

THEMATIC CHAPTER 2

A comprehensive approach of long-term carbon low strategies design

This thematic document arises from and also complements the publication *Elements for a Long-Term Low-Carbon Strategy*, produced by UNICEN.

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María Julia Tramutola

Translator: **Manuel Ramos Pretrucheña**

GENDER PERSPECTIVE AS A TRANSFORMATIONAL APPROACH

Climate Change impacts are linked to Environmental matters, but also have an impact on social and economic issues. In particular those related to equity.

Because of this, solutions to climate change, as well as low carbon long term strategies (LTS), have to take into consideration huge amounts of variables in order to ensure effectiveness and efficiency. It is necessary that planned actions involve the multiple dimensions and implied actors in the procedure. The answer to questions such as “*With whom and for whom are the strategies developed?*” “*How do the procedures take place?*” “*How are both, impacts and benefits measured? When?*”; they lead to recognition of the existence of several groups involved (women, young, elder, children, indigenous people, etc.) The same thing occurs with non-state sectors (unions, companies, science, finances, education, civil society) in a wide vast list. At the same time, there are different levels of progress for actions derived from these strategies (decision, design, resources allocation, beneficiaries, implement, funding), in which each of these groups and sectors should be considered.

While this document does not aim to go into detail in each of the mentioned intersections, nor in every group of implied actors, it seeks to highlight and describe how integration can be addressed from an all-encompassing view on the measures to be taken. For that purpose, these pages will briefly describe the general aspects referred to gender perspective integration in the design of LTS, presented in the document *Elements for a low carbon long term development strategy*, by UNICEN (2020). It is important to highlight that measures presented in that document will not be reconsidered nor reformulated technically from an emissions point of view. Only Gender matters will be described with those measures taken as guide, in that context.

Looking forward: less emissions and more women

The first subject to take is the substantial importance of thinking gender as a transversal and comprehensive issue. On this matter, literature agrees that, since Climate Change is not gender neutral, then solutions should be neither.

According to the document *Climate Change Adaptation and its Impact on Employment*¹ (ILO 2018), employability issues, for example, show that even though emission reduction goals were to be reached, long term actions would not guarantee an increase in women employability: “*Without actions taken in order to overcome gender inequality on each relevant working sector, women’s engagement in employment will be 0,03% lower than in a Business as usual scenario*”.

Men and Women are affected and respond in different ways against Climate Change effects. Their contributions and solutions are diverse, but all equally necessary. When designing action plans, for both mitigation and adaptation, it is essential that gender perspective is integrated, because:

1. It offers a unique opportunity to answer to urgent topics: Climate and gender equity.
2. It strengthens effectiveness and efficiency of the measures.
3. It strongly contributes to gender equity, since it is believed that, without gender lens, Climate Change will widen the existent gap.
4. It guarantees deep transformation, which could result in new, sustainable forms of development.

1. This document was prepared for the Climate Sustainability Work Group under Argentina’s chair and published on August the 15th, 2018.

According to the document *Mainstreaming Gender perspective in public policies against Climate Change in Latin America* (Casas Varez, 2017), Climate Change unveils the existent gap between men and women and, simultaneously, it widens it. That is why policies restatement against climate offers the opportunity not only to diminish inequality, but also to mitigate and adapt to climate change. In the same way, women have the right to be included in climate decisions and to benefit in an equal way to men (Skinner, 2011).

In the Nationally Determined Contribution² (NDC) of Argentina, there are no mentions to gender matters. However, in the 2019 National Climate Change Adaptation and Mitigation Plan (National Office of Climate Change from Environment Department, 2019), gender is approached as a transversal issue, and some key concepts are described, for both mitigation and adaptation issues.

If the pathway to carbon neutrality is projected, social impacts cannot be ignored. In this transition, opportunities and challenges presented in this roadmap cannot be unknown.

DIFFERENT APPROACHES THAT IMPROVE RESULTS

This chapter aims to illustrate with concrete examples, how a gender perspective approach could be merged with the actions required to mitigate Climate Change, and for which reasons it is considered urgent and needed. To do so, three measures have been chosen: energy, transport and deforestation. In the following pages, some gender related considerations will be broadly described.

ENERGY

Measure: High integration of renewable energy distributed generation (self-production from home users, small companies, and businesses).

As a part of different response measures against Climate change, different jobs present challenges and opportunities. It is expected that different scenarios will occur in different sectors, while some of them may experience losses because of the carbon neutrality process, some other will probably grow. If actions seek to ensure a just transition, it is particularly important to ensure accessible opportunities for everyone, and their advantages must be equally distributed (Seller, 2020).

Although the proposals discussed in UNICEN's LTS introduce varying scenarios, energy is a main issue in all of them. Especially if we address distributed energy, a vanguard concept that involves not only renewable energy sources but also opens a new dimension in terms of energy access and the relation between community, industry, and the new implied actors. According to *Renewable Energies. A gender perspective*, a global report from the International Renewable Energy Agency (IRENA) which analyses gender inequity related to access and participation of women in the sector, "given its distributed nature, renewable energy solutions not connected to the grid offer big opportunities for women engagement in different parts of the value chain" (IRENA, 2019). The report highlights the many required qualifications that could be developed locally, and women are placed in an optimum position to lead initiatives that offer autonomous, decentralized renewable energy grid solutions. However, obstacles for the major engagement of women are also described, in which some of the most prominent are cultural and social matters, the lack of gender-focused programs and policies, as well as lack of capacities.

The same study, based on the opinion of 1500 women, men, and organizations related to the renewable energies sector from more than 140 countries, reveals that women represent the 52% of the full-time employees in the companies surveyed. A percentage significantly larger than the

2. <https://www4.unfccc.int/sites/NDCStaging/Pages/Party.aspx?party=ARG>

22% on average in the oil and gas industries worldwide. However, women engagement in renewable energies is a lot lower in the science, technology, engineering, and mathematics departments than in administrative ones.

The later statement does not match data from other studies. According to another study published by UNESCO Institute of Statistics (UIS, 2019) related to gender gap in science, Argentina counts with a 53% women engagement in the research field, compared to the 45.1% average in Latin America and the Caribbean, and the 29,3% worldwide.

The UNESCO document defines researches as professionals who dedicate to the creation or conception of new knowledge. Assuming that to generate new solutions, wide interdisciplinary knowledge and abilities are required, it is therefore deduced that diversity is a substantial value in this process.

According to the document *A Gender and Energy Guide for Trainers and Managers of Public Policies and Projects* (Rojas, 2014) in relation to energy-based projects, some of the goals that could be proposed to reduce the gender gap are:

1. Improving Women life quality through reduction of the physically extenuating activities, such as wood and water gathering, or agricultural work; or to improve health conditions.
2. Increasing productivity and income of Women by providing a (better) energy supply access to help them work more efficiently or bringing new opportunities for income generation.
3. Promoting gender equity and women empowerment, creating spaces for their engagement in activities and decision-making process, in which they are traditionally excluded.
4. Ensuring efficiency and sustainability of the project. If Women and Men's needs are not understood properly, interventions may be poorly designed and will probably fail.

The same document poses some issues to take into consideration, in order to identify the gap between Men and Women and define lines of action. For example, it is relevant to evaluate if they count with the same level of access to information about energy services/technologies related to the project; to consider if they are capable of decision making during its design and planning, and to analyze how are they organize the building and maintenance work. It is important to define how workforce and specialized work are distributed. This also applies to training, credit, and salary opportunities. The productive use of this energy and how Men and Women may be able to use it should also be considered: For example, if it will be used to optimize housework. Finally, to evaluate to what extent Women have the rights to be landlords and owners on land and property, or other things that could come into play in their capability of decision making.

TRANSPORT

Measure: Urban transportation modal shift: from private cars to public transport.

Both knowledge and perception of environmental matters can be shaped based on gender. Men and Women's levels of support towards public policies are different, they differ in their behavior with regards the environment, climate adaptation measures, and issues related to diet, and transportation (Seller, 2020).

Although, as it was previously pointed out, much is yet to be attained in terms of gender, some progress on this issue can be seen. The National Adaptation and Mitigation Plan on Climate Change³, version 1 2019 (PNAMCC in Spanish), includes many measures in transport oriented to improve massive public transport services, develop infrastructure for non-motorized mobility, promote low emission mobility, and optimize driving. In item 1.4.3, the PNAMCC describes guidelines for inclusion of gender perspective and, in relation to transport, establishes that safety elements must be considered, such as waiting stops and routes where women could be victim of gender violence. It also identifies elements regarding symbolism, and the role vehicles play in Masculinity construction, and Men's self-sufficiency idea (National Directorate of Climate Change- Secretary of Environment, 2019).

Transport is much more than a path covered

In the design of a strategy that projects a raise in the use of public transport against the use of private car scenario, a must-be stage consists in reviewing the role the car plays in society in general, and community in particular. Through this revision a much closer look on different uses, routes, and needs can be obtained.

On the other hand, if public transport is conceived as a developing factor in cities and society, the look on this sector must be wide and overcome the traditional analysis of time efficiency and traveling expenses (Secretary of Transport, 2019).

Regarding urban mobility, both access and accessibility must be evaluated. Originally, this is organized according to male patterns: designing it as a daily commute from/to home. However, women have a different use for urban means of transport. Hence, they manifest needs related to time use, paid and unpaid work, care role, and the need of different routes in relation to this. In fact, in the Autonomous City of Buenos Aires (CABA in Spanish) journeys related to care role represents 27% of daily journeys for women, while they represent only 13% for men.

Not only gender shows a different use of transport, but also several groups like elder people, children or handicapped people, among others, express the need to widen perspective (Secretary of Transport, 2019).

On another note, some subjacent plots of transport dynamic may be revealed. For example, in the summary document from the Gender transversality in transportation policies (UNDP, 2015) webinar, it is proposed to consider new indicators in mobility patterns that can be approached by the following questions. *"Who are the people traveling?" "Why do they do it?" "What cost does this means of transport have?" "Where are the activities they will perform?"* Responding to these questions highlights the fact that the gender dimension is inevitable when designing a measure of a transportation modal shift. And given that women use public transport more than private cars, a matter of utmost importance is gender violence in public spaces, specifically in transport. According to a study made in the Gender and Mobility Plan in CABA (Secretary of Transport, 2019) 72% of Women who live in the Metropolitan Area of Buenos Aires (AMBA in Spanish) feel insecure while using public transport against Men (58%).

For that, indicators like type of violence perceived, location, hours, or under what circumstances (bus stop location, address distances) are necessary for a new mobility design, where these aspects are studied and mitigated. It should also be considered that women travel significantly by non-mechanic means (on foot, for example).

3. https://www.argentina.gob.ar/sites/default/files/pnamcc_0512_ae_v9.pdf

Another point to consider is that women travel for numerous reasons, connecting several locations (work, child's care, groceries, etc.) using space in a more complex way (PNUD, 2015). This way of travelling involves activities, often chained between them, that occur in a defined temporary space, requiring an urban public transport that responds to these special needs, different from the regular commute of men.

Another issue for review is the engagement rate of Women in the transport sector. In 2014, for example, Argentina had an 8,1% of female representation, against a 91,9% of male labour representation in the sector (Jaimurzina, 2017). This shows the gap between the use and the representation in the work dimension of the sector. It constitutes another point to consider in the context of a fair transition, and the opportunity to reduce the labour gender gap.

FORESTRY

Measure: Stop deforestation, reaching zero deforestation in 2050, and a gradual recovery of native forests.

Like transport and energy, forestry and agroforestry are not gender neutral. Different grades of gender inequity are seen in relation to forests, usually against Women. While in many cases women and men's forests activities are complementary, both are important not only because of income, but also welfare and food security at home. Imbalance appears in access, use, and handling of forestry resources decisions, in the opportunity of converting knowledge into a valuable input for the design of new solutions, and the opportunity of being part in economic matters, for both, resources production, and employability. It is based on cultural reasons, gender role, stereotypes and established institutional issues in communities, as well as in political decision-making organs.

Concerning agriculture, plants and forests are a direct source of food, work, and several subsistence means for millions of people worldwide (FAO, 2013). In the same way, the importance of forests for rural lifestyle, conservation and sustainability is well known,

It is recognized that Women knowledge is often different to Men's, and it is commonly specialized in trees, forestry, species diversity, its use with different purposes (including health-related ones) and conservation practices. Moreover, they respond different to incentives and public policy engagement, relate different to institutions, and use forests in a different way (Habtezion, 2016).

Men and Women's concern tend to differ, even in the same community. That is why, unless Women point of view stands out, it is unlikely to be integrated into the process of decision making. Often, Women-related issues are not a priority, and usually even the female spokespersons are not welcomed in decision making spaces (Aguilar, 2011).

According to consulted bibliography, Women tend to show more awareness and concerns than Men in relation to environmental issues and are more in favor to cooperate in terms of environmental care. This represents a key factor to understand the substantial relevance of bringing in new perspectives to design new solutions (Casas Varez, 2017). Women count with several skills to manage Climate Change risks; although they play a role of user and administrator of natural resources, providers, and caretakers, they also rely on forest resources, which turns into a paradox, if it is considered that most of the times they do not participate in communities' decision making, nor their opinion taken into account regarding ways of handling environmental resources. For example, a study cited in *"The transversality of gender focus in public policies against Climate Change in Latin America"* (Casas Varez, 2017), shows the low engagement of Women in formal forest handling groups in Africa, Asia and Latin America. The same study also indicates that Latin America presented between 2005 and 2008 the greatest gap.

In some cases, some laws can indirectly sustain gender disparity. According to a recent investigation in the World Bank, nine out of ten countries in the world have at least one law that hinders economic opportunities for women (Habtezion, 2016).

In Argentina, according to the PNAMCC, version 1 2019, the National Climate Change Directorate (DNCC in Spanish) developed a series of gender tools to be released in the near future. These tools will include an integration guide, a conceptual glossary, and surveys designed to elaborate baselines and initiatives' monitoring in order to address the need to guide the practices of gender integration process.

Furthermore, an analysis about gender sensitive topics was carried out in relation to the contents in the operational issues of the National Work Plan on Forestry and Climate Change in order to promote the implementation of policies aimed to reduce the gender gap in native forests management; it was also carried out a review of the social and environmental risks and benefits, and the prioritized activities in the regional workshops (DNCC 2019).

Women on the verge of REDD+ projects

REDD+ stands for Reduce Emissions from Deforestation and Forest Degradation, and it is a financing mechanism developed by all the parties at the UNFCCC in 2007⁴. It designs tax incentives for governments, companies, or forest owners, based on the environmental results obtained through sustainable management of these ecosystems. Results must be reported by the states to the UNFCCC. REDD+ goes beyond common forest degradation and deforestation. It also considers conservation role, sustainable management, and the gain in forestry carbon reserves.

Through REDD+ projects, several countries have begun to merge gender perspective in their forestry actions to lessen unbalance situations, based on inequities (Casa Varez, 2017). To include gender perspective, REDD+ projects propose a scheme through social safeguards, which work as standards to ensure social benefits of environmental contributions.

CONCLUSIONS

On a national and global level, both, studies conducted and actions proposed from several plans recognize the relevance of gender issues in issues related to transport, energy, and forests, while they highlight the long way to go to reach a transformative implementation. There is an urgent need to think, design and execute with a gender lens, considering Women as agents of change since they are, simultaneously, part of the process and beneficiaries.

However, to think of Women as a vulnerable group which has to be taken care only for a technical requirement of a program is to waste the opportunity to incorporate great value knowledge to achieve transformative actions, both, low carbon and key factors in the pathway towards gender equity.

4. <https://www.unredd.net/about/what-is-redd-plus.html>

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