Discussion and

(iii) Emerging Issues

### **1.0 Inaugural Session**



## *1.1 Welcome remarks/speeches*

**Inaugural Session consists of welcome remarks and speeches by Special guest, Chief guest, Guest of honor, keynote presentations and concluding remarks.**

**Excerpts from welcome remarks by Professor Shahriar Haque, Executive Director, East West University Center for Research and Training**

Respected Ms. Christine Hunter, Country Representative, UN Women, Bangladesh, Dr. Mohammed Farashuddin, Chairperson, Board of Trustees and Founder, Vice Chancellor, EWU, Professor Shahidul Hassan, Vice-Chancellor, EWU, Ms. Farah Kabir, Director, Action Aid, Bangladesh, Ms. Dilruba Haider, Coordinator, Gender and Climate Change, UN Women, Dr. Rafiqul Huda Chaudhury, Member, Board of Trustees and Chairperson, EWU Center for Research and Training, distinguished members of the Board of Trustees, our media friends, all Deans, Chairpersons, Section Heads, faculty members, and students, Assalamu Alaikum (Peace be upon you) and a very good morning.

Welcome to the inauguration programme of the workshop on, **Mainstreaming Gender in International and National Climate Change Policy and Program.**

Today we will be dealing with a topic that is under researched and overlooked in general, particularly in a country like Bangladesh. Gender and climate change is an area that directly affects the lives of women in

dire situations. According to insights on India, women in developing countries are generally not taught basic survival skills like swimming and climbing, meaning they have less chances of survival during a natural disaster like, cyclone, tsunami, earthquake, and so on. Today our experts will not only talk on this topic in this inauguration programme, but will also discuss in a roundtable session, ways of mainstreaming gender in international and national climate change policy and programmes. I would like to thank Dr. Rafiqul Huda Chaudhury for enabling EWU Centre for Research and Training to focus on an important topic like this.

With this, I would like to conclude my welcome address.

THANK YOU.

Excerpts from welcome remarks by Dr. Muhammad Farashuddin, Chairperson, Board of Trustees and Founder Vice-Chancellor, East West University.

My very esteemed colleague, Dr. Rafiqul Huda Chaudhury, Chairperson, East West University Centre for Research and Training, the Chief guest Ms. Christine Hunter, welcome to East West University in your first visit and I hope it will not be the only one, I will be seeing you more here. Professor M. M. Shahidul Hassan, Vice Chancellor, East West University and all the distinguished persons present here: Dr. M. Asaduzzaman, Ms. Farah Kabir and Ms. Dilruba Haider as well as other distinguished guests, Assalamu Alaikum and a very good morning.

Gender is a subject very close to my heart, not in a conventional manner. First of all, I am totally opposed to any quota for women as it is demeaning and a barrier rather than a promoter of gender parity and growth in general. Having said this, in Bangladesh I think the progress made in this field is remarkable: 30% economic participation ratio in 1972 is now 40%. There is already a strong debate as to why we should incorporate household work in the contribution of GDP. I think the very fact that there is a debate and the government acknowledges that this is an issue and says that it is difficult to incorporate; I think this in itself is recognition that this is an important issue.

It is not always that the Prime Minister of a country is given the Champions of the Earth Award. Sheikh Hasina, the Hon'ble Prime Minister of the People's Republic of Bangladesh is listed among the 100 and is placed in the 13th position amongst most thinking people by no less than a magazine called Fortune, listing the Prime Minister as the 10th smartest person. This I think is not the result of the gender progress in Bangladesh, but is a reason to hope that the gender issue in Bangladesh will not need anybody's patronization as the women of the country by their own rights, education, competence and confidence are achieving things which are not happening in countries of comparable per capita GDP. It is acknowledged by all, in particular by Nobel laureate Amartya Sen, that in social indices Bangladesh tops almost in all categories among the South-Asian countries.

Here at East West University (EWU), when we started back in 1996 where 15% of our students were girls, which is about 30% at the moment. One of the reasons why this has happened in addition to the very conscious policy of the academia and the commitment of the university is recruitment of very competent female faculty members who have been able to attract a large number of the very meritorious girl students to EWU and the results are obvious. Of the 50-55 million take offered by EWU in terms of scholarship to the meritorious students, two-thirds of them are secured by female students. These are the sowing seeds for further improvement in the gender parity.

I think that the people of mother earth must look after mother earth in order to expect that the mother earth will look after us. The only complaint I have here is that caring for the environment may not unnecessarily slow down the pace of development because development is no less important than looking after the environment. Adaptation to climate change is essential for a decent survival.

I once again, welcome the guests who have taken the trouble in visiting us and I would request you to wish us well so that at EWU we can in addition to quality education and learning can also in our own humble way to look after mother earth and add strength to the climate change agenda and much more importantly promote the gender parity so that gender can assert itself in our onward march towards a prosperous Bangladesh.

Excerpts from speech by Chief Guest Ms. Christine Hunter, Country Representative, UN Women, Bangladesh

Ms. Hunter asserted that the issue of mainstreaming gender equality in climate change policies and programs is embedded in the heart of UN Women's work globally. She stated that climate change is a dynamic phenomenon causing change in environmental and social patterns, geography and is detrimental in shaping the context of development. In her opinion, it is not going to be possible to promote sustainable and inclusive development unless we determine ways and means to engage an approach of continuous learning, monitoring and adjusting to unravel what the implications are for people and communities. Social relations of gender, the social patterns through which resources and power are distributed disproportionately between women and men not only affects the success of planned intervention but are also an underlying factor which shapes the certainty of development in Bangladeshi communities.

It is a well-established notion that governments in setting Sustainable Development Goals (SDGs) will fail to achieve them if they shy away from addressing gender inequalities. Ms. Hunter argued that if one takes note of SDGs in the context of the discussion that happened in COP21, (Paris Climate Conference) there is widespread recognition that we need to reshape our understanding of the terms sustainable and prosperity. Despite SDGs setting transformational goals in terms of inequality, reducing poverty, achieving human well being in partnership together, it however is inadequate to examine the economic models, which will

allow us to achieve prosperity. In her point of view, neither SDGs nor COP21 agenda are attainable without addressing the human dynamics, which are grounded in inequalities between genders.

At the heart of the discourse of mainstreaming gender is decoding how gender norms and practices that are linked to the various facets of development and ensuring effective policy interventions through taking notes of the realities of the ground so that it benefits both men and women equally. This approach, according to Ms. Hunter provides policy makers and stakeholder(s) with the opportunity to support the empowerment of women and contribute to gender equality. It is vital that we understand the link between gender inequality and climate change to do gender mainstreaming. From a UN Women standpoint, Ms. Hunter affirms that persistent inequalities which originates in the form of higher levels of poverty, lack of ownership or control over assets and exclusion from decision making process in case of women make them vulnerable to climate change and limit their ability to adapt and recover from disasters.

It is in that very same vein of thought, she identified inequality as an underlying issue that relinquishes development, as women comprise over half the population in Bangladesh. Development in the Bangladeshi context does not stand a chance if it leaves out half of its population and overlooks the issue of climate change. According to Ms. Hunter, Bangladesh is in a situation where the issue of gender mainstreaming is visible and urgent, which offers immense potential to find solutions to these underlying problems.

She acknowledged East West Centre for Research and Training (EWUCRT) for offering this platform through organizing this workshop that allows for the opportunity to brainstorm, analyze and look at evidence(s) to engage in dialogue between practitioners, policy makers and academics to identify where we can innovate, follow up, relearn and do the next innovation; an approach which Ms. Hunter believes is at the heart of an event like this through which not only Bangladesh but the rest of the world can learn about achieving well-being and rights of mankind.

Excerpts from speech by Guest of Honor *Professor M. M Shahidul Hassan, Vice Chancellor, East West University*

In his speech Dr. Shahida Hasan gave recognition to the praiseworthy role of the East West University Centre for Research and Training (EWUCRT) in developing a research community and arranging seminars and workshops such as these. He believes it allows intellectuals with specializations to engage in discussions that will lead to recommendations and proposals that can contribute to framing gender sensitive climate change policies.

Dr. Hasan believes that it is of utmost importance to devise gender sensitive climate policies based on the realities of men and women's need as climate change impacts them differently. He stressed the need for women to be better represented in climate decision making at all levels. Participation of women, he believes especially of those at the grass roots level, in international forum is a priority that needs immediate attention.

## *1.2 Keynote Presentations*

### **Ms. Dilruba Haider, Program Coordinator, Gender and Climate Change, UN Women**

Ms. Dilruba in her presentation reminded members of the audience that climate change is a global phenomenon changing human lives, the environment, air and water as well as ecological aspects mostly for the worse. Intergovernmental Panel on Climate Change (IPCC, 2001) reports Bangladesh to be one of the most vulnerable countries that will make food security and fresh water crisis visible risks in the future. Bangladesh being one of the largest deltas in the world is highly vulnerable to natural disasters because of its geographical location. The intensity of the effects of climate change will have dire effects on its large poor population living in highly disaster prone areas. She stressed the fact that despite Bangladesh being one of the world leaders in disaster management, it would find it difficult to manage future disasters such as, severe cyclonic storm Ayla in 2009 as they would be unpredictable due to climate change. She also argued that limited access to land and lack of jobs are forcing people to move to urban centers leading to the huge need for urban disaster management, where Bangladesh is not proficient enough. Disasters such as cyclone Ayla in her opinion can compromise the strategic priority of the Government of Bangladesh to transform itself into a middle-income country by 2021. Ms. Haider argued that in order for the government of Bangladesh to be on the track of the vision it is vital that they take initiative by investing on research and find alternative management practices to adapt to climate-related disasters.



Ms. Haider reminded the fact that climate change is not gender neutral as women are disproportionately affected by it. In her presentation, she stressed the fact that inherent prevalent gender inequalities and power differences limit women's ability to respond and adapt to disaster. To rub salt in the wound, Bangladeshi women are raised without adequate education, which subsequently impedes their level of confidence. Women are not allowed to take decisions on their behalf and have no access or control over productive resources. She also noted that inherent discrimination plays out in intra-household food distribution that has an impact on women's nutritional status. Ms. Haider also reviewed results derived from recent empirical studies (Ahora, 2011) which suggest that in times of disasters, women's basic needs and requirements such as access to safe latrine facilities, private bathing facilities with clean water and sufficient sanitary supplies are not met in relief efforts. In another study, Nasreen (2008) notes that approximately 72 percent of women were subject to more violence during disasters. Furthermore, women's reproductive work is never accounted for while being always underpaid for productive work. Evidence brought forward from Ms. Dilruba unequivocally suggests that the realities of women's lives are predominantly overlooked in disaster risk reduction and climate change adaptation.

She discussed the incorporation of gender in national and international climate change policies and strategies in the last segment of her presentation. Under the umbrella of international climate change policies, she acknowledged that both the Paris Agreement and Sendai Framework

for Disaster Risk Reduction stress the importance of devising policies and frameworks that promote “gender equality, empowerment of women, which recognizes the importance of women’s leadership, and capacity building as well as intergenerational equity for disaster risk reduction.”

While at the national level, Ms. Haider identified Bangladesh Climate Change Strategy and Action Plan (BCCSAP) as the pivotal climate change policy. Upon critically reviewing the policy she identified major gaps in terms of actualizing policies at the national level. Policies at the national level fail to address gender equality aspects as well as the significance of empowering women in the Disaster Risk Reduction actions in Bangladesh. She also mentioned that The Comprehensive Disaster Management Program (CDMP) Phase II (2010-2014) did not take into account gender or economic capacity of the users in the selection of beneficiaries. She also denounced the National Plan for Disaster Management (2010-2015) for its failure to incorporate gender analysis. (The full text of the paper by Ms. Dilruba Haider is given in Appendix C).

### **Ms. Farah Kabir, Country Representative, Action Aid**

Ms. Kabir in her presentation argued that one couldn’t emphasize enough that we have to address the structural causes of gender inequalities to do gender mainstreaming. In her opinion, we can do that by paying more attention to women-focused policies and programs. Women should not be considered only as vulnerable and at the receiving end, they are agency. This has to be understood and factored in to policy discourse and policy formulation.

The year 2015 was one which was extremely important in her opinion considering the events such as the Sendai Framework for Disaster Risk Reduction, Paris Agreement and Sustainable Development Goals were initiated within a framework converging to an agreement for the next fifteen years. These frameworks highlight the common aspects related to climate and are inseparable in its commitment to addressing substantial risks in a disaster, risk in losses of lives and disaster in the economic, physical, social, cultural and environmental aspects of people, businesses, communities and countries. Ms. Kabir argued, we have to understand gender in a development scenario in existing societies. Gender in existing communities is not balanced and there is existence of inherent discrimination. Upon investigating this issue, her findings reveal that in Bangladesh gender receives only about 40 percent of the Intended Nationally Determined Contributions (INDCs). The agreement failed to move beyond the attitude of women as victims of climate change which goes to suggest that gender is not well integrated in the climate change policy as of yet. Moreover, Bangladesh scored the 2nd lowest in South Asia on Women's Resilience Index (WRI), and is the first of the ten most vulnerable countries, with no or low access of women to local governance. Violence against women is a concern as impunity protects perpetrators. World Resources Institute (WRI) shows the ratio of disaster deaths is M: F=1: 4.

Ms. Kabir noted that despite having an array of policies, plans and programs that address climate change and to some extent gender in Bangladesh, we find that there is an issue of execution, implementation

and combined political commitment. It is important that policy makers both in national and international level factor in the gender dimension, try and understand the implication of climate change, disaster and development of women and men. She said while the Millennium Development Goals (MDGs) were fantastic as it gave us something to measure and have seen success in being able to escalate the level of enrollment of girls in schools. However, we are not able to retain these girls because of the existing mindset of society which is that the only safety for girls is to get them married off. Policies need to incorporate research on gender. The National Adaptation Program of Action (NAPA) needs to be reviewed, as it should demonstrate gender segregated lenses and link with the development. Development partners are lagging behind for women and climate change because they also don't talk to each other. Inter-ministerial coordination is also missing in her opinion. Despite being able to play a pivotal role in gender mainstreaming, The Bangladesh Ministry of Women and Children Affairs has the least backing of the powerhouses of any regime of the government that has been working for development in Bangladesh. The existing acts and policies, which ensure women's protection from climate change, will fail at implementation due to differences in the interpretation of policies and hindrance from patriarchal mindset.

Ms. Kabir stressed that it is imperative that we value the contribution of women to society and economy and as well as to adaptation and mitigation. We must recognize the gender gaps in policy planning and budget, ensure social protection programs established for women vulnerable to climate change. On a positive note, she was pleased to see

gender equality and women's empowerment included in the Government's Seventh Five Year Plan (7FYP) FY2016-2020. She noted that most ministries have a gender sensitive budget, but was skeptical of the role Ministry of Women and Children Affairs play, as it is not included in the discourse. She argued that the Ministry of Women and Children Affairs could essentially establish effective implementation and monitoring mechanism in place.

Ms. Kabir appreciated the fact that EWU is keen to work, invest in research and contribute knowledge and leadership in this area. She encouraged the students to go and learn from different organizations who are working on climate change so that they can involve themselves in internships and conduct research work in order to take this work forward. She urged that there is still much to be shared in terms of knowledge, case studies and knowledge generation in this very significant area. (The full text of the paper by Ms. Farah Kabir is given in Appendix D).

### ***1.3 Concluding remarks* by Dr. Rafiqul Huda Chaudhury, Chairperson, East West University Centre for Research and Training (EWUCRT)**

Dr. Chaudhury reasserted the notion of mindset initially put forward by Ms. Farah Kabir, Country Representative, Action Aid Bangladesh. He argued that mindset is not something abstract rather it is being socialized in us from the day we are born by giving reference to the intra-familial distribution of food where a mother feeds protein rich food to her son and not her daughter. In his opinion, it is through the process of socialization

of our so-called values, the patriarchal mindset perpetrates that women are vulnerable.

In his view, if one takes note of empirical studies during the span of the last thirty years in Bangladesh, very little research has actually been conducted to understand the impact of climate change induced disaster. Findings from the studies conducted almost all converge to the notion that there are more female casualties than men. However, Dr. Chaudhury emphasized that this whole issue goes beyond women. Gender impacts of these challenges are hardly known or assessed even though the Government of Bangladesh gives high priority to finding solutions to climate change through a gender approach. The nature of those researches focuses on women rather than the complex relationships between women and men, and how the relationship between genders influence vulnerability. Furthermore, it also fails to acknowledge that women by themselves are a diverse group and vulnerability to climate change depends on their social status, wealth and level of education.

According to Dr. Chaudhury the workshop will encourage faculty members to take up the initiative to involve in research activities by being inspired by the presence of the likes of internationally acclaimed experts such as Dr. Saleemul Haque, Founder of International Centre for Climate Change and Development (ICCCAD), Dr. M. Asaduzzaman, Professorial Fellow, Bangladesh Institute of Development Studies (BIDS) as well as the other presenters at the workshop. He was grateful to the galaxy of experts who had come and shared their accumulated

knowledge and experience with the students and faculty members of East West University.

## **2.0 Round Table Discussions**

The participants included only subject specialists. The round table discussion initially started with the focus on the following four main points.

-The importance of gender concern on climate change issues, in particular, gender-climate change linkages based on research findings.

- How is gender incorporated in international and national climate change policies and strategies?

- Do these policies incorporate research findings in gender & climate change?

- Identifying gaps and suggesting recommendations and bridging these gaps to inform policies on climate change so that they reflect a more nuanced understanding of the link between gender and climate changes.

The participants present in the discussion were Ms. Christine Hunter (Country Representative of UN Women, Bangladesh), Ms. Farah Kabir (Country Representative of ActionAid), Ms. Dilruba Haider (UN Women, Gender and Climate Change), Dr. Saleemul Haque (Founder of International Centre for Climate Change and Development), Ms. Ina Islam (Assistant Director of International Centre for Climate Change and Development), Ms. Jahan Ara Begum (Joint Secretary of Women and Children Affairs), Dr. M. Asaduzzaman (Professorial Fellow, Bangladesh

Institute of Development Studies) and representative of Ms. Sharmind Neelormi (Professor Jahangir Nagar University).

## *2.1 Summary of round table discussion*

The dialogue started with the initiation of Dr. Rafiqul Huda Chaudhury and other members picked up the conversation as it progressed.

Dr. Saleemul Haque began the session by talking about gender and climate change. His interest specifically lay in taking the matter to the next level. According to him, the analysis of vulnerability is useful, but it is a by gone problematic. What one should focus today is mainstreaming the issue into policies and planning. In documents some of this is happening but in practice there is still a long way to go. From his view point, the potential intervention would be the combination of two issues; i.e. climate change and gender. In the next couple of decades as climate change unfolds, it would also be the time span in which young people, particularly young girls will grow up.

In his regard, investing in these girls will empower them and as a result, they can be our assets in the country. Hence, the focus should be to keep these girls healthy and well educated by ensuring productivity both in the developmental aspect and in tackling climate change. He then confronted the other discussants about agreeing or disagreeing with him on this matter.



**Ms. Christine Hunter** picked up the conversation by approving Dr. Haque about investing in girls. She elaborated further by stating, in the fifteen years of horizon(2015-2030) for the Sustainable Development Goals (SDG's), the girls who are 15 years today would be 30 years by then. This means they would be in the position to make major decisions. However, investing in girls may not necessarily mean ignoring the boys. The current practice and structures that hold inequalities in place are created by women and men in social relations. So if ending inequalities would mean what women could be, then it is already done. Thus, one needs to think about investing in girls by working effectively with boys. In order to achieve equal societies, the adult population capacity and their commitment to work is needed.

**Ms. Ina Islam** agreed with the discussants about the necessity to invest in both girls and boys. She mentioned that the intervention can be sustained by addressing the changing mindset change of people. In her opinion the relationship of both men and women is dynamic in nature. It is this dynamism that assists the possibility of changes and re-defining gender roles.

Subsequently, she focused on identifying the stakeholder groups which have a large impact over the local community. In her opinion, religious institutions play an effective role in the decision making process of Bangladesh. 'Madrassas' could be one such group that can be indulged in the discussions or decision making process.

**Ms. Islam** pointed out the fact that when one thinks of mainstreaming

gender, climate finance plays a major role. And whenever one talks about mainstreaming gender, it is either from the human rights perspective or from the economic approach. Thus, one should look at the budget activities which will support the policies in place. Access to financial resources can be ensured by involving both men and women in decision making, project designing and implementation. From her perspective, the most effective way to address climate change is by integrating it in an effective manner, ensuring mindset change and engaging the Ministry in facilitating change.

**Ms. Farah Kabir** gave instances of the International Union for Conservation of Nature (IUCN), ActionAid and many other agencies that spent months in trying to get the Environment Ministry to mobilize and make an effective gender advisory group for climate change. But she noticed the lack of interest among these ministries and emphasized steering the **gender focal point** in these ministries.

As for getting people to change their mind set, it is a long process, Ms. Kabir puts emphasis on lobbying and advocating for budget and allocation at present. One has to work through the government when dealing with international institutions. Hence, information, ideas and papers could be provided to the government representatives before they can correspond with the international agencies. Success stories from different countries could also be communicated such as the example of Bali.

Ms. Kabir perceives the need to deal with patriarchy at the international level. She sees hundreds of women in the climate negotiation running about the place, but not taking part in the major decisions.

MS Kabir agreed with Dr. Haque about empowering both boys and girls. She believes that leaving the boys behind could make them an adversary force and achievement of gender empowerment thus will be compromised. She mentions the huge population of girls in Bangladesh around the age group of 12-18 who have become mothers and are the lost generations. Measures have to be taken to involve them into the workforce. She states that Bangladesh has a demographic advantage because of the rise of the youth population. According to her interventions can be brought about by working with different youth clubs, sports groups and cultural groups.

In addition to Ms. Kabir's comments **Ms. Dilruba Haider** added that women are very much involved in the development discourse, but not in the discourse of climate change. According to Mahila Parishad, Bangladesh has about 700 women's institutions which are not involved in climate change.' Building leadership capacity of these women's organizations could take us on to the next level.

Also in agreement with Dr. Haque about vulnerability assessment, we see a clear indication of gender analysis not implemented into action points. This indicates that gender analysis was not done adequately in forming

the policies in the first place. Hence, it has to be done in a real, meaningful way to integrate gender issues.

**Ms. Christine Hunter** added two other points to the present conversation. According to her, a constant battle on gender equality has been going on for decades and there is still a long way ahead. She thinks everyone needs to have a new focus and learning from their present or previous strategies. There is a difference between where people focus, invest and how they get there. Several types of research have provided evidence of more room for transformation. From the neuroscience perspective, there is an indication of brain development and major learning plasticity happening before the age of 5 or even among adolescents. Adding lessons around this age and also during important life transitions, such as marriage or becoming first parents could be fruitful. If people can focus on these two major phases, they will be able to untangle the web of everything they are talking about.

**Dr. Saleemul Haque** amended his previous proposition and further added a few things. His main focus lies on the fact that the citizens of tomorrow have to be very different from the citizens of today. Changes can be brought about by empowering them and instilling modern thinking. He further agrees with Ms. Christine on being at a critical juncture both nationally and globally. According to him everyone needs to capture this and put in place the investors that enable this to happen. He also believes that if the world can focus on education, it could be used as a metaphor to bring about change in behavior as well as culture. The transformation will come about in the next generation.

**Ms. Ina Islam** accentuated a newspaper article which mentioned government guidelines for teaching in the Madrassas. After reading the article, she basically felt that there is a possible chance of engaging the government in influencing the learning of the children in the Madrassas in a more inclusive manner.

**Ms. Farah Kabir** emphasized one of the points made by Ms. Islam about Madrassas. She shared her experience at British Council that whenever the organization tried to work with the Madrassas, they found them to be open to English and Computer literacy because of its worldwide demand. She believes the topic of climate gives another opportunity to converse with them as well as other religious institutions.

**Ms. Jahan Ara Begum** spoke about the fact that one can start looking at the issue from its implementation points. There a lack of coordination in the Ministries and the Ministry of Women and Children Affairs has never been included in any climate change issues or decisions. She gave the example of the adolescent girls and boys scout program implemented by the Ministry of Women and Children Affairs. It was initiated around 6 years back and has been formed in all the upazilas with a wide reach. She believes focusing more on this kind of a program can be a way to get behavioral or cultural change. She also points out the big network for destitute women in our country. Their ministry not only provides training for these women, but also spends on programs for lactating mothers. However, the variety of programs that they cater to are all scattered and needs coordination.

**Ms. Begum** considers that in making women empowered, they should be provided with certain basic facilities. Providing hostel facilities can be a way to facilitate the job hunting process. If 64 hostels in all 64 districts are built, it will assist the ladies in finding a job and getting established.

**Dr. M. Asaduzzaman** regards mindset as a set of beliefs that is attuned with one or the other particular culture and changing this becomes immensely difficult. In his view, finding out the entry points with less resistance and the government or the parties making this their political philosophy or agenda could facilitate the process. But one has to try and make the situation better by including everyone in providing education and health services.

In agreement with Dr. Haque's remarks mentioned earlier, Dr. Asaduzzaman believes the climate is not mainstream in itself. So expecting gender mainstreaming in climate change is improper right now. If one looks at the 7<sup>th</sup> five-year plan agriculture chapter, there is barely any information regarding how agriculture is impacted by weather. If we can pinpoint the impact in these major issues, we can perhaps bring about changes in the other places as well.

He also mentioned the need to emphasize the substance and qualitative activities in the agencies. He exemplified the agency Soharto which deals with numerous kinds of women related activities. It has seen a lot of success in empowering both men and women in their field, even though there were numerous problems with the program.

Furthermore, he mentioned the improper distribution of land ownership among men and women. In his opinion, one has to think about the possible ways to change this in the future by looking into the legal aspects of the property ownership. In addition, there are different classes of women who have differences in perspectives and also the kinds of problem they face. We need to figure out the common and consistent issues that will bring about all classes of women together.

**Ms. Farah Kabir** thinks when talking about different classes of women, one can generalize them by the common factor of property ownership and division. It does not matter which class a woman belongs to; the property distribution is unequal for most of the women. In Bangladesh, about 2.5% of the property is owned by women and in India there are about 200 million women who are landless even though equal right is mentioned in its constitution.

She further adds that another common ground is violence against women, which can be both physical as well as mental. The difference lies in the level of coping mechanisms among different classes of women. She believes violence against women could be one possible ground where women could be brought together.

Adding to the point of ownership of productive resources, Ms. Christine Hunter mentioned that global indicators portray that more property owned by women leads to the country's enhancement and that it's one of the things that are consistent across countries. In terms of changes and

opportunities, if violence against women goes down the other things will improve automatically.

According to **Ms. Hunter**, one of the areas we can learn about women and violence is how different households are headed. There are increasing number of households in climate affected areas that are de facto female headed. As the economic opportunities outside are great, men travel outside for work opportunities whereas women look after agriculture and other household responsibilities. She believes that this is one opportunity to treat women as household heads and what that might mean has not been looked into thoroughly.

According to **Dr. Rafiqul Huda Chaudhury**, UN (United Nations) has come up with the definition of household heads. Data sets made available by The International Centre for Diarrheal Disease Research, Bangladesh (ICDDR, B) show how men have migrated from the rural areas for job opportunities. This has both constructive as well as adverse consequences. The earnings men remit; women make use of that money to further educate their children. Findings suggest that infant and child mortality have reduced in these households to a great extent.

Moreover, **Dr. Chaudhury** stated that discussion about various issues requires the analysis of the entry points at first. He emphasized more our future generation and suggested that education could be one such way in which gender-related issues can be addressed. The differences between gender and sex have to be taught. He further clarified that by gender he meant both men and women and their relationship that is governed by the socialization process. He mentioned that, in terms of education, most of



the children aged 6 to 10 go to school. This may fulfill the Millennium Development Goal (MDG) but the quality of education is not ensured. To make sure the quality of education, there is a need for change in the orientation of boys' attitude towards girls. The teachers could also be trained in accordance with gender views and practices. If these changes are made and the curriculum is revised, it will assist in tackling gender related issues.

In addition, **Ms. Dilruba Haider** highlighted the fact that gender and climate cannot be distinguished exclusively from each other. Moreover, she mentioned the vanilla bean incident. There was an agricultural program in “Uganda” by USAID to support women by producing vanilla bean. In the 80's Uganda identified vanilla bean as a cash crop. They did all the technical research and trained the farmers in vanilla production. Initially the production was good but as time progressed it went downhill.

**Ms. Christine Hunter** further contends that USAID conducted all the technical research to find out the reasons for failure of the program but couldn't find one. In desperation, they asked the Women's Studies Department at Kampala University to look into the matter. The reason found for its failure was that the whole task was being completely unmanageable for women. Men were getting the money, headed the market, planted the crops and harvested it, while women were conducting a large bulk of the work in the middle. As the in-between work was very high labor intensive, they couldn't look after their family and was crushed in the vanilla plants. So they started pruning the plants to make it manageable.

Furthermore, **Ms. Dilruba Haider** emphasized that, unless it is understood how men and women operate and manage their lives, accommodation of the larger issues cannot be done.

Lastly, **Dr. Rafiqul Huda Chaudhury** concluded the session on ‘Mainstreaming Gender in International and National Climate Change Policy and Program,’ by mentioning that such a workshop on this topic is the first of its kind at East West University. Besides, he thanked everyone present in the session for their immense support and participation. Finally, he wrapped the session up with remarks of arranging similar sessions in the near future.

### **3.0 Emerging Thematic Issues**

Four thematic issues emerged from the roundtable discussion. These are: (1) Gender concerns, (2) Policy Concerns, (3) Institutional Concerns and (4) Future Direction.

#### ***3.1 Gender concerns***

- Higher levels of poverty, lack of ownership or control over assets and exclusion from decision-making process make women more vulnerable to climate change. The realities of women’s lives are predominantly overlooked in disaster risk reduction and climate change adaptation. Inherent prevalent gender inequalities and power differences limit women’s ability to respond and adapt to disaster. It is through the process of socialization that patriarchal mindset works and makes women second-class citizens and vulnerable to climate change and disaster management.

- Policy makers and stakeholders must acknowledge that women are diverse and vulnerability to climate change depends on their social status, wealth and level of education.
- Encouraging growth in economic participation of females has resulted in strong debate as to why household is not part of the GDP. Including women's household chores part of GDP will help mainstream gender.

### *3.2 Policy concerns*

- The existing acts and policies, which ensure women's protection from climate change, will fail due to differences in the interpretation of policies and hindrances from patriarchal mindset. National Plan for Disaster Management (2010-2015) failed to incorporate gender analysis.
- Government of Bangladesh gives high priority to finding solutions to climate change through a gender approach. However, gender impacts of these challenges are hardly known or assessed. Despite Ministries having a gender sensitive budget, there is much skepticism regarding the role Ministry of Women and Children Affairs' can play.
- Major gaps in terms of actualizing policies at the national level as they fail to address gender equality aspects as well as the significance of empowering women in the Disaster Risk Reduction actions in Bangladesh. 13 October 2016
- Gender gaps in policy planning and budget must be recognized. Sustainable Development Goals (SDGs) and the Paris Agreement

agendas are not going to be achievable if they fail to address gender inequalities in relation to climate change. Patriarchy and politics both in national and international policy level ignore gender in relation to climate change.

### *3.3 Institutional concerns*

- Lack of inter-ministerial coordination in relation to gender and climate change has an impact on the roles of other development partners in Bangladesh. That is to say, concerned ministries are needed to work together along with development partners regarding gender and climate change.

### *3.4 Future Directions*

- It is vital that Government should take initiative by investing in research and find alternative management practices to help vulnerable women adapt to climate related disasters. Very little research has been conducted not only to understand the impact of climate change induced disaster but also in relation to gender.
- Intervention could be brought about by involving youth clubs, sports groups and cultural groups. Madarassas and other religious institutions could be taken into consideration in the discussions or decision making process for climate change.
- Youth particularly girls should be one of the key target populations to build awareness as a potential vulnerable group of climate change and disaster management.

- Allocation of adequate budget for research regarding gender and climate change to get a proper understanding of the reality particularly in relation to women.
- Building leadership capacity for women's organizations can bring substantial qualitative change.
- If teachers are trained and curriculum is revised in accordance with gender views, it will assist in dealing with gender related issues appropriately.
- At the national level, The Comprehensive Disaster Management Program (CDMP) Phase II (2010-2014) and National Plan for Disaster Management (2010-2015) failed to incorporate gender analysis. The National Adaptation Program of Action (NAPA) needs to be reviewed, as it should demonstrate gender sensitivity and link with the development.
- Gender equality and women's empowerment need to be ensured through social protection programs established for women vulnerable to climate change.

#### **4.0 Emerging Issues of Workshop**

- Encouraging growth in economic participation of females has resulted in a strong debate as to why we should incorporate household work in the contribution of GDP which makes gender mainstreaming an important issue.

Inhabitants of mother earth are expected to look after it. Caring for the environment may not unnecessarily slow down the pace of development because it is no less important than looking after the environment.

- It is vital that we understand the link between gender inequality and climate change to do gender mainstreaming.
  - Bangladesh being one of the world leaders in disaster management will find it difficult to manage future disasters such as severe cyclonic storm Ayla in 2009 as they will be unpredictable due to climate change.
  - Inherent prevalent gender inequalities and power differences limit women's ability to respond and adapt to disaster. The realities of women's lives are predominantly overlooked in disaster risk reduction and climate change adaptation.
  - In Bangladesh gender receives only about 40 percent of the Intended Nationally Determined Contributions (INDCs). Government of Bangladesh fails to move beyond the attitude of women as victims of climate change, indicating that gender is not well integrated into the climate change policy.
  - Perpetrators' mind set should be changed to reduce or minimize the violence against women, as it is a concern of perpetrators to get impunity from justice.
  - It is through the process of socialization that patriarchal mindset works and treats women as second-class citizens.
  - The existing acts and policies, which ensure women's protection from climate change, will fail due to differences in the interpretation of policies and hindrances from patriarchal mindset.
- It is of utmost importance to devise gender sensitive climate policies based on the realities of men and women's needs as climate change impacts them differently.

- Sustainable Development Goals (SDGs) are not going to be achievable if we fail to address gender inequalities. COP21 support the need to reshape our understanding of the terms sustainability and prosperity.
- The Comprehensive Disaster Management Program (CDMP) Phase II (2010-2014) did not take into account gender or economic capacity of the users in the selection of beneficiaries.
- National Plan for Disaster Management (2010-2015) failed to incorporate gender analysis.
- Inter-ministerial coordination is also missing.
- Development partners are lagging behind for women and climate change because of the lack of communication.
- Government of Bangladesh gives high priority to finding solutions to climate change through a gender approach. However, gender impacts of these challenges are hardly known or assessed.
- Policy makers and stakeholders must acknowledge that women by themselves are a diverse group and vulnerability to climate change depends on their social status, wealth and level of education.
- Despite ministries having a gender sensitive budget, there is much skepticism regarding the role Ministry of Women and Children Affairs can play.
- Lack of research conducted to understand the impact of climate change induced disaster.
- Major gaps in terms of actualizing policies at the national level as they fail to address gender equality aspects as well as the significance of empowering women in the Disaster Risk Reduction actions in Bangladesh.

## 5.0 Emerging Issues of Roundtable Discussion

- Instead of analyzing the vulnerability of climate change and gender, the focus today should be on mainstreaming the issue into policies and planning.
- Empowering women and girls will assist in tackling climate change.
- Madrassas and other religious institutions could be accommodated in the discussions or decision making process for climate change.
- Implementing of programs in an effective manner, ensuring mindset change and engaging the Ministry can facilitate transformation.
- There is a clear indication of gender analysis not being implemented into action points. There is also a lack of coordination in the Ministries and the programs being executed are mostly scattered. If the government can make such agendas or political philosophy access in sectors become easier
- Information about implementation and successes from different countries can be provided as examples.
- Intervention could be brought about by involving youth clubs, sports groups and cultural groups.
- Building leadership capacity of women's organizations can bring substantial and qualitative change.
- All classes of women can be grouped together by the common and consistent issues they often face. Improper ownership of land and violence is such common factors. If violence against women goes down, the other parameters will automatically advance.



- In terms of ownership of productive resources, the improper distribution of land among men and women is a hindrance to development.
- The strategies to overcome the challenges should be by understanding how men and women operate and manage their lives. The current practice and structures that hold inequalities in place are created by women and men through socialization.
- If teachers are trained and a curriculum is revised in accordance with gender views, it will assist in tackling gender related issues.

***Appendices***  
***Appendix A***  
***Program Schedule***  
***Date: 28 March 2016***

***Session: 1***

***Opening - 9.00 am***

|  |  |          |
|--|--|----------|
| <b><i>Welcome Address</i></b>          | Professor Muhammed Shahriar Haque<br>Executive Director, EWUCRT  | 09:30 am |
| <b><i>Speech by Special Guest</i></b>  | Dr. Mohammed Farashuddin<br>Chairperson, Board of Trustees<br>&<br>Founder Vice Chancellor<br>East West University | 9.35 am  |
| <b><i>Speech by Chief Guest</i></b>    | Ms. Christine Hunter<br>Country Representative<br>UN Women, Bangladesh   | 9.40 am  |
| <b><i>Speech by Guest of Honor</i></b> | Professor M. M. Shahidul Hassan<br>Vice Chancellor, East West University   | 9: 50 am |
| <b><i>Keynote Speech by</i></b>        | 1. Ms. Farah Kabir<br>Director<br>Action Aid, Bangladesh   | 9: 55 am |
|  | 2. Ms. Dilruba Haider<br>Coordinator<br>Gender and Climate Change, UN Women  | 10.15 am |
| <b><i>Concluding Remarks by</i></b>    | Dr. Rafiqul Huda Chaudhury<br>Chairperson<br>East West University Center for Research and<br>Training (EWUCRT)     |          |
| <b><i>Vote of Thanks by</i></b>        | Dr. Sardana Islam<br>Deputy Executive Director, EWUCRT   | 10:20am  |

***Session: 2***

***Round Table Discussion*** 10.30 a.m. - 01.30 p.m

## *Appendix B*

### *Participant List*

#### *External Participants*

|   |  |
|---|--|
| 1. Ms. Christine Hunter<br>Country Representative<br>UN Women, Bangladesh                               | 5. Ms. Ina Isam<br>Deputy Director<br>International Center for Climate<br>Change and Development (ICCCAD)                                  |
| 2. Ms. Farah Kabir<br>Country Representative<br>Action Aid  | 6. Mr. Atiq Rahman<br>Bangladesh Centre for Advanced<br>Studies  |
| 3. Ms. Dilruba Haider<br>Coordinator<br>Gender and Climate Change, UN Women                             | 7. Ms. Jahan Ara Begum<br>Joint Secretary<br>Ministry of Women and Children Affair<br>Government of the People’s Republic<br>of Bangladesh |
| 4. Mr. Saleemul Haque<br>Founder<br>International Center for Climate Change<br>and Development (ICCCAD) | 8. Dr. Asaduzzaman<br>Professorial Fellow<br>Bangladesh Institute of Development<br>Studies(BIDS)  |

#### *Internal Participants*

|  |  |
|--|--|
| 1. Dr. Mohammed Farashuddin<br>Chairperson, Board of Trustees<br>East West University                    | 11. Dr. Lutfun Nahar<br>Associate Professor<br>Department of Social Relations<br>East West University  |
| 2. Dr. Rafiqul Huda Chaudhury<br>Chairperson<br>East West University Center for<br>Research and Training | 12. Dr. Fouzia Mannan<br>Associate Professor<br>Department of Social Relations<br>East West University |
| 3. Professor M. M. Shahidul Hassan, PhD<br>Vice Chancellor<br>East West University                       | 13. Dr. Md. Mohiuddin Kabir<br>Assistant Professor<br>Department of Genetic Engineering                |

|   |  |
|---|--|
|   | and Biotechnology (GEB)<br>East West University  |
| 4. Dr. Muhammed Shahriar Haque<br>Professor<br>Department of English<br>East West University                                    | 14. Ms. Touhida Tasnima<br>Assistant Professor<br>Department of Social Relations<br>East West University   |
| 5. Dr. Bijoy P. Barua<br>Professor<br>Department of Social Relations<br>East West University                                    | 15. Dr. Marzia Zaman Sultana<br>Senior Lecturer<br>Department of Social Relations<br>East West University  |
| 6. Dr. Md. Mozammel Huq Azad Khan<br>Professor<br>Department of Computer Science<br>& Engineering (CSE)<br>East West University | 16. Ms. Sharmin Akther<br>Senior Lecturer<br>Department of Business Administration<br>East West University |
| 7. Dr. Tanbir Ahmed Chowdhury<br>Professor<br>Department of Business Administration<br>East West University                     | 17. Ms. Rubayat Kabir<br>Lecturer<br>Department of Social Relations<br>East West University                |
| 8. Dr. Basanta Kumar Barmon<br>Associate Professor<br>Department of Economics<br>East West University                           | 18. Ms. Ruhun Wasata<br>Lecturer<br>Department of Social Relations<br>East West University                 |
| 9. Dr. Anup Chowdhury<br>Associate Professor<br>Department of Business Administration<br>East West University                   | 19. Mr. Shahriar Khandaker<br>Lecturer<br>Department of Social Relations<br>East West University           |
| 10. Dr. Sardana Islam Khan<br>Associate Professor<br>Department of Business Administration<br>East West University              | 20. Md. Sanaul Haque Mondal<br>Lecturer<br>Department of Social Relations<br>East West University          |

## Appendix C


### Mainstreaming Gender in International and National Climate Change Policy and Programme

Presented by Farah Kabir, Country Director, Action Aid Bangladesh


|  |  |
|--|--|
| <br> <p><b>Farah Kabir</b><br/>Country Director, ActionAid Bangladesh (AAB)</p>            |  <p><b>B</b>ig challenge is <b>addressing the structural causes of gender inequality</b></p> <p><b>G</b>ender mainstreaming is to design women-focused policies and programme</p> <p><b>W</b>omen are supported and empowered to take action on their own behalf.</p>   |
|  <p>Post 2015 development Framework with promise to <b>‘Leave No One Behind’</b>.</p>  |  <ul style="list-style-type: none"><li>• Gender is not well integrated into CC policy</li><li>• Gender receives attention in about <b>40%</b> of the INDCs submitted ahead of <b>COP21</b>, none of them from the industrialized countries</li><li>• The agreement fails to move beyond the attitude of women as victims of CC in need of capacity building . Women can be important <b>agents of change and innovators.</b></li><li>• Stronger steps need to be taken for real gender equality in climate policies ( <b>Research, Monitoring and Evaluation</b>)</li></ul> |

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**Post 2015 and BANGLADESH**




**Middle Income country by 2013**



**The per capita income: \$1,190 to \$1,3144**

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**Yet Bangladesh fares poorly**



**Scoring 2<sup>nd</sup> lowest in South Asia on Women's Resilience Index (WRI), and is the**

**1<sup>st</sup> No VAW WRI** of the 10 most vulnerable countries, with or low access of women to local governance. is a concern as impunity protects perpetrators. shows the ratio of disaster deaths is M:F = 1:4

**act:onaid**

**National initiatives against CC**

**Government policies:**


- 2005 > National Adaptation Programme of Action
- 2008 > National Policy for Women's Advancement
- 2009 > National Sustainable Development Strategy
- 2009 > Bangladesh Climate Change Strategy and Action Plan
- 2011 > National Women Development policy
- 2010-15 > National Plan for Disaster Management
- 2010-21 > Perspective Plan of Bangladesh
- 2012 > Disaster Management Act
- 2013 > Climate Change and Gender Action Plan
- 2015 > 7<sup>th</sup> Five Years Plan

**Other sectors:**

- > INGOs and NGOs with community-based adaptation
- > National Alliance for Risk Reduction and Response Initiatives
- > Research and knowledge generation and sharing

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**BANGLADESH Experience**



**CCGAP aim to ensure gender equality into climate change related policies, strategies and interventions.**


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**How effective?**

| Policy/Plans                       | Gender relevance  |
|------------------------------------|---|
| <b>NAPA, 2005</b>                  | Sectoral approach to gender at an ideal level.  |
| <b>BCCSAP, 2009</b>                | Includes gender in the policies of food security, health etc.<br><br>Women as a victims, No recognition on her capacities in responding to CC |
| <b>National Water Policy, 1999</b> | Gender equity, women's participation in water mgt, attend needs of women etc. are mentioned but not practised.                                |

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**Mind the gaps**



- Absence of timely inter-Ministry coordination
- **Weak governance and dearth of resources**
- **Inadequate safety-net for women in disaster/CC**
- **Difficulty in implementing PRSP strategies in disaster**
- Acts/Policies ensuring women's protection from CC/DRR fail at implementation due to difference in the interpretation of Policies and hindrance from patriarchal mindset.

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**What's not encouraging?**

**National level:**

- Policies does not incorporate research findings on gender and CC
- NAPA failed to demonstrate gender segregated lens in development. So did BCCSAP.
- Development partners lagging behind on women and CC.

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**So What to do?**

- Recognize the value of women contribution in community based adaptation and mitigation where relevant
- **Recognize gender gaps in policy, planning and budget**
- Ensure social protection programmes are established for women vulnerable to CC
- **Ensure greater coordination for developing and implementing gender sensitive budget and plans**
- Establish effective implementation and monitoring mechanism

**act:onaid**

Thank you!





[farah.kabir@actionaid.org](mailto:farah.kabir@actionaid.org)

## Appendix D

# Gender Mainstreaming in Climate Change Policies & Programs at National and International Level

Presented by Dilruba Haider, Coordinator, Gender and Climate Change,  
UN Women

|  |   |
|--|---|
|  <p><b>Gender Mainstreaming in Climate Change Policies &amp; Programs at national and International Level</b></p> <p>DILRUBA HAIDER<br/>UN WOMEN<br/>28 MARCH 2016</p>   | <h3>Content</h3> <ul style="list-style-type: none"><li>▶ CC and disaster scenario</li><li>▶ Why is gender mainstreaming important</li><li>▶ Gender aspects included in national and international policies and strategies</li></ul>   |
| <h3>Background</h3> <ul style="list-style-type: none"><li>▶ Climate change is a global phenomenon</li><li>▶ Changing the human lives, the environment, air and water and ecological aspects mostly for the worse.</li><li>▶ Disasters frequency with intensity increased. SLR threatening human habitation.</li><li>▶ Food security and fresh water crisis are visible crisis.</li><li>▶ Also disrupting socio-political scenarios (e.g. refugee crisis in Europe and Syrian crisis)</li><li>▶ IPCC reports Bangladesh to be one of the most vulnerable countries.</li></ul> | <h3>Background...</h3> <ul style="list-style-type: none"><li>▶ Topography: (GBM basin), active delta (with erosion and accretion) and large poor population living in highly disaster prone areas.</li><li>▶ Climate change worsens scenario: erratic and lingering monsoon/ SLR/ storm surge/ Agriculture still climate dependent/ South west experiencing decline in freshwater with saline water getting more and more inland</li><li>▶ BD one of the world leaders in DM, would find it difficult to manage future disasters which would be unpredictable due to CC. e.g. Aila (by 2030, the sea level is estimated to rise 14 cm).</li><li>▶ Limited access to land and lack of jobs forcing people to move to urban centres leading to huge need for urban disaster management, where BD is not yet adept enough ; also giving rise to FHHS</li></ul> |



### Why is Gender Mainstreaming important?

- ▶ Climate change is not gender neutral, it affects women and men differently, women being disproportionately affected.
- ▶ Prevalent gender inequalities and power differences limit women's ability to respond and adapt to disasters and climate change impacts. Gender inequality is the most original problem of human development, which has manifested in human societies at different times in different forms and scale affecting every domain of society.
- ▶ In Bangladesh women are raised without adequate education with less or no confidence, not allowed to take any decision even for themselves, and that they need protection within the four walls of the households needing very limited mobility, have no access or control over productive resources.

### Why is Gender Mainstreaming important?...

- ▶ Women are in charge of small household goods, e.g. utensils, small assets like chickens and ducks, while men own the bigger resources and take decisions on those, e.g. house, land, cow, etc which help cope with environmental shocks.
- ▶ Inherent discrimination plays out in women and girl's nutritional status: intra-household food distribution, or use of safe water, where women are discriminated against. Lack of safe water strain means they spend long hours to collect fresh water thus suffering from time poverty, while lack of fresh water means stress with their reproductive and care-giving roles of women.

### Why is Gender Mainstreaming important?...

- ▶ Studies show that women and children are 14 times more likely to die or be injured in a disaster than men. This is related to status of women in the society: in Myanmar 61% of the dead in cyclone Nargis in 2008 were women; while in 1991 cyclone in Bangladesh a report suggests that 90% of the 138000 killed were women (Aguilar 2004)
- ▶ During times of disasters, it is often women's different needs and requirements that fail to be met, including safe latrine facilities, private bathing facilities with safe and clean water and sufficient sanitary supplies during relief efforts (Ahora 2011)
- ▶ Violence and social isolation increase women's vulnerability. During disasters women and girls frequently suffer intimidation, violence and sexual harassment. Nasreen (2008): approximately 72 percent of women were subject to more violence during disasters
- ▶ Women's reproductive work is never accounted for, and under paid for productive work
- ▶ Early marriage, trafficking

### Why is Gender Mainstreaming important?...

- ▶ Realities of women's lives are seldom addressed in CCA/DRR/HAs. Gendered stereotypes and inequality is perpetuated instead
- ▶ Women are always characterised as the most vulnerable group, needing protection, overlooking the rights based approach- equal rights holders/ equal citizens

### Gender in Climate Change Policies and Strategies

- ▶ Paris Agreement, COP 21
- ▶ Sendai Framework for Disaster Risk Reduction 2015-2030
- ▶ 'Making Disaster Risk Reduction Gender-Sensitive' (2009)
- ▶ resolution 58/2 of the CSW, 2014
- ▶ Gender Climate Change, Disaster Risk Reduction and Recovery Strategy- Asia Pacific 2015-2018
- ▶ Bangladesh Climate Change Strategy and Action Plan
- ▶ National Plan for Disaster Management, 2010-2015
- ▶ ccGAP, 2013

## *Appendix E*

# **Mainstreaming Gender in International and National Climate Change Policy and Programme**

By  
**Farah Kabir**, Country Director, Action Aid Bangladesh

### **Gender and Climate Change:**

Climate change is a reality, and poses a serious long term threat to society and to the environment. Much has been written on the negative effects of climate change in developing countries. Numerous studies back up the argument that both issues are closely intertwined: “countries that tend most vulnerable to the effects of climate change to be poorer with a wider gender gap. In contrast, countries that rank high in environmental performance and gender equality are among the richest nations of the world”<sup>1</sup>

#### **AA Gender Equality Policy:**

**Gender equality** is a basic human right for all women and men, and it refers to equality between the two sexes. *“Gender equality refers to equal rights, responsibilities and opportunities for women and men, girls and boys...Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity among different groups of women and men.”*

Women and men are differently vulnerable to climate change due to their social and biological structure. Due to patriarchy worldwide, policies are mostly blind towards women’s needs. Hence, the discourse on gender focuses mostly on bringing women’s voice at the front to ensure gender equity at process level and equality at outcome level. The objective of this paper is to look at the Post 2015 Arrangements for a climate change

<sup>1</sup>Kevin Samy, 2011, Women and climate change: an opportunity to address gender inequality, Yale Journal of International Affairs

and gender equality point of view, particularly on how the policies are enabling ‘gender equality’ taking common but differentiated responsibilities, and equity, justice and fairness as principles.

Women make up 70% of the world’s poor who are often the most vulnerable to climate change<sup>2</sup>. They are often denied of their basic rights due to discriminatory social practices and gender blind policies. Impacts of climate change effects life and livelihood diverse work responsibilities that may augment their exposure to climate hazards, and less access or rights to financial and production resources, information and services that may help them to cope with impacts-and the gaps in policies, development agendas that left them in vulnerable conditions.

Primarily, these are the reasons slowing the progress on achieving gender equality overall. Adding climate change scenario makes it even more difficult as the women living in poverty are taking the extra burden every day. In order to address the problem, over the last 15 years (MDGs in 2000), progress has been made at the policy level as well as implementation. However, many have seen the progress yet to be gender sensitive as women’s role remains limited to participation level only.

There is much evidence on how men and women can act as active agents of change with different capacities in responding to climate change. In particular, women are playing a significant role in disaster preparedness and humanitarian response. However, women are seldom involved in

<sup>2</sup>Oxfam International. (December 2009) Women and Climate Change. Climate Change and media brief. [https://www.oxfam.org/sites/www.oxfam.org/files/gender\\_copenhagen\\_media\\_briefing\\_oxfam\\_international.pdf](https://www.oxfam.org/sites/www.oxfam.org/files/gender_copenhagen_media_briefing_oxfam_international.pdf)

decision-making processes in planning to reduce climate induced loss and damage. As a result, their concerns are less likely to be addressed in the relevant policies. “Exclusion of women, especially from the grassroots in the decision-making process is a factor that significantly contributes to their vulnerability. Women’s ability to influence decision-makers are the only way to increase accountability and responsiveness to women and their communities. It is also critical for mainstreaming and scaling up, grassroots-led practices through collaborative effort. Women can and have led the preparedness and response to emergencies in today’s world-backtracking from it is not an option”<sup>3</sup>

Policy responses at the international and national level did not echo the reality of women properly. Moreover, over twenty years ‘Gender’ related discussion was absent from the high profile UNFCCC process. Since 2001 with a provision of gender and representation in the Marrakech decision, the Conference of the Parties has been slowly taking action towards the goal of gender equality; the Conference of the Parties has been slowly taking action towards the goal of gender equality. Decision 36/CP.7 - improving the participation of women in the representation of the Parties in bodies established under the Convention or the Kyoto Protocol urged ‘Parties to take the measures necessary to enable women to participate fully in all levels of decision making relevant to climate change’ and invited Parties to give active consideration to the nomination of women for elective posts in any body established under the Convention or the Kyoto Protocol. Since then a

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<sup>3</sup>Women-Led Emergency Response, 2013, Action Aid Bangladesh

number of COP decisions have built on the initial early decision (including, for example, decisions 1/ CP.16, 6/CP.16, 7/CP.16, 2/CP.17, 3/CP.17, 5/CP.17, 6/ CP.17, 12/CP.17 and 13/CP.17) culminating in Decision 23/CP.18.

The UNFCCC COP 16 held in Cancun, Mexico in November/December 2010 under the Presidency of the Government of Mexico, marked a paradigm shift in our understanding of the value of gender mainstreaming in climate change efforts and initiatives and should henceforth be built upon. COP 18 in Doha, Qatar, 2012- is defined as the ‘Gender COP’, with the first ever ‘Gender Day’ raising awareness of the millions of men and women who struggle to overcome the challenges of climate change every day. The parties agreed on Decision 23/CP.18 This decision adopts the goal of gender balance and to ensure that ‘gender and climate change’ will be a standing item on the agenda at future COPs. This decision marks an important step forward in advancing gender-sensitive climate policy by ensuring that women’s voices are represented in the global discussion on climate change. It does this, for example, by setting a goal of gender balance in the bodies of the Convention and the Protocol and by inviting Parties to strive for gender balance in their delegations. At COP 19 Significant steps were taken towards the meaningful implementation of the COP18 Gender Decision. And at COP 20 in Lima, Peru, 2014, failed to move substantially forward towards the ultimate goal of agreeing on a plan to avert climate catastrophe, although in the final hours it agreed to an outcome in order to keep work moving towards Paris next year. Hence, ‘Lima Work Program on Gender’, establishes a two-year plan that includes a review of gender mandate implementation,

training on gender-responsive climate policy, guidelines for implementing gender considerations in climate change activities, and the appointment of a gender focal point within the UNFCCC Secretariat. Representatives from several countries championed the inclusion of women's and human rights in various parts of the Lima and Paris texts.

Gender mainstreaming is a more successful way of addressing gender inequality, in practice it risks reducing attention to women unless changes occur in departmental cultures and gender mainstreaming accountability measures are introduced at international and national levels. Hence, “Gender mainstreaming is essential in ensuring that not only climate policies and programs are comprehensive, but so too are women-focused policies designed to ensure that women are supported and empowered to take action on their own behalf.”<sup>4</sup> Positive side of this post 2015 agendas are that its emphasis on research issues more than a previous era. So, we should consider scientific research on gender to mainstreaming it in policy and programme. However, more work will be needed to ensure policy makers get it — and more still to make sure they take action to improve women's lives in a climate-changed world.

## **Gender in Post-2015 International development Agendas/Framework/ Agreements/ Policy Instruments:**

In 2015, world has adopted the Post 2015 Framework with promises to ‘Leave No One Behind’. This section will briefly evaluate how women

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<sup>4</sup>Alston.M, Women's Studies International Forum, Volume 47, Part B, November–December 2014, Pages 287–294. Special Issue on Gender, Mobility and Social Change

and their roles are seen in the agreements mostly the Sendai Framework for DRR, SDGs and COP21 outcome.

Therefore, this study aims to light touch review of three high profile international policy/ agreements/ frameworks (i.e. Sendai Framework for Disaster Risk Reduction (SFDRR) -2015 and Sustainable Development Goals (SDGs) -2015 through the lens of gender to explore how is gender incorporated in international and national climate change policies and strategies?, Do these policies incorporate research findings on gender and climate change? And to identify gaps and suggest recommendation bridge these gaps to inform policies on climate change so that they reflect a more nuanced understanding of the link between gender and climate changes.

### **Sendai Framework for Disaster Risk Reduction 2015-2030:**

In March 2015, representatives from 187 countries adopted the ‘Sendai Framework for Disaster Risk Reduction 2015-2030’ (SFDRR), making it the first major agreement with the post-2015 development agenda during the Third UN World Conference on Disaster Risk Reduction (WCDRR) held in Sendai, Japan in March 2015.

With an overarching intended outcome of “The substantial reduction of disaster risk and losses in lives, livelihoods, and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries”, the framework aims to “Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and

institutional measures that prevent and reduce hazards exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience”.

Sendai Framework emphasized that “women and their participation are critical to effectively managing disaster risk and designing, researching and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as build their capacity for alternate livelihood means in post-disaster situations.”

To note that UNISDR adopted a Gender Policy in 2011 for gender mainstreaming in DRR to provide guidance to stakeholders and to promote gender equality and the empowerment of women internally. To support governments and partners efforts on promoting gender in DRR, UNISDR developed a Twenty-Point Checklist on Gender-Sensitive DRR.

### **Paris Agreement/ COP21 (from 2020)**

The Paris Agreement is an agreement within the framework of the United Nations Framework Convention on Climate Change (UNFCCC) governing greenhouse gas emissions mitigation, adaptation and finance since 2020. Gender responsive climate change policy and action for post 2020 has been considered, however, gender considerations in provisions that crystallise decisions in all the thematic areas of the global climate response: mitigation, adaptation, loss and damage, finance, technology development and transfer, capacity building and transparency of action and support should be taken with the highest



priority. However, the Parties to the Convention must do more than focus on increasing women's participation in decision-making, and commit to gender equality as a guiding principle of post-2020 climate policy and action. Stronger steps need to be taken for real gender parity in climate policies, including strong monitoring and evaluation of the process. Additionally, it is important to improve monitoring of gender-specific data and introduce accountability for gender-specific targets.

In the Paris agreement, the use of “gender-responsive” has been seen as a big step forward, though, the agreement fails to recognise women's existing capacity and skills. Rather, women are seen as victims of climate change in need of capacity building.

Moreover, they should be accountable for at least 50% of the 160 parts of the COP21 made gender references in their Intended National Determined Contributions (INDCs) –whom were from the industrialized countries.

If we look at a section of the draft agreement's article on ‘Adaptation’, for example:

***Article 7/ Adaptation***      *5. Parties acknowledge that adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities, and ecosystems, and should be based on and guided by the best available science and, as appropriate, traditional knowledge, knowledge of indigenous peoples and local knowledge systems, with a view to integrating adaptation*

*into relevant socioeconomic and environmental policies and actions, where appropriate*

**Article 11/Adaptation2.** *Capacity-building should be country-driven, based on and responsive to national needs, and foster country ownership of Parties, in particular, for developing country Parties, including at the national, sub-national and local levels. Capacity-building should be guided by lessons learned, including those from capacity-building activities under the Convention, and should be an effective, iterative process that is participatory, cross-cutting and gender-responsive*

**Draft decision -/CP.21 are:**

Acknowledging that climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, United Nations FCCC/CP/2015/L.9 Distr.: Limited 12 December 2015 Original: English FCCC/CP/2015/L.9 2 local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender

equality, empowerment of women and inter-generational equity.

### **FACILITATING IMPLEMENTATION AND COMPLIANCE (page 14)**

103. Decides that the committee referred to in Article 15, paragraph 2, of the Agreement shall consist of 12 members with recognized competence in relevant scientific, technical, socioeconomic or legal fields, to be elected by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement on the basis of equitable geographical representation, with two members each from the five regional groups of the United Nations and one member each from the small island developing States and the least developed countries, while taking into account the goal of gender balance;

These are undeniably important guiding principles. The paragraphs are also exceptionally vague.

Nevertheless, it is necessary to increase women's participation in the negotiation and achieving balanced representation of women and men from developing country and developed country to ensure the formulation of a climate policy that would be gender sensitive as well as gender responsive. It will help to bring a greater variety of views and more representative perspectives of society, and facilitate the adaptation of a climate policy that addresses people's diverse interests and priorities more comprehensive.

## **Sustainable Development Goals**

The Sustainable Development Goals (SDGs), officially known as transforming our world: the 2030 Agenda for Sustainable Development are an intergovernmental set of aspiration 17 Goals with 169 targets. The Goals are contained in paragraph 54 United Nations Resolution A/RES/70/1 of 25 September 2015. The Resolution is a broader intergovernmental agreement that, while acting as the Post 2015 Development Agenda (successor to the Millennium Development Goals), builds on the Principles agreed upon under Resolution A/RES/66/288, popularly known as The Future We Want.

Women have a critical role to play in all of the SDGs, with many targets specifically recognizing women's equality and empowerment as both the objective, and as part of the solution. Goal 5 is known as the stand-alone gender goal because it is dedicated to achieving these ends.

However, there are some progresses in achieving women empowerment, e.g. regarding women and education- however much more is needed to dismantle the more resilient structures of inequality in the market place and the political sphere. The key lesson from MDGs is the broader challenge is addressing the structural causes of gender inequality is that technocrats can only go so far when the problems to be tackled are symptoms of deeply entrenched, often hidden structures of power. We need to pay more attention to the substance of the changes we want to see, not just their form, to the quality of the solutions we achieve, not just their quantity, and we need to pay more attention to the process by which we achieve our goals, to questions of participation, inclusion and

accountability, because this is how we can achieve substance, quality and structural transformation.”<sup>5</sup>

“For feminists, the SDG agenda has been described as a bitter sweet victory. It incorporates the two-track strategy that feminists fought hard for: a stand-alone goal of gender equality, women’s empowerment and women’s rights (under threat by those who wanted it subsumed under ‘social inequalities’ more generally), and integration of gender equality concerns in other key goals. But it is a watered-down version of feminist demands since the rights perspective is largely missing. What’s the goal does incorporate are some of the key issues that feminists have sought recognition for: the unfair gender division of unpaid productive and reproductive activity that curtails women’s ability to participate in the public sphere of market and political; violence against women and girls, the issue that appears to have the support of feminist organisations across the world; and reproductive and sexual health and reproductive rights. The odd phrasing of the third issue reflects the fact that yet again, we have failed to get sufficiently strong international support for sexual rights, thus failing all those who are oppressed by repressive forms of sexuality – not only the LGBTI community but also many heterosexual men and women. The other bitter aspect of the SDGs is the unwavering commitment to economic growth and the private sector to generate the resources necessary to translate these goals into concrete outcomes, rather than seeking redistribution of gross global and national inequalities

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<sup>5</sup> (NailaKabeer October,2015**Gender equality, the MDGs and the SDGs: Achievements, lessons and concerns**) <http://www.theigc.org/blog/gender-equality-the-mdgs-and-the-sdgs-achievements-lessons-and-concerns/>

in wealth and income. This makes a mockery of the commitment to the reduction of inequality and means that the agenda has been largely left to the vagaries of the market place and the whims of unaccountable global corporations.”<sup>6</sup>

## Bangladesh Scenario:

Bangladesh has number of Acts, plans and policies on disaster management and was the first to formulate a Climate Change Strategy and Action Plan in 2009.

### National Policy Mechanisms:

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| <ul style="list-style-type: none"> <li>o National Adaptation Plan of Action (NAPA) (Developed in 2005, revised in 2009) of Bangladesh Climate Change Strategy and Action Plan (BCCSAP) 2009</li> <li>o Climate Investment Funds (CIF) Strategic Program for Climate Resilience (SPCR), 2010</li> </ul> | <ul style="list-style-type: none"> <li>o The National Policy for Women’s Advancement (NPWA) within the framework of CEDAW and a follow-up of Beijing Conference on Women and aimed at eradicating gender disparities and mainstreaming of gender issues;</li> <li>o The National Action Plan (NAP) as a follow-up to the Beijing Platform for Action;</li> </ul> |
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<sup>6</sup>(NailaKabeer October,2015**Gender equality, the MDGs and the SDGs: Achievements, lessons and concerns**) <http://www.theigc.org/blog/gender-equality-the-mdgs-and-the-sdgs-achievements-lessons-and-concerns/>

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| <ul style="list-style-type: none"> <li>o Reducing Emissions from Deforestation and Forest Degradation (REDD+)</li> <br/> <li>o The National Strategy for Accelerated Poverty Reduction (NSAPR, FY 2009-11) - General Economic Division, 2009</li> <li>o 6th Five-Year Plan (2011 – 2015), 2011</li> <li>o 7th Five year Plan</li> <br/> <li>o General Economics Division (GED) of the Planning Commission is in the process of preparing the 7th Five Year Plan (2015-16 to 2019-20)</li> <br/> <li>o National Plan for Disaster Management (NPDM), 2010 – 2015</li> <br/> <li>o Establishment of National Climate Funds</li> </ul> | <ul style="list-style-type: none"> <li>o The establishment of the MoWCA, a Parliamentary Standing Committee for MoWCA, an Inter-ministerial</li> <br/> <li>o Coordination and Evaluation Committee and WID Coordination Committees at district and Upazila Levels;</li> <br/> <li>o The Poverty Reduction Strategy Paper (PRSP);</li> <br/> <li>o The establishment of the National Council for Women and Child Development (2009);</li> <br/> <li>o Gender Responsive Budget to ten ministries in 2009-2011 of The National Policy for Women's Advancement 2008, the National Education Policy, 2010, Domestic/ Family Violence (Prevention and Protection) Act, 2010, Prevention of Cruelty to Women and Children Act, Acid Crime Control Act, Child Marriage Restraint Act and Dowry Prohibition Act,</li> <br/> <li>o National Women Development Policy, 2011, of the National Health Policy, 2011; and</li> <li>o Steps Towards Change: NSARP-II, Vision 2021, etc.</li> </ul> |
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## **Bangladesh Climate Change Strategy and Action Plan (BCCSAP) 2009**

Bangladesh had prepared NAPA in 2005 through a consultative process; Moreover, Bangladesh prepared response to the Bali Action Plan and submitted it to UNFCCC in March 2008. BCCSAP is based on NAPA-finalised as a national document in 2009. BCCSAP includes the Climate Change Action Plan “a 10-year program (2009 – 2018) of the country to meet the challenge of climate change. [The BCCSAP states that]... the needs of the poor and Vulnerable, including women and children, will be mainstreamed in all the activities under the Action Plan.” NAPA was the major impetus to mobilize Climate Change and Adaptation Policy in Bangladesh, it is important to consider the structural mechanisms which ensure gender is integrated into nationally implemented adaptation plans. Through the NAPAs, the UNFCCC recognizes that men and women have different roles in securing livelihoods in the developing world. The Adaptation Fund supports activities that are demonstrably gender-sensitive, and funding proposals are reviewed to ensure that they support participatory processes and monitoring in projects/ programmes that disaggregates data on specific indicators by gender (UNFPA and WEDO, 2009; UNDP, 2010)<sup>7</sup>.

There are six pillars (Themes) in BCCSAP. These are: Food Security, Social Protection and Health, Comprehensive Disaster Management Infrastructure Development, Research & Knowledge Management,

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<sup>7</sup>United Nations Population Fund (UNFPA) and Women’s Environment and Development Organization (WEDO). (2009). Making NAPAs Work for Women. UNFPA and WEDO.



Mitigation & Low Carbon Development, Capacity Building & Institutional Strengthening. Where the emphasis has given to integrate gender and climate change concern into policies and national documents, increase women's participation in the decision making process for efficient water management and better social security/protection, community risk assessment (CRA), vulnerability and capacity assessment activities, disaster risk reduction planning, monitoring and capacity development activities etc.

The six pillars (Themes) in BCCSAP emphasised the integration of gender and climate change concern into policies and national documents, increase women's participation in the decision making process for efficient water management and better social security/protection, community risk assessment (CRA), vulnerability and capacity assessment activities, disaster risk reduction planning, monitoring and capacity development activities etc.

BCCSAP (2009) has given more importance on **research and data management** to ensure 04 securities inviolate on food, water, energy and livelihood (including health). Hence, five Task Forces have been set up, comprising government officials, academics, professionals and representatives of NGOs from guiding countries responses to the impacts of Climate Change and support Bangladesh Government in regards CC Talks. Additionally, BCCSAP studied, investigated and played an active role in the IPCC process in 2nd, 3rd, 4th & 5th assessments.

Under **Research & Knowledge Management** pillar, it is clearly mention to establish Centre for knowledge management & training on CC, Climate change modelling at national and sub-national levels, preparatory studies for adaptation against sea level rise, monitoring of ecosystem and biodiversity changes and their impacts, Macroeconomic and sectoral economic impacts of CC, Monitoring of Internal and external migration of adversely impacted population, Monitoring of Impact of various issues related to management of tourism in Bangladesh.

However, Findings reveal that the climate change and differentiated gender impacts are not recognized. Policy objectives related to climate change and gender are generally addressed as mutually exclusive issues; existing policies do not consider gender-specific operational activities. The only policy that includes gender-based considerations for climate adaptation is the Poverty Reduction Strategy paper (2005); however operational activities under this policy have not yet fulfilled these objectives. Climate change policies generally recognize women as vulnerable, but operational responses are not established. In policies related to gender and reproductive health, the impact of climate change is not considered, with the exception of the National Women Development Policy, which briefly promotes women's role in environmental management and the importance of ensuring facilities for and the security of pregnant women in the event of natural disasters. Under the Reducing Vulnerability to Climate Change (RVCC), gender issues were promoted through the participation of women in the management committees. Furthermore, in monitoring schemes there are mechanisms

to ensure equitable outcomes, particularly in livelihood activities. Thus, the unique role of women in livelihood activities is recognized under the RVCC, but their unique health needs due to the impact of climate change are not addressed. Moreover, Climate change policies, consider women as vulnerable, weak and burden to society (not considered as contributing to economic development); there are numbers of example where women have shown their capacity-but those are not recognized. (e.g. Women Leadership in Emergency Response is not recognized by the government). In independent NGO activity and top-down initiatives such as the CDMP and CDMP II, gender is excluded from operational plans. This indicates the need to integrate gender into the culture and lexicon of Climate Change and Adaptation Programming.<sup>8</sup>

Due to lack of appropriate governance and resources, existing development policies are not implemented on the ground. Very few policies, i.e. social safety net, provides safeguards for women in stress due to disaster or climate change Although women, poverty and gender nexus are focused in the PRSP, the implementation of the strategies remains difficult, especially in disaster situation. Higher budget goes to agricultural subsidies or NGOs usually work on ‘women empowerment’ –

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<sup>8</sup> Dalia Shabib&Shusmita Khan (2014) Gender-sensitive adaptation policymaking in Bangladesh: status and ways forward for improved mainstreaming, *Climate and Development*, 6:4, 329-335, DOI: 10.1080/17565529.2014.951017

sometimes that leaves out men the power dynamics between man and women – within the family structure is less concentrated in the development process. Overall, the Acts and Policies are not adequate to even protect women in the current climate and disaster context. These are certainly not adequate to ensure women’s rights and dignity in the climate change context.

In the National Environment Policy (1992), the coastal zone policy (2005), and the NAPA (2005), Bangladesh climate change strategy and action plan (2008) there is no clear indication about the problems of population displacement. For instance, it is written in the coastal zone policy, 2005 that susceptibilities of coastal communities will be addressed as these people are very dependent on natural resources for their livelihood. However, how will their sufferings be addressed? There is no action plan with a timeframe in the national policy to address the problem<sup>9</sup>. Moreover, women usually are not recognized as farmers (policy and programmes).

The National Plan for Disaster Management 2010-2015 generously sprinkled the word women in the document, but the utter absence of any gender analysis is quite obvious. The core principle of the plan said: “Result oriented and focused on outcomes that will benefit vulnerable communities, especially women, the poor and socially disadvantaged”; in page 48 it reads ‘The Plan is to be used to’: ii. Demonstrate a commitment

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<sup>9</sup>Akter, T. 2009. Climate Change and Flow of Environment Displacement in Bangladesh, UnnayanOnneshan- The Innovators.

to address key issues: risk reduction, capacity building, information management, climate change adaptation, livelihood security, issues of gender and the socially disadvantaged, etc. It even includes in the action agenda Revision of Standing Orders on Disaster (SOD) in line with Comprehensive DRR and Emergency Management with special emphasis on gender and diversity group. All of which is clear evidence of an attempt to include the word gender without any seriousness or commitment.

At the national level the Ministry of Environment and Forest produced ‘Climate Change and Gender Action Plan’ (CCGAP). The objective is “to mainstream gender concerns into climate change-related policies, strategies and interventions ensuring access to, participation in, contributions towards and benefits for the diverse group of stakeholders for the sustainable and equitable development of Bangladesh”. It defines the role that the move would play in initiating and facilitating efforts internally, as well as with strategic partners at the national, regional and international levels. It seeks to mainstream gender in climate change and facilitate transformational change in climate action as per the BCCSAP and other policy instruments.

In the current 7th Five year plan, emphasis has given to gender to ensure women’s advancement as self-reliant human beings and reduce discriminatory barriers by taking both development and institutional measures. Gender equality and women’s empowerment agenda for the 7th FYP is based on pursuing strategies and actions that not only enhance

women's capabilities and access to resources and opportunities, but also address the barriers in structures and institutions and aim at changing social norms and protecting their rights are critical to integrate within the plan. Establishing monitoring, oversight and accountability mechanisms are equally important.

GoB has highlighted gender sensitivity as an important issue in climate change adaptation and supported the Ministry of Women and Children Affairs (MoWCA) to take initiative under the BCCTF to integrate gender sensitivity in their respective project designs.

However, hitherto intra-ministerial coordination, intra-agencies, coordination is missing in this particular issue. Government should take leadership to reduce the gap between policy and practice/implementation. It is important to see '**GENDER & CLIMATE CHANGE**' as holistic, not in a separated segment. Thereby, more scientific research is required in different issues and dimension to identify innovative ways of delivering DRR projects and policies is important. One area where innovation is needed is on how risk, uncertainties, and transformation interest in the lives of poor women and men, not just in community level, but across the globe. This implies engaging more with the perspective of different gender groups and grassroots organizations.

## **Recommendation:**

### **1. Recognize the value of women's contribution in community based adaptation and mitigation where relevant.**

- Monetize the value of women works in the home and community, particularly in regards to natural resource management and green practices.
- Institute reward systems for the contributions of women to CBA. This will act as an incentive to further women's contribution and leadership
- Celebrate women leaderships regarding existing solutions as well as innovation to address climate change vulnerabilities.

### **2. Recognize gender gaps in policy, planning and budget**

- It is imperative that GoB takes into consideration the numerous policy reviews by academics and non government organizations available to identify gender gaps regarding climate change planning, finance, and implementation. We are seeing certain changes in recent times, which is reassuring.
- Undertake research for policy reform to improve the system of developing climate change adaptation plans and finance linked to gender priority. This requires to be on a holistic approach and not in silos/sectors/or specific dimensions.
- Incorporate gender lines in climate finance and in the selection of projects for BCCTF and BCCRF.
- Review the present gender budgeting policy and incorporate climate change and gender diversity in the analysis and planning. Annual budget preparation on gender budgeting for ministries works together with MoEF and Ministry of Planning to maximize the incorporation of gender lenses and dimension in addressing Climate Change.

### **3. Ensure social protection programmes are established for women vulnerable to climate change**

- At the present Bangladesh has social protection programmes therefore increase coverage of these schemes to climate change vulnerable communities was something we had lobbied for and is now reflected in the 7th Five Year Plan.
- Reduce and remove impediments in regard to the access of social protection programme for women and Girls.
- Ensure that at the Union Parishad level women and children's welfare committee as well as DRR committee with women membership plays a decision making role in developing social protection programme

### **4. Ensure greater coordination for developing and implementing gender sensitive budget and plans**

- By way of inter-ministerial coordination between MoWCA and MoEF for climate change and gender
- Reduce and remove impediments in regard to the access of social protection programme for women and Girls.
- Ensure that at the Union Parishad level women and children's welfare committee as well as DRR committee with women membership plays a decision making role in developing social protection programme

### **4. Ensure greater coordination for developing and implementing gender sensitive budget and plans**

- By way of inter-ministerial coordination between MoWCA and MoEF for climate change and gender



- A steering committee established on CC and Gender Equality that bridges MoEF and MoWCA planning and implementation of target initiatives. It is important to create a mechanism for inter ministerial coordination and cooperation to further both adaptation and mitigation.

## **5. Establish effective implementation and monitoring mechanism**

- Monitor the systems and institutions for policy Implementation
- Monitoring and supporting development of climate finance for gender sensitive interventions and development programmes through regular data collection, evaluation and impact assessment.
- Modify existing programmes, especially in response to gender priority articulated by communities particularly women. This requires women participating in planning and implementation at the national and local level.
- Reporting on gender sensitive plans and programmes to address climate change, community based adaptation and mitigation plans.

## **ANNEX: 1**

### **Research on Gendered impacts of climate variability:**

Women's vulnerability often linked with unequal power relations in societies, which pervades all aspects of their lives and denies their basic rights, from access to education to participate in community governance<sup>10</sup>. Women in general are found more vulnerable than men to climate change, especially in time of disasters due to their socially

<sup>10</sup> ECB Project (2013) *Towards Resilience: A Guide to Disaster Risk Reduction and Climate Change Adaptation*

constructed roles and responsibilities in addition to lack of adequate power and assets<sup>11</sup>. The 1991 Cyclone the death toll<sup>12</sup> was 138,000 where an astonishing 90 percent of the deaths were that of women<sup>13</sup>.

Gender inequality is one of the major factors contributing to the increased vulnerability of women and girls in disaster situations where women and children are 14 times more likely to die than men during a disaster<sup>14</sup>. Since the change in climate will increase the frequency and intensity of hydro-meteorological shock and hazards<sup>15</sup>, analysis suggests that women's vulnerability will, therefore, be increased.

In Bangladesh, impact of climate change is very much visible. Temperature, rainfall, wind pattern and solar radiation mainly characterize the climatic systems in Bangladesh and determine the seasons and based on data from 31 weather stations in different places, it was found that in average winter days are much warmer; so are the summer days<sup>16</sup>. Such changes have already impacted peoples' lives and livelihood, particularly of women.

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<sup>11</sup> Neelormi, S and Uddin, A (2012) *Loss and Damage in a warmer world: Whether Gender Matters?*

<sup>12</sup> Bern, C et al (1993) Risk factors for mortality in the Bangladesh cyclone of 191, Bulletin of the world Health Organization, 71 p 73-28

<sup>13</sup> Global Humanitarian Forum, *The Anatomy of a Silent Crisis*, Geneva 2009

<sup>14</sup> UNISDR, UNDP and IUCN (2009) *Making Disaster Risk Reduction Gender Sensitive, Policy and Practical Guideline*

<sup>15</sup> World Metrological Organisation (Undated) *Climate Information for Disaster Risk Reduction*  
[https://www.wmo.int/gfcs/site/documents/HLT\\_DRR\\_EN.pdf](https://www.wmo.int/gfcs/site/documents/HLT_DRR_EN.pdf)

<sup>16</sup> Islam, T and Neelim, A (2010) *Climate Change in Bangladesh: A Closer Look into Temperature and Rainfall Data*

Climate change has had a range of detrimental impacts on livelihoods and has exacerbated existing gender inequalities. In particular, declining yields from agriculture and fisheries has driven a significant number of men to out-migrate for employment, leaving women to cope with and adapt to the changes occurring in their communities. This out-migration has also changed family relationships and has led to increases in domestic violence against women. Meanwhile, women have suffered disproportionately from food shortages and from reduced availability of fuel and drinking water. Finally, girls' access to education has been put under pressure by increasing financial hardship, with families increasingly unable to support their ongoing education, and with some families pulling their daughters out of education in favour of early marriage<sup>17</sup>.

Malnutrition rates are among the highest in the world, more than 50% of women suffering from chronic energy deficiency<sup>18</sup>.

Women's vulnerability results from highly embedded and normalized social practices and structural inequalities. Social customs hinder the ability of women in Bangladesh to disaster response and disaster preparedness. Their capacity restricted by their lesser access to the resource- financial, knowledge, natural. Many women reported that they are not able to go shelter without the permission of their husband; not receiving early warning, there being no women's toilet in shelter; threats

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<sup>17</sup> Oxfam Monash Partnership Project on 'Gendered impacts of climate variability in Bangladesh' in 2010-2013

<sup>18</sup> FAO, 2014, Bangladesh Nutrition Country Profile, <http://goo.gl/Nbkiy6>

of violence; a lack of privacy; not being consulted or provided with information; and being responsible for on-going unpaid care work and livelihoods.

Action Aid Bangladesh has conducted a study in a drought prone Naogaon District, where water is the scarcest natural resource. In addition, accesses to water bodies and sources are restricted by resource owners including government. Women reported number of mental and sexual harassment cases, while fetching water. In the flood plain area of Faridpur or coastal areas such as Khulna or Herarea Sunamganj, ecology and hazard context have less problem with water availability. However, lack of affordability and undrinkable quality (especially in saline prone

Khulna) compel women to travel distant places where similar to Naogaon, women reported sexual and mental harassment cases. While on the road towards or at the location of the water reservoir and fuel collection, women often face physical and mental harassment. In all areas, improper sanitation system was found serious threat to women's health. During the time of disaster such as dense cyclone and dense fog water, sanitation and health related hazards increases manifold – reported by women during the consultation. Women also shared experiences and stories of increased mental and physical assault in comparison to regular days while fetching water or collecting fuel for household.

Violence against women increases during and after disasters as there are a number of reports indicated that during disaster, sexual harassment takes place while women are staying at cyclone or flood shelter. Many

women and girls don't go to the shelter due to lack of security<sup>19</sup>. Women also informed the study that after a disaster, during the humanitarian response phase, they often hesitate to go for relief as mental and physical harassment. In Khulna, the women claimed rape cases were reported after cyclone Aila where the men from the same community denied such incident during FGD.

Bangladesh in the last 10 years suffered more disasters in compared to any past decades (as far as the record goes) and if the warming continues, the impact will be severe, particularly in Bangladesh in terms of more stresses on water for daily use for irrigation, and there will be more disasters. Riverbank erosion and seasonal floods displace as many as 400,000 people each year in Bangladesh. In the period 2008 to 2013, about 4 million people of Bangladesh have been displaced by sudden onset disaster<sup>20</sup>.

## **ANNEX: 2 [There are 29 Articles mentioned in the Paris Agreements. (COP21)]**

### **Gender in COP21:**

#### **Draft decision -/CP.21**

Acknowledging that climate change is a common concern of humankind, Parties should when taking action to address climate change, respect,

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<sup>19</sup> Mahbuba.N.2008.Violence Against Women during flood and post-flood situations in Bangladesh, ActionAid Bangladesh

<sup>20</sup>Norwegian Refugee Council (NRC),2015, Community Resilience and Disaster Related Displacement in South Asia

promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, United Nations FCCC/CP/2015/L.9 Distr.: Limited 12 December 2015 Original: English FCCC/CP/2015/L.9 2 local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity.

FACILITATING IMPLEMENTATION AND COMPLIANCE (page 14)

103. Decides that the committee referred to in Article 15, paragraph 2, of the Agreement shall consist of 12 members with recognized competence in relevant scientific, technical, socioeconomic or legal fields, to be elected by the Conference of the Parties serving as the meeting of the Parties to the Paris Agreement on the basis of equitable geographical representation, with two members each from the five regional groups of the United Nations and one member each from the small island developing States and the least developed countries, while taking into account the goal of gender balance;

|                                  |  |
|----------------------------------|--|
| <p>Article 7/<br/>Adaptation</p> | <p>5. Parties acknowledge that adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities, and ecosystems, and should be based on and guided by the best available science and, as appropriate, traditional knowledge, knowledge of indigenous peoples and local knowledge systems, with a view to integrating adaptation into relevant socioeconomic and environmental policies and actions, where appropriate</p> |
|----------------------------------|--|

|            |   |
|------------|---|
| Article 11 | 2. Capacity-building should be country-driven, based on and responsive to national needs, and foster country ownership of Parties, in particular, for developing country Parties, including at the national, sub national and local levels. Capacity-building should be guided by lessons learned, including those from capacity-building activities under the Convention, and should be an effective, iterative process that is participatory, cross cutting and gender-responsive |
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**Research in COP21:**

TECHNOLOGY DEVELOPMENT AND TRANSFER (page 09) 67. Decides to strengthen the Technology Mechanism and requests the Technology Executive Committee and the Climate Technology Centre and Network, with supporting the implementation of the Agreement, to undertake further work relating to, inter alia: (a) Technology research, development and demonstration; (b) The development and enhancement of endogenous capacities and technologies;

|           |   |
|-----------|---|
| Article 7 | 7. Parties should strengthen their cooperation in enhancing action on adaptation, taking into account the Cancun Adaptation Framework, including with regard to:<br><br>c) Strengthening scientific knowledge on climate, including research, systematic observation of the climate system and early warning systems, in a manner that informs climate services and supports decision making; |
|-----------|---|

|            |  |
|------------|--|
| Article 10 | 5. Accelerating, encouraging and enabling innovation is critical for an effective, long-term global response to climate change and promoting economic growth and sustainable development. Such effort shall be, as appropriate, supported, including by the Technology Mechanism and, through financial means, by the Financial Mechanism of the Convention, for collaborative approaches to research and development, and facilitating access to technology, in particular for early stages of the technology cycle, to developing country Parties. |
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## **Appendix F**

### **Gender Mainstreaming in Climate Change Policies & Programs at National and International Level**

By

**Dilruba Haider**, Coordinator, Gender and Climate Change, UN Women

#### **Introduction**

Climate change is a global phenomenon that is affecting every sphere of life, and every individual differently on a different scale. It is changing the environment of the earth, biosphere, hydrosphere, Cryosphere, atmosphere; and mostly resulting in degradation. As a consequence of changing climate, disasters have become more frequent with increased intensity. Events such as cyclones, floods, heat waves, prolonged dry spells, intense rainfall, tornadoes, and sea level rise have been crippling human lives around the globe. The steady rise of sea level with melting glaciers is threatening human habitation. Disasters and ecological changes are threatening food security and sending out serious distress signals for drinking water availability. Climate-induced disasters are not only changing the eco-system and the environmental but also disrupting socio-political scenarios. The recent refugee crisis in Europe and Syrian crisis has also caused climate change.

According to the IPCC reports Bangladesh is one of the most vulnerable countries in the world to climatic onslaughts and various disasters. After independence Bangladesh experienced several disastrous cyclones. The 1970 cyclone claimed 500,000 lives, and 1991 claimed 138,000. Mainly

it's topography, the huge Ganges, Brahmaputra, Meghna basin, the active delta, the formation and erosion of land masses, and the sheer huge number of people living in vulnerable coastal and instable char areas have made the country a dangerous plan for human habitation. The changing climate has just worsened the scenario. Erratic timing of the onset of monsoon or lingering on it, along with inconsistent and intermittent heavy downpour in a short span of time making drainage difficult and causing unusual flooding; while the huge discharges of water from upstream during monsoon spilling over the river basins have been defining the hydrological crisis in the country. On the other hand withdrawal of water upstream in the dry season has only added to the woes of the people in the north increasing drought like situation, and in the southwest the salinity problem ushered in by sea level rise and storm surge. The country's agrarian economy is largely dependent on the climate which is subjected to the erratic behavior of the climate variables. The southwest region is experiencing a decline in freshwater due to the reduction of existing freshwater ponds and pockets of safe groundwater aquifers as a result of salinity ingress caused by sea level rise, which is recorded to be about 10cm over the last couple of decades in the Bay of Bengal. Most of the South West region, with the exception of a few parts of Jessore, is having an elevation of less than 3 meters above mean sea level, causing regular astronomical tides with rising sea level getting more and more inland. Dr Atiq Rahman from Bangladesh Centre of Advanced Studies is quoted saying: "global warming tastes salty". The exposed location of the country and the heavy impacts of past disasters have helped create both household and national practices of adaptation to disaster risk and risk management. However, the intensity

of climate related events is increasing and are expected to soar up even more in the coming few years. By 2030, the sea level is estimated to increase by an average of 14 cm which would inundate a vast tract of the coastal belt. On top of that, lack of land and employment and livelihood opportunities people are moving to urban centers. This is creating two sets of challenges; one, resulting in an explosive growth of urban population not to mention an increase in the number of slums with an utter absence of a healthy living condition as well as creating potential for major urban disasters, where the country has substantially lagged behind. Secondly, since most of the time men migrate in search of work to urban areas, there is a steady increase of female headed households in highly vulnerable areas of the country which requires specific and targeted adaptation and risk reduction efforts.

Climate change and disasters pose different challenges in the growing development and economy of Bangladesh and can potentially jeopardize the strategic priority of the Government of Bangladesh to become a middle-income country (MIC) by 2021. The government and stakeholders should take initiative by investing in research to find alternative management practices to mitigate or adapting to climate related disasters. This will be instrumental to sensitize the policy and decision makers to take action on this issue because of informed intrinsic warming concerns related to public health, gender inequalities, agricultural output or food security and energy security.

## **Why is Gender Mainstreaming important?**

Climate change is not gender neutral; it affects women and men differently, women being disproportionately affected. It is increasingly evident that involving women and men in all decision-making processes on climate action is a significant factor in effectively mitigating climate challenge crisis. Prevalent gender inequalities and power differences in Asia-Pacific region to limit women's ability to respond and adapt to disasters and climate change impacts. It is inequities in the everyday life, and not just in times of disaster, that create greater risk and reduce life chances for women and girls.

Gender inequality is all pervasive as well as the primordial problem of human development, which has manifested in human societies at different times in different form and scale affecting every domain of society. In Bangladesh, we have had gender inequality ingrained in the collective psyche of the population, especially amongst the people with a high level of poverty and illiteracy. This dictated that women would be raised without adequate education, with less or no confidence, with a value that tells them and the society that women and girls are incompetent and incapable of taking any decision, even for themselves or their families, and that they need protection and therefore should be protected within the four walls of the households needing very limited mobility, they should not have or would not need any access or control over productive resources.

Women's lack of access, control and ownership of resources and productive assets is a persistent discrimination that has been recognized as causing increased vulnerability of women. Decision making over resource use and the buying and selling of land pre, during and post disaster or slow onset climate change more than often rests with men. While women are often charged with the safeguarding of small scale household goods, e.g., utensils, or small assets like chickens and ducks, it is men, mostly who own and make decisions around productive assets, e.g. house, cow, excreta in order to financially cope in times of environmental stress. Women's ability to cope and bounce back is hampered compared to men, due to this discrimination. Individual nutritional status, a reflection of the intra household food distribution is another factor of discrimination of women that contributes to their differential vulnerability to climate change. In relation to water consumption: lack of safe water strains the reproductive and care-giving roles of women, not to mention long hours women and girls are forced to spend to collect the fresh water everyday rendering them with time poverty. These are some of the ways that climate-induced ecological change affects men and women differently.

A study by Neumayer and Plümper (2007) states that women and children are 14 times more likely to die or be injured in a disaster than men. That's evident across Asia and the Pacific; 'in Myanmar 61% of the dead in cyclone Nargis in 2008 were women; in 2009, 70% of the adults that died from the tropical cyclone in both Samoa and Tonga was female; in the recent 2014 Solomon Islands flood, anecdotal evidence suggests that only one in every 23 deaths was an adult male' (UN Women, 2015).

During the 1991 cyclone in Bangladesh, a report suggests that 90% of the 138000 killed were women (Aguilar 2004). Besides, during times of disasters, it is often women's different needs and requirements that fail to be met, including safe latrine facilities, private bathing facilities with safe and clean water and sufficient sanitary supplies during relief efforts (Ahora 2011).

Violence and social isolation are another contributing factor to women's increased vulnerability compared to men in the context of climate change and disasters. During disasters, women and girls frequently suffer intimidation, violence and sexual harassment, both moving to and in shelters. A study on violence against women in disasters depicts how issues of gender inequality can be one cause of the disproportionate effects of climate change on women and men; according to Nasreen (2008), approximately 72 percent of women studied were subject to more violence during disasters. Married women mentioned an increase in violence, specifically physical and psychological forms of violence. Sexual harassment, including forced sex, rape at home and in shelters were also reported by some women and girls. Many women and girls are discouraged to take refuge in shelters during disasters due to lack of personal security. Violence is a reality of most women's lives; Women's reproductive work is never accounted for, in fact, is invisible, while they are almost always underpaid for productive work. Women and girls have very little asset if any, and less control over the resources necessary to cope with hazardous events or adapt to climate change. This is compounded by unequal access to information, social networks,



education, skills, and health care and exclusion from decision-making. The long term social impacts of disasters often include early marriage and increased risk of trafficking. Fathers unable to feed the family, finds it easier to get rid of one mouth to feed by marrying the daughter off, often to not such an acceptable groom: widower, elderly. Or the daughter is sent off to towns for domestic work, or worse even fall prey to traffickers allure.

Empowerment of women plays a key role in the efficacy of climate change projects and policies. An underestimation of women's roles and contributions result in gender-blind policy and programming which have the unintended effect of actually increasing vulnerability to climate change impacts. In fact the prevailing gender inequalities and power differences in Asia-Pacific region to limit women's ability to respond and adapt to disasters and climate change impacts. This vicious cycle of inequality – vulnerability – inequality must be tackled in order to achieve national and global goals for equitable and sustainable disaster risk reduction, climate change adaptation and development.

While there has been increased focus on women in the climate change and disaster arenas over the last decade or so, the realities of women's lives are often not addressed in climate change adaptation and disaster preparedness, or the response and recovery initiatives. Gender stereotypes underpin most of the CCA/DRR initiatives and focus is often on the practical needs of women as wives and mothers. Some interventions target women as vehicles for supporting households or strengthening community systems, but seldom do CCA/DRR initiatives

directly address, gender inequalities at the society, community, or household level, which only perpetuates inequality and gender discrimination, one of the core risk factors.

In climate change and disaster discourse, women have been characterised as ‘victims’, ‘most vulnerable’ and in need of protection; rarely are women given the chance to articulate their rights, needs, and responsibilities (Tschakert & Machado 2012). Women are seen as beneficiaries and become targeted to be the agents that assist in delivering interventions. This is very true for Bangladesh, where women are repeatedly identified in national policies, strategies, and action as the ‘vulnerable’ needing protection. Yet, the very limited dialogue focuses on women as equal rights holder or equal citizen’s alongside men. One of the learning from the review of disaster management lessons learnt in Bangladesh in the period 2005-2015 says:

- Gender analysis has been weak throughout the disaster management policy and practice as a whole, leading to a lack of learning about the impact of disasters on women and girls, and lack of gender-informed disaster management activities.

Hence UN Women’s argument that there is a need to change how women are seen in climate change and disaster discourse, “moving away from descriptive vulnerability assessments to diagnosing drivers of inequality, marginalization, and barriers to transformative change, and promoting agency and resilience through processes of engagement and collective learning” (Tschakert & Machado, 2012 page 278).

## **Incorporation of Gender in National and International Climate Change Policies and Strategies**

Over that last two decades a series of national and international policies have been formulated on climate change and disaster risk reduction which have been the drivers of strategies and actions in this field. The most important one is the UNFCCC's agreements; the latest one being the Paris agreement adopted December 2015. Paris Agreement acknowledges that "climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and inter-generational equity".

Article 7 of the Agreement says: "Parties acknowledge that adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems, and should be based on and guided by the best available science and, as appropriate, traditional knowledge, knowledge of indigenous peoples and local knowledge systems, with a view to integrating adaptation into relevant socioeconomic and environmental policies and actions, where appropriate". (Page 25)

In terms of capacity building, Article 11 says: "Capacity-building should be country-driven, based on and responsive to national needs, and foster

country ownership of Parties..... should be an effective, iterative process that is participatory, crosscutting and gender-responsive”. (Page 28)

In the section facilitating IMPLEMENTATION AND COMPLIANCE it says that the committee, monitoring implementation of the agreement shall consist of 12 members..... to be elected by the CoP..... on the basis of equitable geographical representation, with two members each of the five regional groups of the United Nations and one member each from the small island developing States and the least developed countries, while taking into account the goal of gender balance; (page 14). If this is adhered to then we can expect that the implementation of the gender commitments in the Agreement will not fall through the crack.

Thus, the Paris agreement recognises gender equality and women’s empowerment as an important issue and the need to make an adaptation action to be gender responsive and undertake capacity building to do so.

In March 2015 the Sendai Framework for Disaster Risk Reduction 2015-2030 was adopted, which has significant implications for how adaptation measures are designed and implemented, as most of the disasters in the Asia Pacific region are climate induced.

The ‘General Consideration’<sup>13</sup>. (d) of the document states “A gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information management, and education and training”. The ‘Guiding Principle’, 19 (d) states “Disaster risk

reduction requires an all-of-society engagement and partnership. It also requires empowerment and inclusive, accessible and non-discriminatory participation..... A gender, age, disability and cultural perspective in all policies and practices; and the promotion of women and youth leadership”; (pg8)

In the section of Priority 4 (Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction) the document reads:

- 32- “The steady growth of disaster risk, including the increase of people and asset exposure, combined with the lessons learned from past disasters, indicates the need to further strengthen disaster preparedness for response, take action in anticipation of events, integrate disaster risk reduction in response preparedness and that ensure capacities are in place for effective response and recovery at all levels. Empowering women and persons with disabilities to publicly lead and promote gender equitable and universally accessible response, recovery, rehabilitation and reconstruction approaches are key”.(pg17)
- 33 (b) - “Invest in, develop, maintain and strengthen people - centred multi -hazard, multi-sectoral forecasting and early warning systems, disaster risk and emergency communications mechanisms, social technologies and hazard –monitoring, telecommunication systems..... Tailor them to the needs of users, including social and cultural requirements, in particular gender. (page 18)

In the Role of Stakeholders 36 (a) (I) it says: “Women and their participation are critical to effectively managing disaster risk and designing, researching and implementing gender-sensitive disaster risk reduction policies, plans and programmes; and adequate capacity building measures need to be taken to empower women for preparedness as well as build their capacity for alternate livelihood means in post-disaster situations”; (pg20)

Then the document goes into details of disaster management; for the Early warning (d) “Develop early warning systems that are people centered, in particular systems whose warnings are timely and understandable to those at risk, which take into account the demographic, gender, cultural and livelihood characteristics of the target audiences, including guidance on how to act upon warnings, and that support effective operations by disaster managers and other decision makers”. Under Education and Training (m) “ensure equal access to appropriate training and educational opportunities for women and vulnerable constituencies; promote gender and cultural sensitivity training as integral components of education and training for disaster risk reduction”.

This Sendai has managed to integrate gender equality and women’s empowerment recognizing the importance of women’s leadership, and capacity building.

In 2008 at the 63rd General Assembly, the UN Secretary-General reported on the increased promotion of gender mainstreaming by UNISDR with focus on integrating gender into DRR:

Advocating the importance and necessity of gender-equality in

- Achieving the overarching goal of the Hyogo Framework;
- Educating and mobilizing both men and women to promote gender equality in DRR;
- Providing guidance and best practices for gender-sensitive policies and programmes related to DRR.

Subsequently, in 2009 UNISDR published a policy and practical guideline for ‘Making Disaster Risk Reduction Gender-Sensitive’. The preface says: “Disasters don’t discriminate, but people do. Existing socioeconomic conditions mean that disasters can lead to different outcomes even for demographically similar communities - but inevitably the most vulnerable groups suffer more than others. Research reveals that disasters reinforce, perpetuate and increase gender inequality, making bad situations worse for women. . Meanwhile, the potential contributions that women can offer to the disaster risk reduction imperative around the world are often overlooked and female leadership in building community resilience to disasters is frequently disregarded”.

The resolution 58/2 of the Commission of the Status of Women (CSW, 2014) of the United Nations is:(c) To ensure equal opportunities for the leadership and participation of women and, as appropriate, girls, in decision-making, including with regard to the allocation of resources at all levels regarding disaster risk reduction, response and recovery; (d) To strengthen the capacities, awareness and cooperation of relevant authorities and institutions at all levels to apply a gender-responsive approach to disaster risk reduction, response and recovery. These

mandated UN Women engage in gender mainstreaming in disaster risk reduction agenda of all parties.

UN Women developed a Gender Climate Change, Disaster Risk Reduction and Recovery Strategy- Asia Pacific 2015-2018. It states that ‘prevalent gender inequalities and power differences in Asia-Pacific limit women’s ability to respond and adapt disasters and climate change impacts. It is inequities in the everyday, and not just in times of disaster, that create greater risk and reduce life chances for women and girls. Women and girls tend to have less access to or control over assets, including the resources necessary to cope, respond to hazardous events and to adapt to climate change than men do. These include access to information, education, health, and assets. Their vulnerability is therefore relatively greater than men’s’. It has three broad outcomes: Understanding and communicating risks; Reducing risk; Managing and responding to residual risks.

At the national level amongst the various policies, pivotal climate change policy is the Bangladesh Climate Change Strategy and Action Plan (BCCSAP). Throughout this document woman is repeatedly stashed with “... people, especially the poorest and most vulnerable families, including women and children”. In the section on climate change actions (2009-2018), it says that “the needs of the poor and vulnerable, including women and children, will be mainstreamed in all activities under the Action Plan”. Of the six pillars of the plan, the “Food Security, Social Protection and Health” cite women: “Increase the resilience of vulnerable groups, including women and children, through development of



community-level adaptation, livelihood diversification, better access to basic services and social protection (e.g., safety nets, insurance) and scaling up”.

It also points out the need to increase the capacity of the Ministry of Women and Children Affairs – “Build the capacity of key government ministries and agencies to take forward climate change adaptation (e.g., Ministry of Food and Disaster Management, Bangladesh Water Development Board, Local Government Engineering Department; National Agricultural Research System, the health system, the Ministry of Women's and Children's Affairs)”

In the program section under Theme1: Food Security, Social Protection and Health, there is the programme plan 9. “Livelihood protection of vulnerable socioeconomic groups (including women), Action A2: Comprehensive study of the impact of climate change on women and gender relations and the development of recommendations to address these in all actions under the BCCSAP. These indicate that there was a lack of any proper gender analysis, resulting in citing some generic, and non-specific action plans of gender integration, not holding much promise.

Thus, in terms of actualizing the policies at the national level, we observe a major gap. The government’s report on ‘HFA monitoring and review through a multi stakeholder engagement process 2013 – 2015’ reinforces the skepticism. Similarly, the mid-term review of CDMP2 echoed the absence of gender equality aspects and women’s empowerment in the

DRR actions in the country. It observed: “neither gender and nor the economic capacity of the users were factored in the selection of beneficiaries.”

The National Plan for Disaster Management 2010-2015 generously sprinkled the word women in the document, but the utter absence of any gender analysis is quite obvious. The core principle of the plan said: “Result oriented and focused on outcomes that will benefit vulnerable communities, especially women, the poor and socially disadvantaged”; in page 48 it reads ‘The Plan is to be used to’: II. Demonstrate a commitment to address key issues: risk reduction, capacity building, information management, climate change adaptation, livelihood security, issues of gender and the socially disadvantaged, etc. It even includes in the action agenda Revision of Standing Orders on Disaster (SOD) in line with Comprehensive DRR and Emergency Management with special emphasis on gender and diversity group. All of which is clear evidence of an attempt to include the word gender without any seriousness or commitment.

The Ministry of Environment and Forest and IUCN together produced ‘Climate Change and Gender Action Plan’ (CCGAP). The objective is “to mainstream gender concerns into climate change-related policies, strategies and interventions ensuring access to, participation in, contributions towards and benefits for the diverse group of stakeholders for the sustainable and equitable development of Bangladesh”. It defines the role that the MoEF would play in initiating and facilitating efforts internally, as well as with strategic partners at the national, regional and

international levels. It seeks to mainstream gender in climate change and facilitate transformational change in climate action as per the BCCSAP and other policy instruments.

## **Recommendations and Way Forward**

### *Knowledge Generation and Management*

1. Invest in the collection, analysis, application, and management of sex and age disaggregated data-which will ensure that differential impacts of climate change and disasters on men and women is made visible, documented, which would inform efforts and can be properly monitored.
2. Integrate hazard analysis, climate and disaster risk assessments with social and vulnerability assessments and gender analysis - to gain a holistic understanding of the interplay between hazards, vulnerability, capacity, gender equality and resilience.
3. Close knowledge gaps on the specifics of gendered impacts- build knowledge on the changing social dynamics such as the nexus between climate change and rural-urban migration, child marriage and sex and gender based violence.
4. Improve knowledge sharing - the collation, dissemination and sharing of information, best practice and lessons learned about gender, climate change and DRR among government organizations, donors, CSOs, gender experts and researchers.

## *Climate Change and DRR Policy and Legislation*

5. The policy spectrum at national and international level indicates that there is a general acceptance of the fact that gender aspects, especially women's issues need to be addressed in the climate change actions. However, the same policies raise questions about the level of commitment, given the way gender aspect is dealt with in these documents. So far all the policies and strategies lack any gender analysis, resulting in superimposed solutions randomly spelt out.

So, we need to do a proper gender analysis for each of the policies and programmes and then review and revise them to make sure that the documents effectively address gender equity.

6. Provide and continue technical support in mainstreaming gender equality into CC/DRR policy-making and in line with endorsing and acting as per Sendai Framework and SDGs. The endorsement of the new SFA and sustainable development goals (SDGs) present an opportunity for the region to realign and to integrate gender equality in CCA. Broader development support should be given to the contextualisation of the SFA into regional perspectives which should also include the desegregation of SFA global indicators by sex and age.

7. Effort should be made in mainstreaming gender perspectives into national, sub-national and community based CCA plans and strategies rather than creating stand-alone CCA-gender policies.

## *Climate Change and DRR Implementation and Practice*

8. Secondly, when there is genuine intention to address gender concerns, it more than often end up taking up actions for women only without any analysis of the equations between men and women and their differential impacts and needs, and usually from a very welfare's approach, as opposed to rights based approach. This is an indication of sheer lack of understanding of gender equity perspectives. So, we need to increase sensitivity amongst practitioners about the gender equity perspectives.

9. Thirdly, with all the right intentions, organisations/parties often fail to deliver on gender outcomes due to lack of the right tools, and human resource. The organisations lack of capacity to carry out a gender responsive climate change programmes and policies. Capacity building interventions are therefore of utmost importance.

10. Climate change financing must be underpinned by gender responsive budgeting and informed by SADD and gender analysis. Substantive and dedicated funding should be provided towards climate change adaptation measures in agriculture, water resources, and the development of alternative livelihoods that are less dependent on natural resource to foster climate resilience among women and the overall community. Support should be made to community resilience efforts of grassroots women's organizations. Their knowledge and expertise should be formally recognized and incorporated fully into compliance and activities at local and national levels.

11. In relation to the above situations, investments in green economies that deliberately create opportunities for women in private and public sectors and have the potential to lift women out of poverty and dependence on natural resources are also needed. Efforts to explore the potential of climate change mitigation and renewable energy to support women's livelihoods should be prioritized.

12. Enhance women's equal access to information, including early warning, training, education and capacity building to strengthen their self-reliance and ensure the implementation of gender-responsive public information and communication systems.

13. Taking into account the underlying inequalities that make women more vulnerable; advancement of women's legal entitlements and practical access to assistance, services and resources in relation to CCA, including compensations, cash transfers, social security, credit, employment, prevention of sexual and gender based violence in disasters and ownership of resources must be prioritised.

### *Climate Change and DRR Institutional Arrangements*

14. Maintain sustained capacity development of national women's machineries, NDMOs and climate change practitioners in advancing their knowledge through gender and CCA trainings, coaching, development of gender in CCA mainstreaming tools and facilitating effective linkages between these key stakeholders.

15. Capacity development must bring about the transformation that is generated and sustained over time from within. Capacity development can be driven through the provision of specialist posts within government ministries, which are well-supported by technical advisors specialising in CCA, gender equality, and undergo on-the-job coaching and training. As capacity develops, this support becomes less hands-on and the mainstreaming process self-sustaining. It is important to also consider the sustainability of these posts in the longer term, particularly in the local government level who may have fewer resources than national ministries or departments.

16. Establishing mechanisms that let citizens/civil society hold decision-makers accountable is also key to sustainability. Gender-responsive accountability mechanisms at the national and local level for measuring progress on gender equality and the participation, leadership and empowerment of women in CCA which involve the inputs of different government institutions and CSOs.

17. Bangladesh has the world class expertise in both the fields of gender equality and climate change. Unfortunately, the two groups seldom meet and interact, and so there is very little cross-fertilisation. Organisations working and promoting gender equity are least interested about climate change issues, while organisations engaged in climate Change seldom consider gender aspects. We need to sensitize each set of the organisation about the other's issues.

## *Women's Participation and Leadership in Climate Change and DRR*

18. Women and women's organisations must be positioned as active stakeholders and decision makers in CCA efforts and not only as a human and economic resource. Women leadership is further facilitated when they are systematically included and informed and when their participation is supported. This means removing barriers for women to voice their needs and priorities, to access and use information, capacity development opportunities, training and prioritization of formal and informal education on CCA.

19. Promoting and creating opportunities for collaboration and partnerships between women's and grassroots organizations, gender equality champions and national and DRR institutions in the development, management, implementation, and monitoring of national and local CCA efforts.

Bangladesh must step up to its promise of gender equality to guarantee a climate and disaster resilient future for all. This means moving beyond rhetoric and towards more gender oriented actions.





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