



## PROCEEDINGS

### GENDER IN CLIMATE CHANGE ADAPTATION AND DISASTER RISK REDUCTION

Manila, Philippines • Dusit Thani Hotel • 19-22 October 2008

1. The Third Global Congress of Women in Politics and Governance focusing on Gender in Climate Change Adaptation and Disaster Risk Reduction was held in Manila, Philippines from Oct. 19 to 22, 2008. The Congress was organized by the Center for Asia Pacific Women in Politics (CAPWIP) in collaboration with its partners, namely the United Nations International Strategy for Disaster Reduction (UN/ISDR), United Nations Development Programme (UNDP); the UN Environment Program (UNEP); the United Nations Development Fund for Women (UNIFEM); the Asian Development Bank (ADB); the Inter-Parliamentary Union Coordinating Committee of Women Parliamentarians (IPU/CCWIP), Women and Environment Development Organization (WEDO) and the Global Gender and Climate Alliance (GGCA).
2. The Congress was held to provide a forum for leaders and decision-makers at all levels in formulating a gender-responsive legislation and programs related to gender in climate change and disaster risk reduction. In particular, the Congress was held to: *a)* understand the phenomenon of climate change, its impacts and implication and study the appropriate actions to address these; *b)* review and examine the gender aspects in climate change and disaster risk reduction and formulate appropriate actions to address these; *c)* define the roles women can play in addressing the impacts of climate change and disaster risk reduction program

and policies at the global, national and sub-national levels; and *d*) identify and define the action agenda for parliamentarians, policy advocates, and women leaders to support global and national actions to adapt gender-responsive legislation and programs related to gender in climate change and disaster risk-reduction.

3. A total of **223** participants attended the Congress, 148 of whom were international delegates and 75 are delegates from the Philippines.

### **OPENING CEREMONIES**

4. The Congress was welcomed by **Dr. Jung Sook Kim**, President of the Center for Asia Pacific Women in Politics (CAPWIP) and by Senator Loren B. Legarda of the Philippine Senate.
5. In her address, Dr. Kim stressed that social transformation to a peaceful, just and gender-fair society with gender-responsive governance continues to be the aspiration of women and underpins the global efforts to increase women's participation in politics and decision-making. However, she said that this vision requires practical actions that take into account the current realities of a rapidly-changing world that poses new threats, risks as well as opportunities. She said that an understanding of these is vital in defining the path women should take to overcome the threats, mitigate the risks and maximize the opportunities.
6. She stated that the past two CAPWIP congresses have considered several issues confronting women and four (4) concerns have been prominent in their discussions, namely: women's political participation in politics, leadership and decision-making; peace and security; environment; and trade liberalization, the last three's gender implications not adequately explored yet and await women's active engagement in the discourse and practice. She cited as an example that women bear the burdens of war and conflict yet they are rarely part of negotiations; women have long felt the need to understand the implications of disasters attributable to climate change in the lives of women and its connections to integral sustainable development. Despite being the victims of climate change and consequent disaster, women have generally been excluded from the discussions. Yet, ironically women in many countries have the potential to be the most effective agents for restoring and protecting the environment. Inevitably, women must understand and engage in mainstream issues with gender to be taken up as part and parcel of the mainstream issues to define how women can become principal actors as participant and beneficiaries in the analysis and formulation of problems and solutions. The ultimate goal remains to be gender justice and gender equality.
7. Climate change is now emerging as the area of greatest concern in the 21<sup>st</sup> century which many people will agree has assumed crisis status. She quoted the Intergovernmental Panel on Climate Change (IPCC), CNN and other sources which have observed that the scale and seriousness of climate change is at last being grasped, standing on the brink of a historic consensus not only between scientists but in the corridors of political power and in boardrooms across the globe. She said that UNEP's Dr. Steiner said that it "marks the end-point of the debate" and that the focus should now shift to policy; if we don't, the world will be in deeper trouble than it is today and the price of not acting will go up every year that passes.

Dr. Kim said that the time is now for nations to make meaningful movement toward policies which confront climate and reduce risks of disaster.

8. Dr. Kim said that the Congress adds the missing important ingredient in the debate: GENDER. Women can contribute to transformative politics with new perspective and leadership in climate change responses and disaster risk reduction. The Congress provides a turning point in empowering women and mainstreaming gender in climate change responses and disaster risk reduction.
9. **Senator Loren Legarda** of the Philippine Senate, in her address, said that women leaders from across the globe realize that several milestone moments in global efforts to arrest climate change have not been gender-responsive or gender-sensitive and highlighted the fact that climate change agenda has been male-dominated. She encouraged the participants to lead and persevere in the efforts to curb climate change and help push congresses, parliaments and all policy-making bodies to formulate gender responsive legislation and programs related to climate change and disaster-risk reduction.
10. Senator Legarda underlined that apart from the climate change agenda being driven largely by men, current policies have not recognized the gender-specific effects of climate change, it is women, after all that bear the brunt of climate change's savagery. She cited the fact that women are the main and the more prodigious producers of stable crops; climate shifts play an important role in the explosions of malaria and cholera outbreaks; and that women receive less medical services than men and bear the burden of caring for the sick. She also said that women have distinct nutritional needs that make coping with natural disasters tougher and harsher; even disaster rescue efforts discriminate against women yet in times of disaster and economic stress, women are the primary caregivers and carry out much of the household workload after a disaster.
11. She said that all these realities should lead to a single resolve: the effort to combat climate change and mitigate the risks and challenges it poses to communities should be gender-sensitive and gender-responsive. She emphasized that policies should come to terms with the fact that women disproportionately shoulder the brunt of shocks and trends of climate and environment change in the face of continued poverty and that this stems from the way people position women in society, that this is all about power—and how power works to exclude and marginalize women. She said that it is time to redress the subordinate position of women in all spheres of their lives.
12. Senator Legarda then proposed that women need solid grounding on issues such as climate change politics, climate protection and preparedness through disaster risk reduction: education and information are vital to make women truly active in mitigation; programs should enable women to contribute to efforts to the most relevant and doable gender-sensitive climate change adaptation, mitigation, and disaster risk reduction programs.
13. She emphasized that women are powerful agents of change in the overall climate change adaptation and mitigation efforts. Women have been silently and effectively at the frontlines of confronting climate change from Micronesia to Honduras, to Kenya and the Philippines and from their quiet and steady work at

their communities they will move into the frontlines of pushing for good legislation and policy.

14. She called on the women of the world to engage with governments and communities to realize mitigation, adaptation and disaster risk programs that are truly attuned to their needs on the ground. She said to call on the parliaments and congresses across the globe to craft gender responsive development policy agenda and reforms that address climate change risks, people's adaptation and programs for mitigation.
15. **Dr. Salvador Briceño**, director of the UN/ISDR Secretariat said in his keynote address, that disaster risk reduction is an extremely important entry point for helping to mainstream gender issues into climate change work – specifically, into climate change adaptation. He said climate change adaptation is becoming ever more urgent, and disaster risk reduction is a powerful tool for this task. In a practical sense, adapting to the increasing risks of climatic hazards is disaster risk reduction in action. At an international and national policy level, the disaster risk reduction plan adopted by 168 governments in 2005, the Hyogo Framework for Action to build the resilience of nations and communities to disasters is a ready tool for the task. UN Secretary General Ban Ki Moon just a few days ago called on Member State Ministers to ensure that disaster risk reduction and the Hyogo Framework are urgently integrated more strongly into national and international climate change policy – as the first tool out of the box to start work on large-scale climate change adaptation.
16. Dr. Briceño stated that it has been acknowledged at a high level that disaster risk reduction is an inextricable part of responsible climate change policies and practices. Disaster risk reduction is based on a philosophy of prevention, not reaction with its bottom line being the need to reduce people's vulnerabilities to natural hazards, whether through better community preparedness and early warning, through more public awareness and political engagement, or through more risk-sensitive development, like what to grow or build, where and how. He pointed out that the way we build, organize and manage our communities, cities and economies can make the difference between catastrophe, and weathering the storm.
17. He underscored the role of women in these preventive efforts, women's leadership is crucial at all levels to make decision-making truly responsive and participatory manner. He emphasized that the story of women and disasters is not simply one of victimhood but that women are key to making communities and nations better prepared and more resilient to natural hazards: in developing countries women are still largely responsible for securing food, water, and energy in homes. Preventing and managing flood, sea level rise, and landslides, takes environmental and natural resource management -- women are key natural resource managers and guardians of environmental knowledge in traditional societies. When it comes to money and assets in struggling communities, women's private or 'unofficial' earnings, emergency food sources, belongings and savings are so often the 'fallback' when the 'official' main source of income - men's work - has been wiped out by disasters.

18. Dr. Briceño also said that women's forethought is often a kind of crisis insurance even if women's labor and potential contributions to making good decisions for the whole community, is devalued and overlooked under normal circumstances. He pointed out that gender analysis simply cannot be left out of any assessment of risks, or left out of plans for adapting to natural hazards and climate change. Progress on gender issues in disaster risk reduction, as in so many other fields, has been slow, inconsistent, and dependent on dedicated, passionate individuals. Ultimately, we need to go institutional. Gender focal points, despite their expertise, commitment, and growing numbers and networks, are often marginalized within their institutions. To be blunt, the focal point approach is not achieving what it should be, which perspectives into institutions is to mainstream gender as a whole.
19. He explained that appointing sole gender desks and focal points lets organizations or governments as a whole, off the hook. And often, the focal point chosen has limited authority or influence. They can also become isolated by their own expertise in women-centered work. Perceptions that their area is 'just women's issues' can marginalize them, when institutions still have not understood that women's issues are ultimately everyone's issues.
20. To make effective change on the ground, Dr. Briceño said that using a comprehensive gender perspective is the best way forward, as opposed to both a default 'gender-blind' male-focused approach, *or* the earlier popular 'woman-centered' approach amongst development and humanitarian agencies. To succeed, we also need large-scale and systematic capacity building so that all technical experts also become gender experts who really understand that the success of their programmes relies on whether they understand how women and men will implement change.
21. He also suggested that we need to find or convert more male champions of gender perspectives and women's empowerment. We need to learn each other's languages better or simply use plainer language – too often, gender experts and climate change or disaster risk experts talk past each other without connecting; with vocabularies of hard science on one hand, and social science or social theory on the other.
22. Dr. Briceño stressed that as national and organizational leaders start walking the talk in our own organizations, put our houses in order, so that everyone, from top to bottom, can view their work from a critical gender perspective. We also need synergy, not competition, between these three linked disciplines. Let us not fool ourselves; there is competition for donor attention, and this is misguided. Gender and climate change are not competing priorities – they need to be tackled together; and disaster risk reduction is an incisive entry point for linking the two – through adaptation.
23. He underscored that disaster risk reduction is a real and incredibly useful entry-point for doing gender-sensitive climate change adaptation. The way that disaster risk reduction puts gender issues onto the climate change agenda addresses core development concerns, and is a great opportunity for mainstreaming gender. We are talking about survival for agro pastoralists and coastal people, through innovative water, drought and flood management that must be implemented by women to have enough impact. We are talking about keeping livelihoods

sustainable, income sources diverse, and reducing poverty in the face of disasters, through valuing and building on women's skills, knowledge and work. The connections are so clear, that I believe, with concerted effort, we can build understanding, political accountability and capacity on this common ground.

24. He said that disaster risk reduction is rich territory for change, for synergy, for advancing all of these incredibly important concerns in concert, not competition, and for making real change to real people. To achieve what we collectively aimed for today, we need to take concrete actions in our respective capacity to address the poor understanding of the links among gender, disaster risk reduction and climate change; the lack of genuine political accountability and financial resources for global advocacy and action for gender equality in disaster risk reduction and climate change; and lack of institutional and individual capacity and tools to mainstream gender in disaster risk reduction and climate change.
25. In conclusion, Dr. Briceño asked the participants to show leadership in this joint cause, and offered his own commitment to stand beside them.
26. **Dr. Supachai Panitchpakdi**, Secretary General of the United Nations Conference on Trade and Development (UNCTAD), mentioned that UNCTAD has a work programme on gender issues and has published reports on *Mainstreaming Gender into Trade and Development Strategies in Africa* and *Moving Towards Gender Sensitization of Trade Policy*. He said that gender has now become a cross-cutting issue in UNCTAD, in fact the UN Framework Convention on Climate Change (UNFCCC) has argued that women need to be involved in the negotiations around CCTCC mitigation and adaptation and consulted on their priorities. Women would be the most natural allies of those promoting progressive and significant climate change mitigation and adaptation policies.
27. Dr. Panikpatchdi state that gender and climate change can be a vicious circle of worsening inequalities and impact as women affects more women than men. The worse the inequalities get, the worse the impact becomes which has a devastating effect on economic and trade growth, and can significantly delay the achievement of the millennium development goals (MDGs). The problems go beyond gender and climate change; they also affect the role of women in the environment, disasters, in business and in trade. In all these areas the root cause is gender inequality. Social and economic restrictions make women and girls more vulnerable to climate change and disasters and affect their ability to act and react to adversity. In order to achieve international development goals and expand economic and trade opportunities, we must break the cycle and doing so means tackling the persistent inequalities.
28. The factors contributing to female vulnerability must be addressed as a priority. These factors are: low literacy, less access to education, information, limited mobility due to childbearing and household duties; fewer opportunities for gainful employment; limited access to credit; low property ownership; low safety nets; low awareness of rights; etc. Also, women's and girl's exclusion from climate change-related information, decision-making and implementation processes actually undermines the climate change mitigation response as well as economic and trade development. Like vulnerability, the factors that contribute to women's and girls'

exclusion should be targeted and further investigated and requires more proactive efforts.

29. The key contributing factors would include: awareness, confidence, ability to secure, use and disseminate information individually and collectively; opportunity to be heard and make a difference. The efforts to overcome exclusion would also have to target men, particularly where social, cultural and religious practices are concerned as well as create an enabling environment – political, legal, economic and cultural climate – that allows women to engage in discriminating processes in a sustained and effective way. Intensified male migration is both a challenge and an opportunity: a challenge to survive but an opportunity for women to assume a more influential role in the community; and an opportunity for all of us to help them do so.
30. Dr. Panitchpakdi pointed out that recent major disasters have become opportunities for new lessons and the recognition that international responses need to be combined with local approaches to ensure more sustainable solutions. He said that governments, NGOs, women's groups and the international community must act quickly and cohesively to provide the necessary encouragement, training, and financial and moral support to enable women to maximize their contributions and overcome longstanding constraints.
31. He said that ensuring the active participation of half of the population considerably enhances the economy's production and growth potential; guaranteeing an education for all girls doubles the potential knowledge base. Providing fora for women to share their knowledge and experience on coping with climate change and disasters can mitigate the negative impacts and halt the rise in vulnerability. With the right type of policies, trade can help reduce gender inequalities and can serve as an engine of growth.
32. Dr. Panikpatchdi brought forth the following ideas for action focusing mainly on improving inclusion of women in participatory processes, improving their access to information and training, and encouraging entrepreneurship:

#### **International Action**

- 32.1 Documentation of good practices around the developing world and disseminating them widely among donors, NGOs, and women's self-help group. This is already happening but a more cohesive and inclusive approach would increase the impact.
- 32.2 Design Clean Development Mechanism (CDM) projects so that they meet dual climate and gender objectives.
- 32.3 Develop appropriate statistics methodologies to set benchmarks and measure impacts.

#### **National Level**

- 32.4 Prioritize the role of women in donor programmes focusing on policy formulation and implementation.

- 32.5 Encourage regular, structured consultation of women by INGOs and donors, including formal participation of women in decision-making bodies to include direct assistance to facilitate their participation.
- 32.6 Carry out awareness-building at national, sub-national, and village-level on the important role women can play in climate change mitigation, natural disaster preparedness and environmental ethics.
- 32.7 Design innovative outreach projects for men and boys, to address female exclusion issues.
- 32.8 Develop information dissemination programmes for women and children, through schools and women's groups.
- 32.9 Deliver training programmes on disaster prevention and reconstruction for women and girls, as part of early-warning systems development.
- 32.10 Prepare climate change mitigation programmes and strategies aimed specifically at females.
- 32.11 Offer mobile legal advisory services to help women and girls understand their rights and provide advice on such matter as property titles, inheritance, land rights, etc.
- 32.12 Create funds to offer women 'climate credit' for more environmentally friendly household energy, cottage industry, farming techniques, food processing, wood processing, water use, etc. and could include assistance to meet stricter standards and certification requirements.
- 32.13 Offer mobile 'management and finance mentoring' services for families with built-in conditions to ensure the participation of women and adolescents.
- 32.14 Create prizes for women and girls who develop innovative ways to adapt to climate change.
- 32.15 Create programmes that will provide direct assistance to women who become responsible for households and land, who will later assume a more influential role in community and national affairs.
- 32.16 Offer land and property mapping and titling advisory services with the aim of improving transparency, accountability and predictability – crucial factors for sustainable investment, to involve all stakeholders including local and national authorities.
- 32.17 Enlist the support of multiplier entities such as teachers, healthcare workers, religious authorities, business chambers, extension agents, NGOs, women's self-help groups, farmers clubs, garden clubs, etc.



33. Dr. Panitchpakdi concluded that the Congress is a vital step in the right direction and expects that the proposals for action by parliamentarians, policy advocates and women leaders will be carried through and implemented with the urgency they deserve; that the good practices that emerge from that process be replicated around the world. Given the clear links to trade and development, UNCTAD will collaborate in any gender-related endeavors and invited representatives to their Expert Group Meeting on *Mainstreaming Gender in Trade Policy* in Geneva.

#### **MESSAGES FROM PARTNERS**

34. CAPWIP partners delivered opening messages: UN/ISDR, the United Nations Environment Program, the United Nations Development Programme (UNDP), the United Nations Fund for Women (UNIFEM), Global Gender and Climate Alliance (GGCA), Women in Environment and Development Organization (WEDO), Asian Development Bank, Inter-Parliamentary Union Coordinating Committee of Women Parliamentarians (IPU/CCWIP), Secretary Jose L. Atienza of the Philippine Department of Environment and Natural Resources; Speaker Prospero Nograles of the Philippine House of Representatives; Dr. Achim Steiner, Executive Director of the UNEP (video recorded message); and Dr. Wangari Muta Maathai, Nobel Peace Prize Laureate 2004, founder of the Greenbelt Movement of Kenya (video recorded message).
35. In her statement, **Ms. Mariko Saito**, Programme Manager of the UNDP Gender Team, said UNDP works on addressing gender and climate change issues with our partners, through the Global Gender Climate Alliance (GGCA). She mentioned what UNDP aims to bring to the alliance and partners: support to partners to lead efforts on gender integration at the national level by providing technical expertise and capacity- building for ministries. For example, UNDP can extend support to integrate gender equality dimensions into national development plans and in environment and energy sector plans, policies, programmes and investment.
36. Ms. Saito said that UNDP will support advocacy activities of the network to provide leadership on gender equality issues in global climate change and other environmental negotiations. UNDP will support the network to increase access of developing countries especially LDCs to existing and future carbon financing mechanisms and to ensure that women-led business and women's organizations working to mitigate the impacts of climate change benefit from such resources. This will include working with large environmental financing mechanisms such as GEF and the new Adaptation Fund to reform their processes to be inclusive of women.
37. She said UNDP will also support the establishment of a global network for learning, knowledge products to inform policy, such as the resource guide on gender and climate change developed with IUCN. Learning activities will be extended to government partners, civil society, UN organizations and UNDP staff. All this work is backed by the new Gender Equality Strategy 2008-2011 that serves as a guide/menu to ensure integrating gender into all areas of UNDP work.
38. **Dr. Socorro L. Reyes**, Chief of Asia-Pacific and Arab States of UNIFEM-New York, said that a gender sensitive approach to climate change is imperative as it fosters more sustainable outcomes that incorporate and respond to the needs of

society at large. Furthermore, mitigation and adaptation strategies that incorporate the different needs and contributions of women and men—and address the power differentiation between genders—are, simply put, more likely to be effective. She highlighted that women’s vulnerability—in both environmental crises and natural disasters—due to discrimination, inequality and inhibiting gender roles, demand that gender consideration be integrated into disaster risk reduction interventions and post-disaster efforts in particular. Moreover, increasing the number and capacity of persons with gender expertise in decision-making processes will help ensure that the unique circumstances of women are considered and responded to in the formulation and implementation of all public policies related to climate change, including legal and social protection, sustainable development, resource management and conservation, human security, adaptation, and disaster risk reduction strategies.

39. Dr. Reyes related that during post-tsunami reconstruction in Aceh, UNIFEM supported the women in seizing the opportunity to strengthen their legal rights, introduce a gender equality perspective in local legislation, mainstream gender in the Aceh Recovery Framework, strengthen the position of the Women’s Empowerment Agency, set up a “Violence-Free Village,” participate in the reconstruction of the Balai Inong or “Women’s House,” and enhance their participation in the electoral process. This contributed to, among other results, women running for office at an exceptionally high rate in the 2009 elections—380 out of the 1,187 candidates were women.
40. She emphasized that the objective here is to make clear to the international community that gender, like climate change, is a cross-cutting issue. For this reason, effective and just climate change policies require both *climate* objectives and *equity* objectives. Climate objectives are imperative and, of course, include protection of bio-diversity, conservation and reforestation, carbon reduction and sequestering, sustainable development and other mitigation measures. Just as significant, however, are *equity* objectives which include the transfer of relevant technology, funding for mitigation and adaptation measures to developing states, and participatory/inclusive processes that involve women, indigenous people and other under-represented groups but affected populations. Combining the two—climate and equity objectives—will reinforce the capacity of climate change policies and programmes to create sustainable impact in the lives of people affected by global warming.
41. **Ms. Rebecca Pearl**, Coordinator of the Global Gender and Climate Alliance (GGCA), stated that the GGCA is a group of twenty five (25) UN agencies and international civil society organizations led by United Nations Development Programme (UNDP), United Nations Environment Programme (UNEP), and International Union for the Conservation of Nature (IUCN). The GGCA was launched at the Bali climate change conference last year, and its goal is to ensure that climate change policies, decision-making, and initiatives at all levels are gender responsive.
42. She noted that the CAPWIP Congress is a critical step on the road to upcoming climate change negotiations in Poland and Denmark, because it is the largest gathering to date of women leaders, gender experts, and civil

society organizations on the topic of gender and climate change. The second gathering of this kind will be in Liberia in March 2009. The presidents of Finland and Liberia are collaborating to organize the *International Colloquium on Women's Empowerment, Leadership Development, International Peace and Security*, which will gather 400 women leaders and civil society organizations to address the intersection of gender and climate change, among other themes. The purpose of GGCA in attending the Congress is to broaden their Alliance and to learn and share their insights and find ways to work together.

43. In her statement, **Ms. Lorena Aguilar** of the International Union for the Conservation of Nature (IUCN) said that IUCN recognizes that climate change will affect all countries with its impacts distributed differently among regions, generations, age classes, income groups, occupations, and genders. The poor, majority of whom are women living in developing countries will be disproportionately affected, yet most of the debate on climate change, so far, has been gender-blind.
44. She revealed that in the next months, the leaders of the world in Poland and Copenhagen will be defining what steps the world will be taking to combat climate change. This new challenge is too big and too important for women not to be there. She said that women cannot afford to be invisible nor can we afford not to be listened.
45. **Ms. Irene Dankelman**, Vice President of the the Women's Environment and Development Organization (WEDO) underscored that it is now time to translate into action the agenda of promoting women's rights and climate change. She stated that WEDO is highlighting local initiatives and is seeking to learn lessons through their research work in the field of climate change.
46. **Secretary Jose L. Atienza, Jr.** of the Philippine Department of Environment and Natural Resources said in his message read by DENR **Undersecretary Teresita Castillo** stressed that climate change is no longer an impending threat; we are already experiencing its preliminary onslaughts mainly in the form of extreme weather events and the destruction that they inflict. He stressed that there is a great deal more at stake in the Philippines than the welfare of its people and Republic: the Philippines happens to be among the world richest repositories of terrestrial and marine biodiversity; home to the center of the Coral Triangle, our planet's greatest treasury of marine biodiversity. By inducing coral bleaching and disrupting ecosystems, climate change can devastate our biodiversity wholesale, thereby depriving humanity of potential remedies to hunger and malnutrition, diseases, and other persistent problems.
47. He stated that much of the projected impact of climate change has been quantified in the Philippines emphasizing that the poor will be the foremost victims, and that the women and children among them are at the greatest risk. Given the scenario, he stressed the importance of unanimity, cooperation and resolve necessary to make climate change mitigation and adaptation measures work.

48. Secretary Atienza said that although climate change affects everyone, it is not gender neutral and magnifies existing inequalities, reinforcing disparities between women and men in their capabilities to cope with climate change. He informed the Congress that the Philippine Department of Environment and Natural Resources and other relevant government agencies have formulated an action plan on climate change with a workshop in the offing on mainstreaming gender concerns in climate change policies and programs and develop gender-responsive projects on climate change as well as ensure the participation of women in such initiatives.
49. He emphasized that women are entitled to information and resources that will empower them to make appropriate decisions and take corresponding actions as well as in decision-making in its many forms including law-making and policy formulation; participate in governance to assume positions of trust and responsibility, and power and leadership. He said women are entitled to step up from the background onto the front lines and will help us all if these processes are facilitated and accelerated.
50. The Secretary further said that gender stands on equal footing, with neither need nor cause to dominate one another. We are partners, facing global threats together, determined not be overwhelmed but to prevail. If women happen to be in the majority here and now, it is only because they have been absent, uninvited, for so long, in many occasions in the past. Let us get going.
51. The Speaker of the Philippine House of Representatives, **Hon. Prospero Nograles**, gave his welcome address through **Deputy Speaker Hon. Ma. Amelita Villarosa**. He said that climate change is the most serious crisis the world faces – more serious than the current US financial crunch, the global economic slowdown, the world oil challenge, and the food crisis. In the worst case scenario, he said, our failure to effectively address climate change means losing everything with the worst consequences going beyond the limits of economics and politics but going to the hear of the biggest and most important field of all – LIFE.
52. He said that while the concern is serious it is not terminal yet, and while the problem is huge, it is not surmountable. He said that we cannot effectively solve climate change, reduce disaster risks, or mitigate their negative consequences if our actions are not born out of an equal regard to both women and men. Women cannot and should not be sidelined, he emphasized, because they do not only have equal stakes in these concerns with men but they also possess half the power needed for us to win over these crises.
53. For government leaders, Speaker Nograles stressed that the challenge is to adopt gender-responsive leadership, meaning leading and serving by crafting and implementing gender-sensitive legislations, programs, and services. He also said that gender-oriented strategies need to have pro-poor focus if we were to win over the challenges of climate change and disaster risks since it is the ability of the poorest citizens of the world to survive these challenges is the only true measure of the effectiveness of our actions and success of our efforts.
54. He stated that in this 14th Congress action agenda for parliamentarians, policy advocates and women leaders will be defined in support of national and global efforts toward the adaptation of gender-responsive legislation and programs

specifically on climate change and disaster risk reduction. The action agenda illustrates the commitment to save the environment and also mirrors the strength of collective or unified actions in addressing global problems.

55. Speaker Nograles concluded that climate change and disaster risks are huge problems but are not insurmountable. He said collective efforts will give us the strength; gender sensitivity will light up our path; and gender-responsive leadership will lead the way. With these, he said, we can win over these challenges, we can save Mother Earth and we can preserve, and essentially, enrich life. He then assured participants of the House of Representatives' commitment to gender-responsive legislation, particularly on the matters of climate change and disaster risk reduction.
56. In his welcome statement, UNEP Executive Director **Dr. Achim Steiner** said that climate change is an increasingly prevalent issue dominating the world with greenhouse emissions increasing by 2.5 percent. The situation presents the possibility of a dramatic alteration in the natural balance of local and global ecosystems and the infringement on human settlements. He quoted IPCC which predicts climate change will fall disproportionately upon developing countries and poor persons within all countries, and thereby exacerbate inequities in health status and access to adequate food, clean water, and other resources.
57. He said that socially based roles and responsibilities of men and women often determine the extent of vulnerability as well as how the communities will cope with the impact of a hazard or disaster. Also, people living in poverty are more vulnerable to environmental changes with 70 percent of the world's poor being women and the vulnerability further accentuated by race, ethnicity, geographical location and age.
58. Dr. Steiner however said that innovative investments and market mechanisms and strategic planning are enabling many countries to address and overcome climate change and disaster-related challenges at the same time tackling the achievement of the MDGs. He emphasized that each and everyone is responsible for ensuring that climate change does not go unchecked any more and measures to reduce disaster risks and vulnerabilities are implemented. He cited that today, global forest cover has reduced by at least one third and that action is needed to halt the continuous depletion of the forests. Through small but significant efforts everywhere can assist in countering climate change.
59. He mentioned that the launching of the UNEP Plant for the Planet: Billion Tree Campaign was meant to be an engine for voluntary expressions of solidarity in countering climate change through global tree planting. The target of one billion trees by 2007 has been achieved before the year ended, the new target is to plant 7 million more tree by 2009 when countries meet in Copenhagen. For its part, the Philippines has already planted 23,825, 868 trees.
60. He said there are indeed clear links between climate change and disasters. UNEP has in its Medium-Term Strategy placed climate change and disasters and conflicts among its sixth priority focus areas. Both sub-programs will integrate gender-related considerations and the use of gender-sensitive indicators, sex-disaggregated data collection methods into adaptation planning, environmental assessments and

capacity-building processes. He mentioned the lack of scientific data on gender concerns in the implementation of national response strategies which UNEP will support the development of data highlighting the juxtaposition of gender and climate change particularly in such sectors as water and sanitation, agriculture, energy, land use change, deforestation and degradation, biodiversity and traditional knowledge, forestry and disaster risk reduction.

61. Dr. Steiner emphasized that UNEP will continue to integrate gender equality into all its policies, programs and projects with special attention given to the role of women in environmental policymaking, environmental management and early warning, and disaster management. He said UNEP's commitment to mainstream gender equality and equity in its programs will be extended to its work with partners and other agencies, funds and programs of the UN system.
62. In her video-recorded message, 2004 Nobel Peace Laureate **Dr. Mangari Muta Maathai**, expressed her apprehension over the impact of climate change that are being projected, such as the melting of ice from the Arctic and mountains, drought and the spread of deserts and the drying up of rivers and streams. She said it is important that the forests are protected especially in the tropics and in the three (3) major blocks: the Amazon area, the Congo basin with 10 countries in the sub-region, and the South East. She stressed the importance of creating a mechanism within the government of these regions and encourage them not to cut these forests, make these valuable and support them as well.
63. She said women play an important role and have great opportunity to influence government and make laws to protect the environment. She pointed out that environmental degradation and peace are closely linked. She said we should change our mindset and rethink the linkage that when resources are depleted, people will compete and conflict ensues. Who will be allowed, excluded and marginalized will, sooner or later, seek justice.
64. The Founder of the Greenbelt Movement of Kenya, Dr. Maathai, emphasized that sharing resources in an equal way is an important part in peace-building, sustainability and development, and that we need to support each other in this endeavor.

**PLENARY SESSION 1**  
**MAINSTREAMING GENDER IN CLIMATE CHANGE ADAPTATION**  
**19 October 2008, Afternoon Session, 1330 – 1730 PM**

65. On behalf of UNEP, **Clara Nobbe** chaired Plenary Session 1. Five (5) resource persons made their presentations, namely: **Hannah Usimaa, UNEP; Vanessa Tobin, UNICEF; Lorena Aguilar, IUCN; Rebecca Pearl, GGCA; Irene Dankelman, WEDO**. An interactive discussion followed the various presentations.

66. **Ms. Hannah Usimaa of UNEP** explained that the emission of greenhouse gases have warmed the lower atmosphere and caused human-induced climate change. Impacts of climate change are widespread melting of ice and snow; rising sea level, increased frequency of extreme weather events; extinctions or changes in the distribution and abundance of species. The main tipping points are: reduced agricultural productivity; heightened water insecurity; increased exposure to extreme weather events; collapsed ecosystems and environmental services and increased health risks.
67. Climate Change *mitigation* and *adaptation* are strategies for responding to climate change. Ignoring climate change will cost us as much as US\$7,500,000,000 by 2050 (that's \$7.5 trillion, 20% of the global economy). Tackling climate change now is entirely possible and will cost us only 1% of global GDP. e.g. Climate adaptation refers to the ability of a system to adjust to climate change (including climate variability and extremes) to moderate potential damage, to take advantage of opportunities, or to cope with the consequences – i.e. manage the unavoidable.
68. Adaptation measures need to be taken urgently and it is a process that includes understanding vulnerabilities, building capacity, learning from pilot actions and operationalizing adaptation. There is an urgent need to integrate climate change into sector development plans and policies and to tackle other problems that contribute to vulnerability and reduce coping ability.
69. She stated that one of the six (6) priorities of the UNEP is climate change adaptations. The UNEP Climate Change strategy involves: mitigation, adaptation, science and communication. Adaptation means meeting the needs of vulnerable countries for environment protection and economic development and assisting in integration of adaptation in planning. The three (3) pillars of the UNEP adaptation strategy are: 1) building key adaptive capacity of the developing world; b) Increasing ecosystem resilience and reducing the risk of climate-related; disasters and conflicts; and 3) Mobilizing and managing knowledge for adaptation policy and planning.
70. She suggested six (6) core messages which the participants could take home:
- Anticipatory and precautionary adaptation is more effective and less costly than forced, last-minute adaptation or retrofitting
  - Adaptation is region- & ecosystem specific
  - In dealing with the climate problem and its related uncertainties, balance a top-down and Bottom-Up approach
  - Start from existing entry-points: Development programmes, disaster risk reduction programmes, sectoral programmes
  - Support a 'culture of resilient thinking'
71. **Ms. Vanessa Tobin of UNICEF** explained the impacts of climate change on children particularly in respect of food (in) security and under-nutrition; water security, diarrhea and other; waterborne diseases; malaria and other vector-borne diseases; death and illnesses from use of biomass and fuels indoors. Further, climate driven breakdowns in social and economic structures could redound to

decline in children access to education; displacement and migration of families, trafficking and maltreatment; a climate driven reduction in GDP would increase poverty rates; loss of livelihoods for millions of families and thus rise of child mortality rates.

72. The bases for action on climate change and addressing its impacts on children are contained in the 1972 Conference on the Human Environment Declaration; Convention on the Rights of the Child; the Aarhus Convention; Art 6 Convention on Climate Change; Hyogo Framework for Action; the Millennium Development Goals; Partnerships with faith-based organizations and Partnerships with youth organizations.
73. She explained the key strategies to reduce human security risks to children such as: 1) Household water supply, sanitation and hygiene (WASH); 2) Groundwater recharge and watershed remediation; 3) Disaster risk reduction and preparedness; 4) Environmental protection and restoration; 5) Renewable energy solutions; 6) Health-related interventions; 7) Community capacity building and 8) Social protection and psycho-social support. In fact, children can be included in the development of climate change responses in four (4) areas: 1. Methods, tools used for impact, vulnerability and adaptation; assessment; 2. Climate related risks and extreme events; 3. Socio-economic information; and 4. Adaptation planning and practices.
74. She noted the centrality of children to the discussion of climate change and to human security; children's issues are not yet well recognized or incorporated in environmental agendas; children are key agents for social change; climate change is inextricably linked to the broader sustainable development agenda for children, poverty reduction and the MDGs; and the lack of accurate age-specific data on children and much of the health risk posed by climate change is avoidable or curable.
75. She concluded that: 1) a human rights-based approach necessitates inclusion of children's issues; 2) need to integrate the children's agenda into relevant intergovernmental processes; 3) NAPAs and other regional and municipal adaptation plans should incorporate a children's dimension; 4) many opportunities exist for the international community to generate support for community empowerment, shared learning between countries and communities and field activities designed for results.; 5) Support is needed for improved energy efficiency and conservation and increased access to clean household energy; 6) partnerships are key; 7) need for donor support for the local actions of children and young people; 8) investment in infrastructure is essential; and 9) further approaches to research on climate change and children should be explored.
76. **Ms. Lorena Aguilar of IUCN** explained the link between gender and climate change. She noted that the debate related to climate change has been gender blind. Climate change does not affect women and men in the same way and it has, and will have, a gender-differentiated impact. Therefore all aspects related to climate change must include a gender perspective. Assessments of the impacts of climate change should take into account: 1) Causes of vulnerability, or specific conditions that make women, especially poor women, vulnerable to the effects



climate change; 2) Added risks to current ways of securing well-being and 3) the particular strategies or adaptive capacity and the role of women and men in the face of climate stresses.

77. Women are not just helpless victims of climate change – *women are powerful agents of change* and their leadership is critical. Women and men have showed that they have different strategies and play different roles while coping with climate change. Women have always been leaders in community revitalization and natural resource management. They have proved to be powerful agents of change.
78. Climate change will lead to increases in several risks. The threats to household well-being will stem from both direct risks (changes in climate variables) and indirect risks (i.e., increase prevalence of pest and diseases). The impacts are likely to be felt disproportionately by particular individuals depending on characteristics such as sex and age. Also, climate change will not only exacerbate existing risks but also reveal new risks that have been hidden.
79. Interventions related to risk reduction and social risk management should pay especial attention to the need to enhance the capacity of women to manage climate change risks with a view to reduce their vulnerability and maintain or increase their opportunities for development. Some possible actions are: to improve access to skills, education and knowledge; to improve disaster preparedness and management; to support women to develop voice and political capital to demand access to risk management instruments; and to develop policies to help households stabilized consumption (credit, access to markets, social security mechanisms).
80. To promote gender responsive responses to climate change she recommended among others: Improve the understanding of gender and climate change; encourage gender-sensitive financial mechanisms and instruments; promote the active participation of women organizations. national and local governments should: translate international agreements (treaties, agreements, conferences, declarations and resolutions) to their internal policy; develop strategies to improve and guarantee women's access to and control over the resources; use the specialized knowledge and skills of women in the strategies for survival and adaptation to disasters; create opportunities for the education and training of women on climate change; provide measures for capacity building and technology transfer; assign specific resources to secure women's equal participation of the benefits and opportunities of the mitigation and adaptation measures.
81. The organizations, ministries or departments of women issues and the UNIFEM should have a more active role in the discussions and decisions that are being made on climate change. Climate change cannot be considered exclusively an environmental problem; it should rather be understood within all its development dimensions.
82. **Ms. Rebecca Pearl** informed the participants about the **Global Gender and Climate Alliance (GGCA)** and its advocacy for mainstreaming gender in climate change. Its work is focused on global policy; finance mechanisms;

capacity building; standards and criteria and knowledge platform. She stated that to infuse a gender perspective in climate change responses, there is a need to have gender guidelines for climate change finance mechanisms; women and gender experts should be in the driver's seat in governance of adaptation and mitigation funds; finance and entrepreneurship training for women; incorporate gender in the budgets for implementing National Action Plans for Adaptation (NAPAs); genderize climate funds: gender budgeting, gender auditing, gender indicators and sex-disaggregated data; apply gender criteria to the design of Clean Development Mechanism (CDM) projects; and Replicate large carbon offset projects led by women.

83. She recommended that the participants give this language to their country's UNFCCC delegation: *“Requests the UNFCCC Executive Secretary to develop a strategy to ensure that gender considerations are fully integrated in the actions, assistance to the Parties, activities and work plan of the Secretariat, and to report on progress to the Conference of the Parties at its fifteenth session.”* In addition she advocated that the participants take actions to ensure that women and gender experts be included in country delegations to the major climate change negotiations in Poland (December 2008); Bonn (June 2009); Copenhagen (November-December 2009) and have them participate in the GGCA's orientation for UNFCCC government delegates on November 30, 2008; review the country's National Adaptation Programme of Action (at [www.unfccc.int](http://www.unfccc.int)) and Disaster Risk Reduction Strategy and participate in the implementation phase; request that gender criteria be introduced by government delegates sitting on global fund boards and applied to national spending on climate change. Finally, she urged the participants to get involved in the GGCA.
84. **Ms. Irene Dankelman of WEDO** observed that gender equality is neither mentioned in the UN Framework Convention on Climate Change (UNFCCC) nor in its Kyoto Protocol. Women's participation in climate change debates at global level remains limited up to now. UNFCCC decisions and mechanisms are still gender-blind and the Secretariat lacks gender specific capacity. National Adaptation Programmes of Action (NAPAs) fail to include women as holders of knowledge, contributors or target groups for adaptation plans (as did Sao Tome and Principe). Women's groups and ministries are listed as consultants to the preparation of several national reports (e.g. Tanzania), and sometimes women's groups are included as necessary for community participation. But consultations with women's groups do not automatically result into concrete actions for women's involvement. Women are still largely portrayed as victims in the climate change crisis and without the ability to be involved in negotiations or strategic project planning
85. Women's NGOs have been important drivers for bringing a gender perspective into the UNFCCC deliberations; some women ministers, and governments joined into these efforts. Information sharing and awareness raising, critical analysis of UNFCCC negotiations and instruments and mechanisms have resulted into opening up space for women to be heard in and by the official meetings since COP 11 in Montreal (2005). However, the recognition and modalities are not present yet, and have until recently prevented meaningful participation.

86. Important actors that have advocated for mainstreaming gender into climate change adaptation have been NGOs and their allies, UN agencies, some governments, the Network of Women Ministers for Environment, some academics and most of all local women and men themselves. Among the NGOs, important leaders are: the GENDERCC – women for climate justice network (established in 2004 at the COP in Milan), ENERGIA, the Women’s Environment and Development Organization (WEDO) and Women in Europe for a Common Future (WECF). At the moment some regional gender-climate change networks are being established, e.g. in Africa. The World Conservation Union’s (IUCN’s) gender unit has played a leadership role as well<sup>1</sup>. United Nations agencies and programmes joined, such as the Food and Agriculture Organization (FAO), the United Nations Development Programme (UNDP), and the United Nations Environment Programme (UNEP). The latter two, with IUCN and WEDO, established the Global Alliance for Climate Action (GGCA) in 2007 during COP13 in Bali.
87. Interesting lessons could be learned from recognition and inclusion of gender aspects in the disaster risk reduction work, and from scientific programmes. Important steps towards gender mainstreaming activities of NGOs and institutions have been: Information generation and dissemination on gender – climate change adaptation and mitigation, and collecting gender-specific data; Undertaking gender analyses of climate change adaptation and mitigation policies, strategies and mechanisms; Advocacy for a gender approach in climate change policies, adaptation and mitigation; Training and empowerment of women on climate change adaptation and mitigation; Supporting and facilitating women’s engagement in adaptation and mitigation discussions; Increasing community-based climate change disaster preparedness and response plans; Provision of assets to women affected by climate change (e.g. credit, housing, agricultural inputs, technologies); Prioritizing the adaptation needs of poor women and Making gender issues a common concern of women and men through awareness-raising.
88. In the efforts to mainstream gender into climate change major challenges are: Lack of priority for social issues and of (political) will; Different sectors are involved: the use of different vocabularies and lack of understanding; It is easier to speak (and repeat) words than to take action – a sense of urgency is failing; Lack of institutional capacity: institutional mechanisms not in place; Lack of gender analyses in climate adaptation; participatory research tools to explore the impact of climate change on people’s livelihoods are scarcely applied; Lack of gender-specific information, data and indicators; Lack of gender-specific climate change policies, strategies, and funds: not enough attention for women’s priorities; Women not seen as key agents, but mainly as victims and Regressive cultural practices hinder women’s ability to adapt and participate in climate change adaptation and mitigation.

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<sup>1</sup> See: [www.genderandenvironment.org](http://www.genderandenvironment.org)

89. Numerous steps to mainstream gender issues in climate change responses were recommended: 1) Develop and adopt a Decision at UNFCCC COP14 and/or COP15, to mainstream gender in climate change mitigation, adaptation, technology transfer and funding ; 2) Support participatory research to explore gender aspects of climate change and related policies and actions. Include the outcomes of such research also in forthcoming studies of the International Panel on Climate Change (IPCC); 3) (b) Conduct gender impact analyses to identify gender-specific needs and protection measures related to floods, droughts, and other climate change related disasters; 4) Vulnerability assessments have to be made gender specific, and should apply gender analyses; 5) Enhance institutional capacity to mainstream gender in global and national climate change and disaster risk reduction policies and operations, strengthening gender awareness and mechanisms; 6) Develop a gender strategy and action plan for gender mainstreaming in climate change institutions at all levels; 7) Ensure that women and women's organizations participate in decisions relating to climate change mitigation and adaptation; 8) Promote participatory approaches in climate change adaptation and mitigation, and develop adaptation plans that recognize women's abilities and include them in disaster relief efforts; 9) Involve women in climate change decision-making at all levels and take advantage of their particular skills in natural resource management and conflict prevention; 10) Involve local women in climate change risk assessment and monitoring, and include women in all stages of forestation, reforestation and conservation projects; 11) Integrate a gender perspective into energy planning, decision-making, management and implementation; 12) Use gender audits and needs assessments to ensure that energy policies focus more on demand-side considerations, in order to better reflect the needs of women and poor households; 13) The Clean Development Mechanism (CDM) should fund projects that make renewable energy technologies available to women and that meet their needs; 14) Adaptation funds should be gender-sensitive; 15) Market-based mechanisms such as the Clean Development Mechanism (CDM) should be made accessible to both women and men and ensure equitable benefits; 16) National Adaptation Programmes of Action (NAPAs) and National Communications should be made gender-specific; 17) Construct a legal regime that safeguards the security of women affected by climate change, including mechanisms to review land-use planning and infrastructure work; 18) Ensure that governmental policies and programmes on human rights, women's rights (including CEDAW<sup>2</sup>) and climate change are coherent and reinforce each other AND 19) Incorporate climate change in discussions on women's rights and related interventions, which often focus on political, social and economic empowerment and protection in a non-disaster context.
90. During the interactive discussion, issues and challenges pertaining to gender in climate change adaptation were brought to fore as follows:

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<sup>2</sup> Convention on Elimination of All Forms of Discrimination Against Women (CEDAW).

### Gender-based differential impacts of climate change

- Women portrayed as victims rather than powerful agents of change
- Women and men face different vulnerabilities due to their gender condition
- Women have less assets, making them more vulnerable (Vulnerability and capacity of social groups to adapt to or change highly depends on their **assets**)
- Women and men have different strategies and play different roles while coping with climate change

### Roles women can play in defining actions for climate change adaptation

- Women from indigenous and local communities, based on their traditional knowledge possess repertoires for coping strategies
- Few NAPAs target women as actors in adaptation activities
- Gender blind frameworks, mechanisms and reports: UN Framework Convention on Climate Change, Kyoto Protocol
- Lack of gender specific capacity of UNFCCC Secretariat (more relevant to the Bali Road Map, decisions on the post-Kyoto regime to be taken up at next COP 14 in Pozna (Polen), Dec 2008 and at COP15 in Copenhagen next year; learn lessons from gender mainstreaming in disaster risk reduction work and from scientific programs
- Limited participation of women in official delegations

### Legislative measures:

- Construct a legal regime that safeguards the security of women affected by climate change, including mechanisms to review land-use planning and infrastructure work
- Ensure that governmental policies and programmes on human rights, women's rights (including CEDAW) and climate change are coherent and reinforce each other
- Incorporate climate change in discussions on women's rights and related interventions, which often focus on political, social and economic empowerment and protection in a non-disaster context

**PLENARY SESSION 2**  
**MAINSTREAMING GENDER IN DISASTER RISK REDUCTION**  
**20 October 2008, Monday, 1300 – 1700 PM**

91. Plenary Session 2, “Mainstreaming Gender in Disaster Risk Reduction: Issues and Challenges,” was chaired by **Mr. Emmanuel De Guzman** on behalf of the United Nations International Strategy for Disaster Reduction (UN/ISDR). He gave an overview of the plenary session and highlighted that gender, climate change adaptation (CCA) and disaster risk reduction (DRR) are closely linked. The existing methods and tools of DRR provide powerful capacities for adaptation to climate change. DRR and CCA share the same ultimate goal: Reduce vulnerability, increase resilience and achieve sustainable development. As the UN/ISDR has stressed: “Climate change adaptation starts with disaster risk reduction.” He stated that “DRR-CCA is everybody’s business.” For more synergy, DRR and CCA communities need to focus on a shared agenda of poverty reduction, increasing funding flows to the poorest people and working together on challenges.
92. Five (5) papers were presented, namely: (a) Challenges of reducing disaster risk and the Hyogo Framework for Action; (b) the 2008-2009 World Disaster Reduction Campaign, focusing on keeping hospitals safe from disasters; (c) Environment and disaster risk reduction in a changing climate; (d) Gender, disaster risk reduction and legislation; and (e) the recent UN/ISDR Consultative Meeting with Parliamentarians in Manila. An interactive discussion on issues and challenges; actions and responses; and legislation followed the paper presentations.
93. **Dr. Feng Min Kan**, Senior Coordinator for Advocacy and Outreach Coordination Unit of the United Nations International Strategy for Disaster Reduction (UN/ISDR) Secretariat discussed the “Challenges for Disaster Risk Reduction (DRR) and the Implementation of the Hyogo Framework of Action (HFA).” She explained that HFA was the final document that was approved and endorsed by 168 Governments during the World Conference on Disaster Reduction. She added that the overarching goal of HFA is to “build the resilience of nations and communities to disasters.” HFA has three strategic goals, five (5) priorities for action; and cross-cutting gender issues, aside from provisions for implementation and follow-up. The focus of HFA is on national and local implementation with bilateral, multilateral, regional and international cooperation.
94. She noted that according to the distribution of natural disasters, Asia accounted for about 90 percent of the total number of disasters, based on the OFDA/CRED International Disaster Database (1975-2001). Of the four (4) major types of natural disasters, climate accounted for 80 to 90 percent of all disasters. In 2006 alone, disasters resulted in over 20,000 deaths and about U.S. \$45 billion in economic loss. In the recent Global Hotspot study of the World Bank, about 25 million square kilometers and 3.4 billion people are relatively highly exposed to at least one natural

hazard. And 105 million people are relatively highly exposed to three (3) or more hazards. What makes it more alarming is that the poor are more vulnerable to these disasters.

95. Sustainable development cannot be achieved without taking account of DRR. Risks will always remain. “We have to address the root causes of vulnerability that include human, economic, social, environmental, scientific, technical and physical factors,” she said. DRR is a sound investment for sustainable development and it is “the sum of measures, which can be undertaken to reduce human and social vulnerability to disasters.” These measures include risk assessments, education, information management, land use planning, environmental management, protection of critical facilities, application of science and technology in all fields, including early warning. It is “an agenda in progress.” Prior to the 1990s, civil defense and relief organizations provided humanitarian response to emergencies. During the 1990s, the International Decade on Natural Disaster (IDNDR) Yokohama strategy started the consideration of the linkage between disasters and development. Since 2000, the International Strategy for Disaster Reduction (ISDR) sought to reduce disaster risk; while HFA: 2005-2015 aimed to build the resilience of communities and nations to disasters as part of development, and is now linked to the humanitarian agenda.
96. The ISDR was launched in 2000 by UN General Assembly Resolution A/54/219 as the successor of the International Decade on Natural Disaster Reduction (1990-1999). The ISDR aims at building disaster-resilient communities, with the goal of reducing human, social, economic and environmental losses due to natural hazards and related technological and environmental disasters. The **main functions** of the ISDR are the following: (a) Policy and coordination (guide and monitor the implementation of HFA); (b) Advocacy (high-level advocacy, annual awareness campaign, publications); (c) Information management and networks (website, clearinghouse); (d) Regional outreach – Support to regional partners and countries (national platforms and action plans – Policy, advocacy, information); and (e) ISDR system and resource mobilization. The ISDR Headquarters are located in Geneva. Regional offices are found in Panama, for the Americas; Nairobi, for Africa; Bangkok, for Asia; Dushanbe, for Central Asia; and Cairo, for WANA. For Thematic Platforms, the offices are: (Platform for the Promotion of Early Warning) Bonn, Germany; (International Recovery Platform) Kobe, Japan; (CIIFEN) Guayaquil, Ecuador; and (Global Wildland Fire Network) Freiburg, Germany. The Partner Networks and Regional Centers include ADPC, ADRC, ASEAN, SAARC, ECO, SOPAC, CEPREDENAC, CDERA, ACS, CAPRADE, AU/NEPAD, SADR, ECOWAS, IGAD, CoE, and CIS, among others.
97. The paper presenter explained that the Hyogo Framework for Action priorities for action include the following: (a) Make DRR a priority – Ensure that DRR is a national and local priority with a strong institutional basis for implementation; (b) Know the risks and take action – Identify, assess, and monitor disaster risks and enhance early warning; (c) Build understanding and awareness – Use knowledge, innovation and education to build a culture of safety and resilience at all levels; (d) Reduce risk – Reduce the underlying risk factors; and (e) Be prepared and ready to act – Strengthen disaster preparedness for effective response at all levels.

98. She traced the progress in the implementation of the HFA. At the national level, national platforms for DRR have been established in 46 countries; 120 countries have designated HFA focal points; 31 are linked to CCA/UNDAF; and 31 linked to PRSP's of the World Bank. At the regional level, regional strategies have been established in Asia (Beijing Plan of Action), Africa (AU/NEPAD), Europe (Council of Europe), Pacific (Madang Framework), aside from ministerial commitments and regional consultations in other regions. Meanwhile, regional cooperation have been formed, such as the ISDR Asia Partnership, collaborative centers, initiatives of drought (China), seismic risk (Iran), etc.
99. Tsunami early warning and recovery have stimulated a wider risk reduction agenda in the Indian Ocean. At the international level, the HFA has been found through the engagement of different sectors (environment, education, health); increased commitment (UN agencies, WB/GFDRR, Regional Development Banks, EC, and other donors. More engagement have been forged among NGO actors and the private sector.
100. Among the major challenges facing DRR are the following: (a) The world still lacks a clear understanding and capacity to reduce disaster risks, especially at the national level; (b) Governments have not allocated adequate human and financial resources to reduce existing disaster risks and protect development gains; (c) Development sectors have not yet made disaster risk assessment as part of their development plans and programs at all levels; (d) Mainstreaming gender concerns and needs in DRR still remains unsatisfactory; and (e) DRR has not been fully recognized as a tool for climate change adaptation, especially at the national level.
101. In conclusion, Dr. Feng Min Kan said that (a) linkages between poverty, environment, climate and disasters require integrated approaches; (b) capacity needs for future climate risks are mostly similar to those for today's risks; and (c) there is an urgent need to integrate risk management into development sectors (health, education, environment, science, culture). She also stressed the need to build alliances for action, utilizing ISDR mechanisms for the media, governments, NGOs, academic institutions, and the private sector to address gender perspectives in DRR and CCA. To push DRR forward, she recommended the following: (a) Forge coherent approaches to adaptation and DRR; (b) Make risk reduction a core part of the post-2012 climate change strategy; (c) Scale up the use of risk reduction tools as a core adaptation policy; (d) Use the ISDR system to boost efforts to reduce and manage risks; and (e) Make risk reduction an integral part of development policy and programs.
102. **Dr. Linda Milan**, Director, Building Healthy Communities and Populations, **World Health Organization (WHO) Western Pacific Regional Office**, presented the paper on, "World Disaster Reduction Campaign 2008-2009: Hospitals Safe from Disasters With a Gender Perspective." She stated that disasters are threats to life and health and cited that about two billion people have been affected with disasters from 1990-1999, with 600,000 fatalities globally. More than two-thirds of deaths occurred in Asia. From a total of 127 major disasters worldwide, 23 percent occurred in Western Pacific Rim in the past 10 years. For example, the Sichuan earthquake in China on 12 May 2008, which resulted in 69,222 deaths, including 374,638 injured 18,176 missing persons, and 11,028 health facilities destroyed. More recently, Typhoon Frank (or Fengshen) destroyed and damaged numerous hospitals and health



facilities in central and southern Philippines. The Tsunami of 26 December 2004 damaged over 360 hospitals and facilities, while over 220,000 were killed, and more than 1.6 million people were displaced.

103. All disasters are a health issue, and damage to health systems affects every part of society and nations as a whole. Globally, hundreds of hospitals/ health facilities are destroyed or damaged during disasters each year leaving millions of people without emergency care during and after disasters when hospitals and health facilities fail to function. Further, more are without public health and clinical services when operations are disrupted due to damage to the facility. The focus on hospitals is justified on several counts: 1) hospitals are huge investments (direct and indirect costs); 2) they address/ respond to basic human rights of a population, absence or weakness reflects on governments' failure to provide for basic needs; and 3) they provide emergency care, health surveillance to prevent outbreaks, etc.
104. She explained that the World Disaster Reduction Campaign (2008-2009): Hospitals Safe from Disaster is a two-year campaign that was launched in January 2008, organized in partnership with the UNISDR, WB and WHO. It aims to (a) direct attention toward building and maintaining hospitals that are safe and optimally functioning, especially during disasters; (b) integrate disaster risk reduction into health policies and programs; and (c) achieve the strategic goals of the Hyogo Framework for Action by 2015. The objectives of the Campaign are: (a) protect the lives of patients and health workers by ensuring the structural resilience of health facilities; (b) ensure that health facilities and health services are able to function in the aftermath of emergencies and disasters, when they are most needed; and (c) improve capacity for risk reduction, including the emergency management capacity of health workers and institutions. "Safe hospitals" are defined as: "health facilities whose services remain accessible and functioning at maximum capacity and within the same infrastructure, during and immediately following disasters, emergencies or crises. A safe hospital, therefore, will *not* collapse in disasters, killing patients and staff; will be able to continue to function and provide critical services in emergencies; and will be organized with contingency plans in place and health personnel trained to keep the network operational.
105. Some factors that may put hospitals at risk during disasters: (a) *Buildings*: Location and design specifications, resiliency of materials used contribute to the ability of hospitals to withstand adverse natural events; (b) *Patients*: Inevitably, an increase in number of patients; (c) *Hospital beds*: Availability of hospital beds frequently decreases even as the demand for emergency care increases; (d) *Medical and support staff*: Loss or unavailability of personnel disrupts the care of the injured; hiring outside personnel adds to the overall economic burden; (e) *Equipment and facilities*: Damage to non-structural elements can sometimes surpass the cost of the structure itself; even when the damage is less costly, it can still force the hospital to halt operations; (f) *Basic lifelines and services*: A hospital's ability to function relies on lifelines and other basic services such as electrical power, water and sanitation, and waste treatment and disposal. When some services are affected, the performance of the entire hospital suffers.
106. Protecting health facilities includes (a) Ensuring risk reduction in the design and construction of all new health facilities; (b) Improving the non-structural and functional vulnerability of existing health facilities; and (c) Adopting legislative and

financial measures to select and retrofit the most critical facilities to increase levels of protection. Health workers are central in identifying potential health risks from natural hazards and promoting personal and community risk reduction measures. They are essential to strengthen disaster preparedness in the health sector.

107. Evidence indicates that people living in low-income countries are four times more likely to die from extreme natural disasters than those in high-income countries. Women and men suffer different negative health consequences following a disaster. She noted some gender considerations in disasters. The tsunami of 2004 killed much more women than men. Females accounted for 77 to 80 percent of deaths in four worst-affected villages of Indonesia. Studies also reported an increase in delivery rates during the 48 hours following an earthquake, a significant increase in the premature delivery rate, stillbirths and other pregnancy-related complications and infertility. Female survivors from disasters face more risks and challenges. Examples: Domestic burden increases; less chance to access to information and external aid; have to stay in crowded shelters without privacy and sanitation; increased domestic and sexual violence against women and girls; and in disaster response, women are not appropriately represented.

108. Women need care but they are also part of the main force in disaster response and care providers. Hospitals/ health facilities should not only be safer, but also more responsive to the needs of women and men, girls and boys, older persons, and the poor. In conclusion, she proposed some principles of good practice, which include the following: (a) Involving women in all stages of decision-making; (b) Collecting data disaggregated by sex and use for planning; (c) Identifying and providing for gender-specific needs; (d) Considering and assessing the impact of all response activities on women and men; (e) Paying special attention to those who may experience social exclusion; and (f) Ensuring women's access to assistance and supplies.

109. **Ms. Clara Nobbe**, Associate Program Officer, **United Nations Environment Program (UNEP)** focused on "Environment and Disaster Reduction in a Changing Climate: Entry Points for Gender." In her presentation, she described UNEP's approach to DRR, and identified concrete entry points for integrating gender perspectives into UNEP's work on DDR. She said that the Millennium Declaration, the Millennium Ecosystem Assessment, and the Hyogo Framework for Action recognize the inter-linkage between environmental degradation, human security and well-being. They also recognize that ecosystem services, environmental management and environmental information offer opportunities to reduce risks, decrease poverty and achieve more sustainable development. Ecosystems are affected by disasters, but also contribute to saving lives and protecting livelihoods, she added.

110. Disaster management and disaster risk management differ in that the main focus of the former is on emergency response and response preparedness, relief and recovery while the latter is on strategies and coping capacities to lessen the impacts of hazards. Disaster management is the organization and management of resources and responsibilities for dealing with all aspects of emergencies, particularly in preparedness, response and rehabilitation; while disaster risk management is the systematic process of implementing policies, strategies and coping capacities to lessen the impacts of natural hazards. This includes measures to avoid (prevention) or to limit (mitigation and preparedness) adverse effects of hazards.

111. Disaster risks have three (3) components, namely: (a) Hazard; (b) Vulnerability; and (c) Capacity. In explaining the dimensions of a “hazard,” she said that events of different sizes and with different return periods create different risks. These include Magnitude and Intensity (what size?); Frequency (how often?); and Probability (how likely?). Vulnerability is conditions determined by physical, social, economic, and environmental factors or processes, which increase the susceptibility of a community to the impact of hazards. Settlement in hazard-prone areas increases vulnerability but different exposed settlements have different vulnerabilities. Other factors that create vulnerability were identified: (a) Unsustainable development processes; (b) Unplanned urbanization, environmental degradation, loss of natural buffers, industrial accidents; (c) Structures exposed to disaster risk, public infrastructure, housing, critical facilities, hospitals; (d) Institutional and financial framework and social setting, building codes, insurance, finance for disaster mitigation; and (e) Mechanisms to deal with risk preparedness planning, early warning systems, integrated planning, and risk information. The goal of DRR is to reduce disaster losses, enhance development, and build resilience to hazards.
112. Environmental conditions affect disaster risk in a number of ways: (a) Natural hazards can be affected by social processes such as for example greenhouse gas emissions are dramatically altering climate patterns; (b) Degraded ecosystems reduce community resilience such that the poor are most vulnerable and least resilient to disasters and environmental degradation is a driver of poverty; (c) Healthy ecosystems can protect communities; (d) Disasters can create new environmental problems and new risks, for example, natural hazards can trigger the release of toxic substances into the environment such as oil pipe breaks, damage to hazardous material production and storage facilities; damage to sewage treatment systems; and (e) Environmental degradation is a hazard in itself – In addition to natural hazards, most communities face severe impacts from human-induced hazards, including water scarcity; land conversion/ desertification; biodiversity loss; resource depletion; loss of ecosystem services; pollution/ contamination; disease and health; conflict; and technology; and technological/ established or industrial accidents.
113. Ms. Nobbe pointed out that by virtue of their different social roles and status, women and men are impacted differently by hazards and they experience environmental degradation in different ways, largely because they perceive risks differently. Their priorities include a safe place to live and store their harvest and livestock during the monsoon season; better access to services such as agricultural extension; training and information about adaptation strategies and livelihood alternatives; and access to resources to implement effective strategies and overcome constraints.
114. What happens after to men and women during and after a disaster? (a) Women and children are 14 times more likely to die than men during disasters (IUCN/WEDO 2007); (b) The largest numbers of fatalities during the Asian Tsunami were women and children under the age of 15 (Synthesis Report of the Tsunami Evaluation Coalition); (c) The death rate of women was almost five times as high for women than for men during the floods following the cyclone of 1991 in Bangladesh (Röhr, 2005); (d) during Hurricane Mitch men were put at specific risks while encouraged to “heroic” actions (IUCN); (e) There was an increased school drop-out rate for girls

- (Davis et al., 2005): and (f) There was a reported increase in the levels of sexual harassment and abuse (Bartlett, forthcoming).
115. She noted that the professional communities working in DRR, environmental and sustainable development fields at the global level are made fully aware of the need and process for cross-integration, and that they are assisted in that process. Gender concerns are included in guidance and advisory materials, as well as gender-based recommendations in guidance and advocacy materials, such as the UNDG Guidelines for Integrating Disaster Risk Reduction into CCA UNDAF.
116. There has also been a marked improvement in access to data and information. International and national communities are provided with the information they need to understand and start to incorporate ecosystem management and the livelihoods approach into disaster risk reduction policies, plans and practices (i.e., collect and manage sex-disaggregated data). It is important to note that environmental regulatory instruments are potential opportunities for mainstreaming disaster reduction.
117. Lately, she said, science-based knowledge and guidance have been developed. Cutting edge technical reports, good practices and tailored guidance and assessment methodologies are made available in published and electronic formats. As such, gender dimensions are being introduced in technical reports, and their incorporation in related field-based research has been encouraged. Gender dimensions in risk assessment methodologies are also being included.
118. She also emphasized that there are now capacity building endeavors at the regional and country levels. Governments and implementing organizations at the national level have the institutional capacity to develop and implement integrated DRR, ecosystem management and livelihood policies, plans and projects. There are also moves to integrate gender perspectives into training material, particularly related to project design. Key gender-related questions are now being raised in the design of DRR programs to promote targeted projects.
119. In closing, she underscored that there is now a better division of labor and greater impact through working in partnership with environmental organizations, and practical projects are being carried out. She also stressed the need to seek out and engage with partners who are capable and skilled in gender-based analysis, program design and implementation.
120. **Dr. Cheryl Anderson**, Director of the Hazards, Climate, and Environment Program of the **University of Hawaii Social Science Research Institute**, presented a paper on “Gender, Disaster Risk Reduction and Legislation.” She noted that women are often portrayed in media as victims of disaster, while men are portrayed as heroes and re-builders. Women are used as faces of disaster for funding, sympathy, but may not necessarily receive the direct benefits of relief. She added that women are depicted as victims of disaster, but not as victims from violence in crisis. On the other hand, men are depicted as heroes, but not as perpetrators of violence. She continued that women are *overrepresented* as passive victims, which occludes their actions in surviving; and at the same time, women’s victimization by less visible sources (e.g., rape and sexual assault by responders; or simply their differential position in families and economies which makes them more vulnerable) is

*underrepresented*. Patriarchal gender arrangements readily feature women as passive victims of nature, while failing to see women as active agents of social survival; and men are perceived as heroes while failing to see men or patriarchy itself as oppressing women.

121. The trend for global disasters shows an increase in hydro-meteorological disasters. In global disasters, people with lower incomes are killed much more during disasters than people with higher incomes. People with lower incomes are also more vulnerable to many more types of disasters than people with higher incomes. Most of the disasters in the lower income areas die from hydro-meteorological disasters. The data is not sex-disaggregated. One's position in society makes one vulnerable to disasters. It is important to understand that people are not vulnerable just because they are "women" or "children" or "elderly" or "ill" but positions in society may make people more vulnerable to disasters.
122. In terms of gender vulnerability issues in disasters, the London School of Economics recently published a study demonstrating the vulnerability. In 141 countries studied: Women in non-OECD countries have decreased life expectancy in disaster. Dr. Eric Neumayer, LSE, 2007 said: "The feminists got it right. Natural disasters are a tragedy in their own right but in countries with existing gender discrimination, women are the worst hit." London School of Economics: Eric Neumayer and Thomas Plumper, 2007. (See seed paper for reference.)
123. Many people do not understand the reasons for considering gender in risk reduction. "Gender" is often misunderstood as "women" only. The importance of looking at women and men in disasters is to ensure that we consider the special issues and needs of all people in disasters, because these issues spill over into personal and community interactions and relationships. If a project focuses only on entitling women, men may set up obstacles that sabotage the project from becoming successful. The dialogue on disasters, preparedness, recovery, and mitigation need to happen with women, men, organizations, and communities at all levels.
124. Gender analysis is a tool that can help to ask deeper questions about policies, programs, and activities to reduce disaster risks at all phases of the disaster cycle. It can be used in all phases of the disaster cycle. For example, in gender analyzing disaster responses: Who are relief efforts targeting? Have there been gender considerations in relief supplies, such as pregnancy kits and assistance for women who tend to go into pre-term labor during disasters? Or have there been sanitary supplies for menstruating women and for babies? Do shelters have safe places for people to go to the restroom and clean themselves? Is there a water supply to enable religious practices? In *Disaster Recovery*: Are the legal rights understood by the poor, by women, by different ethnic groups? Are land inheritance and title rights understood? Do women and men have equality in accessing land rights? Are the livelihoods and resource needs understood prior to disaster so that resources can be effectively targeted to improve livelihoods in recovery operations? And in *Disaster Mitigation*: Who participates in designing mitigation initiatives? Are environmental and community best practices included? Are the mitigation efforts only focused on structures and infrastructure, which are primarily dealt with by engineers?

125. Understanding all the elements of disaster risk reduction, such as social, cultural, political, and economic systems intersecting with the natural and built environments can be complex. Gender analysis must look at all these layers, and with the addition of climate change issues, can even be more complex. GIS has become an important tool for visualizing intersection of many layers of data and information. There are many different ways to capture this data, from the very low tech to the more high tech innovations. On the low-tech end, if you had no mapping software or images, you could run through the exercises of identifying hazard histories and critical facilities by listing these. But technological developments over the last decade have made it increasingly easier to manage data. Geographic Information Systems has become one of the best tools for gathering hazard information and managing assets, developing scenarios and models, and communicating scientific, technical, & geographic information to policy makers and managers.
126. She cited an example of the lack of gender equality in federal organizations: Only about 7% (41 of 574) of leaderships positions at the National Weather Service (NWS) field offices and Regional Headquarters are filled by women. In contrast, more men are present in formal risk management, filling out about 80 percent of leadership positions in Environmental, Community, Social, and Health non-government organizations and civil society groups, particularly in Hawaii and the U.S. Pacific Islands. And to further illustrate the disparity, community leaders are often women, and women usually manage household activities.
127. In an effort to address the disparity, there have been efforts to build the capacity of women in the Pacific in the Formal Risk Management Sector. This has resulted in more public outreach into communities, and more networking among agencies. For one, the FSM Weather Service Office and the Climate Specialist in the FSM Department of Economic Affairs provided local sponsorship, organization, and support for the workshop.
128. In the Federated States of Micronesia, activities must be undertaken in partnership with the community to be successful. Traditional land tenure in the islands means that any project involving land or marine activities must be sanctioned by traditional leaders. It is critical that partnerships be developed with communities. Because of the observed changes in sea level variation and erosion, and resultant impacts on gardens and land use, it is important that decision makers have access to better wave and water level information. It is also critical that men and women managing the resources have better access to more detailed information that will affect their livelihoods.
129. During an ENSO related drought in 1992, the Micronesian women in the small island knew their island hydrology and were able to find potable water for survival, even though all of the pump systems tapped salt water. This is because these women's roles and responsibilities in their community increased their coping skills for this type of hazard. Climate variability results in frequent drought and loss of crops in these islands, and traditional coping strategies may no longer be as effective. Climate change, which will force more climate extremes, will result in food insecurity and unavailable sources of drinking water: Where do these women go? How do they survive in new locations? What happens to their power?

130. Dr. Anderson recommended that men be engaged in increasing gender equity in risk reduction. At the Honolulu Workshop, the men recognized the following measures that they need to undertake in support of women: (a) Advocate for gender equality; (b) Deliver gender mainstreaming messages to other men; (c) Need to be full partners in gender sensitivity training; (d) Men as leaders need to be committed to bring gender equity results within their own organizations; (e) Confront gender stereotyping, and create opportunities for personal and institutional transformation; (f) Recognize that women have adequate personal knowledge and skills in coping with disasters, and that more women need to be trained as first responders; (g) Tools and methodologies are needed to sensitize and empower men to implement gender equality; (h) A separate workshop on men's role in gender equality/ gender mainstreaming is needed, and sessions should be held at upcoming meetings, such as the National Hazards Research Workshop, Sociology, disaster mitigation, and other forums; and (i) The Gender and Disaster Network should be used to share ideas, tools, and best practices (e.g., examine gender sensitivity that was provided to troops who served in East Timor, which resulted in a major reduction in violent incidences against women).
131. In closing, Dr. Anderson flagged two information resources: (a) the Gender and Disaster Network (<http://www.gdnonline.org>); and (b) Gender and Climate Change Network ([www.gendercc.net](http://www.gendercc.net)).
132. **Senator Loren B. Legarda of the Philippine Senate** presented the Report on the UNISDR Consultative Meeting With Parliamentarians on "Making Disaster Risk Reduction a Tool for Adapting to Climate Change" She reported that on 17-18 October 2008, she joined Parliamentarians from Cambodia, the National People's Congress of China, Costa Rica, East African Legislative Assembly, the Republic of Ghana, Jordan, the Netherlands, Republic of Korea, Republic of Uganda, European Parliament and representatives from UNISDR and CAPWIP in a roundtable consultative meeting to discuss how to harmonize DRR and CCA into the sustainable development agenda.
133. The approach to DRR has evolved from one being basically reactionary to a proactive stance and focused on prevention and preparedness. Despite this progress, they realized the gap between DRR and CCA interventions, as evidenced by the worsening impact of disasters, increasing human vulnerabilities and rapid environmental degradation. They committed to find concrete ways to make DRR an international, national and community priority.
134. The Manila Call for Action of Parliamentarians on Disaster Risk Reduction and Climate Change Adaptation is the first of its kind in DRR history. The landmark document embodies the convictions and commitments to DRR and CCA. The significance in the shift from a reactionary to a pro-active and preventive approach was explained by the example of China's experience. By investing \$3 billion in flood control projects, China was able to avert what would have been a \$12 billion loss. As to the poor, she added, they are the hardest hit by disaster and climate change impacts due to their lack of coping mechanisms and resources. Disasters undo decades of development efforts and reverse gains in poverty reduction.

135. She said that women are uniquely affected by climate change and disaster, and there is a need to devise strategies that would specifically respond to their needs and allow them to participate actively in the formulation of these strategies and policies.
136. Thus far, DRR and CCA interventions have been isolated and disjointed. While the positive contributions of these efforts are recognized, consolidating these into an all-encompassing approach that addresses various needs would maximize results. To do this, political will, legislative initiatives and resources are needed to bring these programs to fruition.
137. The Philippine Senator continued that climate change has tipped the scales of equality. Whereas industrialized countries have higher carbon emissions compared to developing countries, the latter are more vulnerable to the impact of climate change. The Parliamentarians present during the Manila meeting believe that industrialized countries have a responsibility to compensate for this inequality.
138. With the foregoing realities and principles, the Parliamentarians committed to promote closer collaboration between CCA and DRR experts and institutions with a view to increase efficiency and effectiveness in reducing peoples' vulnerability to climate-related disasters; and promote the Hyogo Framework for Action 2005-2015, which seeks to build the resilience of nations to disasters, lays out a detailed set of priorities that would reduce disaster losses substantially, and is a key guide for adaptation action.
139. In addition, the following were committed: (a) Advocate policy changes to advance DRR and CCA at national and international levels; (b) Enact legislation for DRR at national level and promote it at international and local levels; and (c) Promote enabling political environment to establish cooperative and mutually beneficial relationships between DRR and CCA. To carry out these commitments, a two-pronged strategy was adopted – calling on the participation of the international community; and own resolve to take immediate action. This approach reflects the need for multi-level partnership and collaboration.
140. Legislators create a policy and institutional environment conducive to multi-stakeholder collaboration at all levels. In this light, their Meeting called on Parliamentarians around the world, especially in countries vulnerable to disasters to take a pro-active role in advancing DRR and CCA to protect lives and livelihood. At the same time, they called on the Inter-Parliamentary Union and the United Nations to work together in developing and elaborating an international legal framework to secure the synergy between DRR and CCA. It was hoped that the HFA would become an internationally binding legal instrument, and the help of the IPU and UN have been enlisted in this regard. Further, they called on the international community to provide greater priority to and more resources for DRR and CCA.
141. National governments were called upon to ensure better use of existing resources to make DRR a tool for CCA. To complement the envisioned international legal framework, they proposed local legislation to ensure that DRR and CCA are mainstreamed in their respective jurisdictions. And in accordance with the goal of an inclusive DRR strategy, emphasis was placed on having a gender-sensitive DRR. This means that policies should be formulated and takes into account that women disproportionately shoulder the ill effects of climate change.



142. The Manila Call for Action was adopted by lawmakers from Asia, Africa, Europe and Latin America. In conclusion, the Philippine Senator stated that it is a welcome and progressive footprint that would shift the paradigm of DRR and CCA, and sustainable development discourse into a more relevant, inclusive, pro-active, comprehensive and gender-sensitive strategy.

143. In the course of the ensuing interactive discussion comments and questions were raised as follows: (a) a model hospital that is safe from disasters is needed for replication; b) need to disseminate knowledge on DRR and CCA faster to parliamentarians through information and communication technology (ICT); c) when the rights-based framework was introduced, the demand for action became key and d) we all move differently; development people must dialogue with disaster and security people (sectors) to bring things together.

#### ***Model Hospital for replication***

- The ISDR is in the process of coming up with a model hospital that is resilient to disasters, particularly to withstand earthquakes and it adopts the multi-disciplinary approach in dealing with DRR and CCA.

#### ***Information Dissemination and Education***

- There is a dearth of information on sex-disaggregated data on disaster-related data and how can this gap be addressed. ISDR has started to adequately address the lack of sex-disaggregated data.
- Realizing that calamities and disasters can evolve into a crises, depending on the context and magnitude; information is vital to enlighten and enable people to respond appropriately. The ISDR has uploaded on its website, Prevention Web<sup>3</sup>, information on how various countries and governments can start taking action. All ISDR publications can be reproduced or translated in your local language. Send us an e-mail for our records. Also, it has an information kit that contains some model hospitals that conform to country-specific and other local requirements/ needs. However, the ISDR can pilot specific projects for replication purposes.
- We need to educate people. Through the media network, we can put pressure on government to put its act together. There is a definite need to disseminate information at the grassroots level. Rural residents should be made to understand the concepts of DRR and CCA through the development/ conceptualization of localized information, education and communication (IEC).

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• <sup>3</sup> PreventionWeb, an information portal on disaster risk reduction (DRR) was developed to support the HFA to facilitate the work of professionals involved in disaster risk reduction and promote an understanding of the subject by non-specialists. The system has been designed to allow distributed data entry as well as provide options for content syndication to partner sites. The site is updated on a daily basis, and contains a wide range of information such as news, DRR initiatives, event calendars, on-line discussions, audio and video content. Under the themes, you can find a section on gender. Please visit the home page at [www.PreventionWeb.net](http://www.PreventionWeb.net).

- Local versions of the “Inconvenient Truth” video documentary (with subtitles in various languages) will be produced for replication; share good practices will be shared; cartoons and animated video to explain will be produced to effectively carry the key messages of CCA and DRR; mobilize the ISDR, CAPWIP, GLOBE to translate their information resources into ordinary and everyday language. Collaboration is the key;
- The education campaign on DRR and CCA should begin in schools; (b) The ISDR is now engaging the private sector to mainstream DRR in their development activities and introducing DRR in the Corporate Social Responsibility (CSR) programs of private companies; (c) DRR is a tool for CCA, which aims to reduce vulnerabilities to disaster risks.
- There is need for more awareness-raising on CCA and DRR; there is a need to involve women at all levels, especially at the grassroots, and the importance of touching base with women’s organizations, local government units.

***Mainstreaming gender in DRR and CCA in governments and legislation***

- How do we convince governments to mainstream DRR and CCA in their respective development agenda? Relative to this, the Parliamentarians in the Manila Consultative Meeting will shortly come up with a model Bill (legislative proposal template) that may be looked into by other countries. This will hopefully have a multiplier effect among Governments.
- There is no problem with laws, as most laws are well crafted. The problem lies in the implementation of these laws. In reality, the challenge is with all of us. Local government units and NGOs have the responsibility to operationalize the law. The Ecological Solid Waste Management Act and the Clean Air Act are classic examples of good laws in the Philippines. Although these are not perfect, we are getting there. Monitoring is important, and this is being addressed through the Oversight Committee.
- In crafting laws, is civil society being consulted? All stakeholders are involved in the formulation of laws through the conduct of public hearings. How do we integrate DRR and CCA in laws? Make your parliamentarians informed of what other similarly situated countries are doing.
- How can African countries localize the Manila Declaration? The Manila Declaration is a conceptual agreement, and is not meant to dictate upon other Governments and countries. It is not a legally binding agreement; however, it is a good beginning. The UN is, therefore, urged to come up with a Convention that other countries can now ratify for their own countries.
- The Manila Consultative Meeting was a brainstorming session. Create political space and enabling environment. Advocate, not dictate.

144. Other comments were that legislation should bring in the private sector and civil society. Funding alone is not the solution. The Pacific Region has its own version of the climate adaptation (CCA) and disaster risk reduction (DRR). Some queries posed were: What is the role of children and the youth in DRR? Is it possible to have strategies to prevent, rather than reduce, disaster? Are there efforts to make some DRR measures become revenue generating as well? Countries should put preventive measures for disasters. They should develop technology to detect natural disasters.

**PLENARY 3**  
**MAINSTREAMING GENDER IN LEGISLATION**  
**20 October 2008, Monday, 1330-1730 PM**

- 144. Dr. Jhuni Joo**, Negotiation and Leadership Officer of the Korean Institute of Women in Politics (KIWP), chaired Plenary Session 3. Resource persons were Dr. Patricia Licuanan, Chair, Preparatory Commission and Main Committee, UN Fourth World Conference on Women; Dr. Jung Sook Kim, President, CAPWIP; Dr. Ursula Schaefer-Preuss, Vice-President for Knowledge Management and Sustainable Development, Asian Development Bank (ADB); and Dr. Socorro L.Reyes, Chief, Asia-Pacific and Arab States, UNIFEM; Honorable Florence Gbinigie-Erhabor (JP), Project Manager, Forum Of Nigerian Women in Politics and President, Forum of African Women in Politics
145. A historical perspective on women's Journey to Equality was given by Dr. Licuanan. She presented a historical background of the Fourth World Conference on Women (FWCW) starting from the three previous UN World Conference on Women that took place in 1975 in Mexico, 1980 in Copenhagen, and 1985 in Nairobi. In 1990, a review on the implementation of the Nairobi Forward-Looking Strategies was done including the creation of Commission on the Status of Women.
146. The FWCW built on the past three world conferences on women and built on and upheld the commitments of the major UN conferences of the decade, namely: the conferences on the Environment and Development, Rio (1992); Human Rights, Vienna (1993); Population and Development, Cairo (1994); Social Development in Copenhagen (1995). The Conference covered familiar ground and reinforced old concerns of UN Decade on Women (1975-1985) such as: the feminization of poverty, economic participation, health, education, political participation, human rights. The FWCW also broke new ground in the area of violence against women, women's unremunerated work, women's sexual rights as human rights, the issue of girl-child, and women migrant workers. The Conference also raised level of awareness and discussion of gender issues globally in a consultative and participatory spirit. It was the largest UN conference ever involving complex consultation process at national, regional and global levels; partnership with NGOs. It also de-mystified UN processes and procedures.

***UN in 1990s***

147. The 1990s in the United Nations were exhilarating times; there was a high-level of participation of civil society and advocates. End of decade: Millennium Summit. The Beijing Platform for Action had 12 Critical Areas of Concern. These are: women and poverty, education and training of women, women and health, violence against women, women and armed conflict, women and the economy, women in power and decision-making, institutional mechanisms for the advancement of

women, human rights of women, women and the media, women and the environment, and the girl-child.

### ***Celebrating gains***

148. The Beijing Platform for Action also celebrated the gains that have been achieved such as the setting of national machineries for women, gender plans, budgets. For cases of violence against women, special bodies/ units established were established; new laws were formulated or old laws amended; judicial processes were enhanced. In the case of women's health: a rights-based framework was instituted and data for reproductive health was improved. At the same time, more recognition/ attention was given to HIV/AIDS while health services for women was expanded. Internationally, Conventions, resolutions and human rights mechanisms were given a gender perspective. There was breakthrough work on gender-sensitive indicators, gender analysis, gender audits. During this period, a transformation of women and their organizations was manifested by being more confident and aggressive, working in groups and networks, engendered and strategic agenda, heightened identity politics, important partnerships.

### ***Broken Promises***

149. There are still gaps in the implementation of the Beijing Platform for action: there is still unemployment and inadequate employment; the impact of environmental degradation has manifested in ecological disasters; the world is feeling the negative effects of globalization at the same time micro credit has made its micro impact on the economy. There remains inadequate application of human rights accountability mechanisms while violence against women such as trafficking and domestic violence reverberates in all corners of the world. Women still suffer from low representation in politics and governance.

### ***Confronting Emerging Issues***

150. On the role of the UN, its moral authority and effectiveness is held in serious question while getting conservative backlash from governments. At the same time the US has been doing extreme unilateralism in UN activities as civil society participation in UN is diminished. Global trends have also pinpointed an emerging religious and ethnic fundamentalisms and armed conflict and terrorism. To improve people's lives across the world, the UN has set forth what are known as the Millennium Development Goals (MDGs) as follows: 1) Eradication of extreme poverty and hunger; Achievement of universal primary education; 3) Promotion of gender equality and empowerment of women; 4) Reduction of child mortality; 5) Improvement in maternal health; 6) Combating HIV/Aids, malaria and other diseases; 7) Ensuring environmental sustainability; and 8) Developing a global partnership for development
151. Emerging issues such as gender mainstreaming and post-Beijing strategy; the strategy is aimed at bringing about gender equality and women's empowerment by infusing gender analysis, gender-sensitive research, women's perspectives and gender equality goals into mainstream policies, projects, institutions instead of or in addition to having segregated or targeted activities or interventions for women.

### *Current Critical Areas of Concern*

152. *Women and Conflict* is one of 12 critical areas of concern in Platform 6 strategic objectives which include: i) Increase participation of women in conflict resolution at decision-making; ii) Levels and protect women living in situations of armed and other conflicts; iii) Reduce excessive military expenditures and control availability of armaments; iv) Promote non-violent forms of conflict resolution and reduce the incidence of human rights abuse in conflict situations; v) Promote women's contribution to fostering a culture of peace; vi) Provide protection, assistance and training to refugee women, other displaced women in need of international protection and internally displaced women; vii) Provide assistance to the women of the colonies and non-self-governing territories.
153. Recent developments on the area of women and conflict include UN Security Council Resolution 1325 (2000) on Women, Peace and Security which recognizes the impact of armed conflict on women, and recognizes vital role women play in peacemaking and peace building. Another recent development include UN Security Council Resolution 1820 (2008) against sexual violence in conflict. This Resolution explicitly links sexual violence as a tactic of war with the maintenance of international peace and security. It also justifies a response from Council; demands concrete measures from parties to armed conflict; and asserts importance of women's participation in all processes related to ending sexual violence.
154. *Women and Migration*. In this area, women migrant workers were introduced for the first time in the Platform. It recognized the contribution of women migrant workers to economies of sending and receiving countries as well as recognized discrimination the migrant workers have suffered. In the area of human rights of women, Beijing Platform for Action also recognized barriers to enjoyment of human rights of migrant women workers.
155. Recent developments on women and migration indicate the feminization of migration for work as well as such developments as the Global Forum on Migration and Development (GFMD), Brussels (2007), Manila (October 2008) with civil society days. The International Conference on Gender, Migration and Development: "Seizing Opportunities, Upholding Rights, Manila, 25-26 September, 2008 with "Manila Call to Action."
156. *Women and Natural Disasters and Climate Change*. What's women got to do with it? The strategic objectives of the Women and the Environment in Platform cover the following:
  - i) Involve women actively in environmental decision-making at all levels;
  - ii) Integrate gender concerns and perspectives in policies and programs for sustainable development;
  - iii) Strengthen or establish mechanisms at the national, regional and international levels to assess the impact of developmental and environmental policies on women.
  - iv) Involve women actively in environmental decision-making at all levels;

- v) Integrate gender concerns and perspectives in policies and programs for sustainable development;
- vi) Strengthen or establish mechanisms at the national, regional and international levels to assess the impact of developmental and environmental policies on women.

157. During the 49<sup>th</sup> Session of the Commission on the Status of Women, a resolution was passed, “Integrating a gender perspective in post-disaster relief, recovery, rehabilitation and reconstruction efforts, including in the aftermath of the Indian Ocean tsunami disaster.” This was followed by the Third Global Congress of Women in Politics and Governance: “Gender in Climate Change Adaptation and Disaster Risk Reduction,” Manila, Oct. 19-22, 2008.

### *Financing for Gender Equality*

158. National governments have the primary responsibility for ensuring strategic objectives and are met by allocating adequate resources to gender-related commitments ensuring equal access by women and men to public sector expenditures utilizing gender impact assessment of resource allocation. Governments are to provide sufficient and continuing resources for all national machineries for women; provide a supportive environment to non-governmental organizations especially women’s groups and feminist networks so that they can mobilize domestic resources toward the realization of the Platform commitments.

159. Regional development banks, organizations and associations are expected to take account of the Platform in their policies and funding modalities and the UN regional commissions to assist in the mobilization of funds. At the international level, a number of actions were called for an agreed target of 0.7 percent of the gross national product of developed countries for overall official development assistance.

160. An increase in the share of funding for activities designed to implement the Platform is seen in developing countries, particularly in Africa and the least developed countries. Implementation of debt management and reduction strategies and programs provision by the United Nations System of technical cooperation and other forms of assistance to the developing countries, in particular in Africa and the least developed countries, and in countries with economies in transition. Assistance by the IMF and the WB to developing countries is also expected in designing and implementing policies and programs for the advancement of women.

161. Furthermore, according to Dr. Licuanan, a conduct of a critical analysis of the assistance programs so as to improve the quality and effectiveness of aid through the integration of a gender approach, by countries involved in development cooperation and by UN development funds and programs. Allocation of additional resources from within the United Nations regular budget is also looked at in order to implement the Platform for Action while accountability at national and international levels is expected with meaningful involvement of civil society.

162. Still on financing for gender equality, recent developments have seen women's involvement in global dialogues on financing for development at the UN International Conference on Financing for Development in Monterrey, Mexico in March 2002.
163. The following related international conferences were also undertaken: Follow-Up International Conference on Financing for Development to Review the Implementation of the Monterrey Consensus; Paris Declaration on Aid Effectiveness (PD), an initiative of the Organization for Economic Cooperation and Development (OECD) in a meeting in Paris in March 2005.
164. A group of women's networks namely DAWN, AWID, WIDE, FEMNET, IGTN, with support from UNIFEM, have come together to coordinate on the implementation of the Platform. Their activities include: i) Engagement with the global processes on aid effectiveness, financing for development, UNCTAD and WTO meetings; ii) Flagging persistent gender blindness in economic planning and programming, finance and budget tools; iii) Calling for commitment to gender budgeting initiatives, sex disaggregated data, women's decent work, convening a global and inclusive review by the UN of the global finance architecture.
165. Dr. Licuanan noted that the present financial crisis forces countries to review their fiscal and monetary policies and presents opportunity for women's advocates especially feminist economists to push for women-friendly finance architecture.

***The Road Ahead: Gender Equality Architecture Reform (GEAR)***

166. The Gender Equality Architecture Reform (GEAR) Campaign is aimed at building a United Nations that really works for All Women given the context of the previous four (4) UN World Conference on Women. Ten years after Beijing, UN is now an important venue for promotion of human rights and social justice. However, countries, bilateral and multilateral agencies fail to prioritize women's rights.
167. The UN still lacks an effective mechanism since its agencies on women are small, under-resourced agencies--- OSAGI, DAW, UNIFEM, and INSTRAW. Other larger agencies do work on gender equality, but this is often a small part of the mandate and given low priority--- UNDP, UNFPA, UNICEF. The combined gender agencies annual budget (2006) USD 65M; UNICEF, USD 2 billion.

***Push for UN Reform***

168. The UN Secretary General's High-Level Panel on System-Wide Coherence 2006 has focused on the Gender Equality Architecture Reform (GEAR) Campaign, a global initiative of women's, human rights and social justice groups that proposes the creation of a stronger UN entity for women in order to greatly advance gender equality, the empowerment of women and women's human rights throughout the world. The GEAR Principles/Recommendations: i) Strong normative and operational functions; ii) Expanded and stronger operational activities at the national level; iii) Should be led by an Undersecretary-General; and iv) Should be ambitiously funded. To move the GEAR forward, this will be discussed at the General Assembly, with decision to be expected at the current 63<sup>rd</sup> session of the GA. GEAR is expected to lead the UN to more effective work for all women.

169. **Dr. Jung Sook Kim**, CAPWIP President, gave an update on the *Progress of Women in Politics and Governance*. According to Dr. Kim, climate change is the greatest threat to nature and humanity in the 21st century.
170. Natural disasters -- be it melting glaciers, rising sea levels, more powerful and destructive storms, more severe floods, less snow in the north and more drought in the south-- these effects begin to seriously impact human civilization. What can be done? She mentioned that some of the primary measures are: protection of environmental resources; care with land use planning, zoning, and building codes and most importantly sustained political commitment in the form of policies, budgets and administrative systems to drive and support an effective risk reduction agenda. The time is now for nations to make meaningful movement toward policies which confront climate change and which reduce risk of disaster and that movement must occur at all levels: local, regional, and international. There is need for gender mainstreaming because women have been excluded from the discussions of climate change responses and disaster risk reduction; women are the primary victims of disasters that result from climate change.
171. She proposed that one method to promote adaptation to climate change and disaster risk reduction at the national level is to provide legal and institutional frameworks. At the same time, women should have full access to the politics and governance to be effective agents of adaptation to climate change and disaster risk reduction. The anthropocentric and male-centered view of nature and the world, militarism, short-sighted economic growth models, and the abuse of science and technology have spawned problems for women and the environment that are mutually interrelated.
172. There is common belief that gender-sensitive perspectives should be integrated into sustainable development; yet, in the fierce market competition of low carbon business, women's interests tend to be ignored. Dr. Kim noted that there are gender differences regarding experiences in climate change and disaster. Women are the primary victims of disasters that result from climate change. Women accounted for more than 75 percent of the victims in the 2005 Tsunami: the death of mothers resulted in high infant mortality rate, early marriage, neglected education for young girls, sexual violence, traffic in women, and prostitution.
173. Her recommendations for gender-responsive legislation as follows:
- i) Each nation should take legislative measures based on gender mainstreaming in adaptation to climate change and disaster risk reduction, so that women can participate in, exercise influence on, and share benefits of adaptation to climate change at local, national, and international levels.
  - ii) Gender responsive legislation relevant to climate change and disaster risk reduction provides the following:
    - equal participation in the formulation and implementation of climate change policies;
    - sharing the benefits of market-based approach to curbing climate change such as CDM (Clean Development Mechanism);
    - Encouraging and training women experts in adaptation to climate change response and disaster risk reduction.



- Allocating funds for gender-sensitive research in adaptation to climate change and disaster risk reduction, thereby raising awareness among women and men.
174. Dr. Kim took note that Women's Environmental Movements have taken the form of individual, voluntary service activities, *but institutional processes have not been widely established to actively monitor and present alternatives on adaptation to climate change & disaster risk reduction*. She cited the example of the Green Party of Germany. She recommended that for effective adaptation, *women should participate in politics and introduce gender responsive legislation* in aid of climate change and disaster risk reduction.
175. Still women have a long, long way to go to attain equitable representation for a constituency comprising more than half of the world's population; it is still less than 50 percent. The ideal of parity between men and women in national legislatures remains a distant hope. Women face difficulties in their attempts to become legislators:
- i) Cultural factors: patriarchal culture of male dominance; women's role was strictly confined to home matters/ private matters;
  - ii) Lack of occupational experience in useful fields to enter politics;
  - iii) Women's responsibility over the family;
  - iv) Political funds, political culture and consciousness;
  - v) Party nomination process;
  - vi) Election system (majority representation, proportional, combined);
  - vii) Size of electoral constituency (small, medium, large).
176. Dr. Kim enumerated the strategies to expand women's political participation, namely: a) the Quota system; b) Nomination system; c) Political funds; d) Election system and size of constituency; e) Education and scouting; f) Political will of the parties; g) Efforts of mass media and h) Institutions to train potential officers
177. She cited examples of countries where the quota system for women has worked and served as an affirmative action. Many countries have constitutional, electoral, and/ or political party quotas for women *e.g.* Legal Quota: France, 50%; Argentina, 30%; South Africa, 50%; etc.; Legislative Seats: Tanzania, 20%; India, 33% etc.; Quota by Political Parties: Sweden, Norway, England, etc. Yet the average proportion of women in legislature is merely 19.7%, far less than 50%. For the last decade, Korean women's organizations, women politicians and leaders have united together to make their concerted efforts to achieve the quotas for women. Based upon the Election Laws and Political Party Act revised in 2004, 50% of proportional representatives seats should be allocated to women and 30% of district constituencies are recommended to be allotted for women in each level of the assembly (national and local).
191. To expand the women's political participation in the future, she recommended the following: a) Recruiting, educating, educating, and establishing a Brain pool of women candidates; b) Encouraging democratic movement from down/ up and continue to expand the quantity and quality of women's advance into local politics; c) Making the nominating process within political parties much clearer and more

democratic; and d) Women's networking for expanding women's political participation. And the collective efforts of women themselves are the key success factor in women's empowerment. Concerted action of women's organizations, NGO's, and citizen's organizations has considerable power to alter both cultural and institutional conditions to expand political empowerment for women.

192. **Dr. Ursula Schaefer-Preuss**, Vice-President for Knowledge Management and Sustainable Development, Asian Development Bank presented her paper on *Climate Change and Disaster Risk Management: Legislating Gender-Responsive Mitigation, Adaptation, and Women's Participation*. She emphasized that there are two fundamental concerns: 1) Climate change and disasters have gender-differentiated impacts. Therefore, gender-responsive mitigation and adaptation strategies for climate change and gender-responsive disaster risk management are essential and 2) Women's participation in decision-making forums on climate change and disaster preparedness is unfortunately very low at the global, national, and local levels. Women can contribute significantly to this process, and when they do, the resulting decisions are better.

#### ***Gender-differentiated vulnerabilities, impacts and need***

193. Most often, more women than men die due to varied reasons mostly attributed to cultural practices; reconstruction requires survivors to go beyond their previous gender roles. Men and women are affected differently because of the existing gender inequality and women's socio-economic vulnerabilities in general. Women may be particularly more vulnerable than men to: increased time required for women's work on collecting and managing environmental resources making it difficult for poor women to engage in other tasks and negatively impacting on their health for the increased work burden; impaired health because of diseases such as malaria and cholera, and psychosocial problems which not only impacts women's health but also increases burdens on their care responsibility; increased conflicts driven by climate change and disasters can increase women's vulnerability to violence. Men and women have different priorities for climate change mitigation, adaptation, and disaster prevention and reconstruction. In climate change mitigation, renewable energy technology choices tend to lean toward large-scale endeavors and neglect women's household energy and small enterprise needs. The latter needs to be more explicitly recognized and financially and technically supported.
194. Many issues of concern under the adaptation programs or coping strategies require gender-specific needs and priority assessments: for example, sustainable agriculture, environmental protection/ reforestation, migration, resolution of conflict induced by climate change, and household-level energy and water management, housing and storm water infrastructure designs. Meanwhile, in post-disaster reconstruction, urgent needs for shelters, roads, and jobs that may be considered priorities by both genders, but women may bring in their specific needs for water, family/ community care and health, information, training, and capital for new livelihoods, care services for psychosocial health and violence.

### ***Limited participation of women in decision-making***

195. Gender diversity brings in more diverse perspective in decision-making and yield better decisions. Currently, decision making institutions make decisions on climate change adaptation and mitigation at all levels (international, national and community, and disaster risk management policy framework, and legislation are male-dominated. Greater participation of women is essential not only at the global and national level policy-related decision-making, but also at the local level. Women's participation is also essential in disaster preparedness, such as in the development of early warning systems in the community.

### ***Policy Implications***

196. Policy and legislation to address challenges posed by climate change and disaster risks must *a)* integrate gender concerns into climate change mitigation, adaptation and disaster risk management policy and legislation, and *b)* advocate and legislate for gender-equal participation in decision-making bodies at all levels. Relative to this she cited some successes in mainstreaming gender in policy and legislation. In fact, the ADB and other development partners, has supported many countries in the region in developing and implementing policies, laws, and strategies to promote gender equality.
197. There is an urgent need to incorporate provisions that guarantee women's rights and access to resources if women are to be resilient against shocks and dwindling assets, and to strengthen their coping capacity. Women's awareness of their legal entitlements is crucial in effectively participating in post-disaster planning and climate change adaptation strategy development. She noted that women who have been trained on their legal entitlements and how to access legal aid under the project are now in the better position to demand better economic opportunities and social services. The legal and legislative environment to address these issues has significantly improved. Almost all of the Asia-Pacific countries are signatories to the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and have adopted the Beijing Platform for Action. The support to gender equality and women's rights on economic and social life in general provides opportunities to raise women's awareness, resilience, and capacity.
197. While notable progress has been made at the local level in gender-equal participation in decision-making bodies through a range of affirmative actions virtually the entire world is behind parity in terms of seats held by women in national parliaments. In a number of countries in South Asia, seats for women have been earmarked at locally elected positions and in some national parliaments. Many of them now regularly raise key gender concerns in local administrations and in their work with citizens' representatives. At national level, except for several transition economies, most countries are even below the global average of 15 percent representation. However, some countries are making progress: Bangladesh has doubled the number of seats reserved for women to 14.3 percent; India has also nearly doubled its rate to 8.3 percent in 2007.
198. ADB has also supported initiatives at the local and national levels, including: a) Capacity-building for locally elected women through its technical assistance projects in Bangladesh, Nepal, and Pakistan and a forthcoming similar project for

Cambodia, Indonesia, and Nepal; b) Pakistan's Access to Justice Program, its affirmative action policies have resulted in doubling the percentage of female judges; c) Promotion of increasing participation of women in the project-related decision-making bodies and service providers including affirmative actions and/ or setting specific targets for women; d) At the national level, through policy dialogue and projects, ADB has worked its partner governments to increase the representation of women professionals in technical ministries, national water resource management boards and project management committees and e) Gender-responsive budgeting which has been adopted in many countries, has encouraged gender-equal participation in this process. ADB has supported participatory local budgeting in Indonesia, the Marshall Islands, and Pakistan and has allowed a number of women and women's groups to participate in this process.

199. There is a need to look specifically into policies and legislation related to climate change and disaster risk management, particularly those pertaining to *a)* renewable energy and greenhouse gas emission reduction; *b)* natural resources conservation; *c)* national or local climate change adaptation strategies, and *d)* disaster risk management strategies and plans. Policy and legal frameworks at the regional and global scale must be considered; the most pressing of which is cross-border migration. Bilateral and regional frameworks that take gender dimensions into account are urgently needed.
200. What does it mean to 'engender' policies and legislation and to legislate for women's participation in decision-making? The first step is to ask a series of right gender questions. The second step is to apply these questions to real circumstances, whether at national or local level. Women should be in the drafting or monitoring committees and build alliances. Legislators, scientists, NGOs, and development agencies concerned about gender-responsive legislation in the context of climate change and disaster risk management must work together.
201. She pointed out that the role of an organization such as ADB would be essential in facilitating policy dialogues across different stakeholders, particularly in bridging the gaps between the groups concerned with gender and those that are in the 'mainstream' of the sector whose awareness level needs to be raised significantly. ADB could use its knowledge, experience and resources to help the consultative process in this region in developing gender-responsive and women-inclusive policies and legislation on climate change and disaster risk management. The role of civil society is particularly essential in bringing the voice of women among the most vulnerable groups such as the indigenous groups, poor, and those most exposed to environmental and disaster risks. By partnering with regional research institutes and government statistics offices, it can also help countries collect the evidence that gender does matter in policy and law-making for climate change mitigation, adaptation, and disaster risk reduction.
202. **Dr. Socorro L. Reyes of UNIFEM** presented a paper on *Climate Change and Gender-Responsive Post-Tsunami Reconstruction*. At the outset, she stated that tragedy can be turned into an opportunity, providing new entry points for women to expand their participation in decision-making, review policies and legal frameworks, assert their rights, and open new spaces. Post-disaster recovery and reconstruction can mark new beginnings for the promotion of gender equality and women's rights.

203. She reported that UNIFEM's work in post-tsunami reconstruction provides many lessons applicable to an array of post-disaster scenarios; including an understanding not only on how to meet the needs of women post-disaster, but how to help women turn these circumstances into opportunities to reform unjust policies that limit them. After the 2004 tsunami, UNIFEM focused its response in three (3) regions: Sri Lanka, Somalia and the province of Aceh in Indonesia—areas where the tsunami's devastation converged with complex consequences of decades-long civil war and severe poverty. But her presentation focused on Aceh to identify strategies that worked with women on the ground to make real impact in their lives.
204. Amid rescue operations, UNIFEM consulted with stakeholders in the region and with affected women and relief agents and workers. The UNIFEM program included 20 projects with 19 local partners serving thousands of women and men. Strategies identified as effective means to address women's needs post-disaster, and assist women to turn tragedy into opportunity were as follows:

*i) Assess the needs of women on the ground using both quantitative and qualitative assessment tools, including state statistical databases to determine pre-disaster and post-disaster demographics, as well as survey women in shelters.* This process contributed to the political empowerment of the women and their increased security as they themselves started the assessment process. Almost 400 women from 21 districts gathered for the *All Acehese Women Congress* to help assess and identify critical issues for the area's reconstruction and determined their most urgent needs. The Aceh Women's Council presented these recommendations to the President of Indonesia for incorporation in the "Blueprint" for recovery, which was welcomed by the Aceh Reconstruction Agency (BRR) and is still being used today as reference for many gender equality advocates and women's organizations in the area.

*ii) Meet women and provide resources and support where they are—physically, socially, and psychologically.* A valuable example of reaching women *physically* in post-tsunami Aceh, was the use of a mobile training unit to reach women IDPs at various shelters in remote locations and offer them training in computer literacy and administration. More than 450 women took advantage of the opportunity. Meeting women *socially*, may lead to utilizing local or traditional means of reaching women, such as *Balai Inong*, or women's houses in Aceh. One specific recommendation by the Congress of women was to reconstruct and revitalize the *Balai Inong*, or women's houses, at the community level. In Acehese villages and kampongs there is traditionally a gathering place, a *balai*, providing space for the community to come together to discuss issues, make decisions and socialize. *Balai Inong* is the traditional 'women's house', serving the same function but providing also a safe, culturally approved public space for women to come together, develop group activities, or simply offer support to one another. UNIFEM responded by working with its partners to help establish three *Balai Inong* in the Meuraxa sub-district in Banda Aceh. Capitalizing on the opportunity for women to be directly involved in the development of Aceh, the construction process was managed and monitored by women—those who would use the *Balai Inong* in the future—who designed, oversaw construction, and continue to manage the *Balai Inong*, with UNIFEM providing only technical assistance and training.

- iii) *Utilize multi-pronged economic solutions that fit the varied circumstances and skills of women.* This means providing opportunities for women to train in both non-traditional fields such as masonry and carpentry, and more traditional ones, such as teaching, health care professions, and handicrafts. Micro-loans, for women's new and established enterprises, are also a critical component of rehabilitating communities and livelihoods.
- iv) *Ensure the rights of women are protected during and after the crisis.* This includes protecting women's rights to safety and freedom from violence amidst the chaos, as well as advancing their rights to land, property, credit and other resources that increase their resiliency to similar, future crises. Meeting women psychologically on post-disaster, means being preparing to address the myriad of emotional traumas women experiences from shock to sexual violence. Post 2004 tsunami, mental health counseling—including increasing women's awareness of their rights as well as the resources available to protect and support them—reached approximately 10,000 people in affected communities.
- v) *Capitalize on opportunities for political empowerment in the breadth of post-disaster decision-making processes.* Relief, recovery, and reconstruction provide numerous entry-points for women to voice and secure their needs—both immediate needs such as access to resources, and long-term ones such as legislative and political empowerment. As a result of women working closely with the Village Head (*Geucik*) to garner community support in the post-Tsunami reconstruction, an enabling environment for women's leadership has been fostered. This has provided fertile ground for mobilizing women's networks and strengthening their capacities to advance gender equality and women's empowerment in the sub-district. Women have become active participants in policy development and implementation at village and sub-district levels, including legislation on violence against women, and local legislation regarding elections. Specifically, the revitalized women's movement contributed to the passing of the Law of Governing of Aceh (LoGA) in July 2006, a milestone in Acehnese women's political and economic empowerment. It includes a quota for at least 30 percent representation of women in local political parties, women's representation in the Ulama Council, and the provision of education and access to credit to women. It lists one role of the Government of Aceh, as well as its citizens, to advance and protect women's rights.

- 205. Dr. Reyes pointed out that a critical element of any successful action plan is the engagement of stakeholders in the processes. Working with a range of stakeholders including non-traditional partners such as the media, religions institutions, and boys and men's groups, ensures that assessments, dialogue, and solutions offered represent a range of views and experiences which will foster linkages between crosscutting issues and ultimately strengthen the quality of policies that are implemented, as they are more apt to reflect society as a whole.
- 206. In the post-reconstruction efforts in Aceh, UNIFEM worked with a number of UN agencies (particularly UNHCR, OHCHR, UNFPA, UNICEF, UNDP, WHO, and ILO) as well as many women's organizations, academic institutions, and state bureaus. Engaging stakeholders and partners in these processes, every step of the way is absolutely central to coordinated, harmonized and more effective support to women on the ground.

207. Noteworthy achievements in Aceh during the post-reconstruction period included mainstreaming gender in the Aceh Recovery Framework, strengthening the position of the Women's Empowerment Agency, the creation of a Gender Unit under the leadership of the Bureau of Women Empowerment (*Biro Pemberdayaan Perempuan*, BPP) in Aceh's Government Secretariat, the establishment of a "Violence-Free Village," the increased capacity of women's organizations to affect change via trainings in participatory appraisals, gender analysis, CEDAW, and community organizing, as well as women's enhanced participation in the electoral process, which resulted in an exceptionally high rate of female candidates in the 2009 elections—380 out of the 1,187 candidates were women. Nonetheless, the revitalization of the *Balai Inong*, described earlier, provides a clear example of how women—when provided support during even the most dire circumstances and disasters—are able to assess their own needs, mobilize into action, and capitalize on opportunities to advance gender equality and women's empowerment.
208. **Honorable Florence Gbinigie-Erhabor** (JP) of the Forum of African Women in Politics (FONWIP) shared their experience in "*Setting the Stage for Gender Responsive Legislation in Aid of Climate Change adaptation and Disaster Risk Reduction from the Grassroots Level- Africa in Retrospect*". She stated that Africa is a particularly vulnerable continent due to existing land degradation and desertification, declining run-off from water catchments, high dependence on subsistence agriculture, the prevalence of HIV and AIDS and other diseases, inadequate governance mechanisms and rapid population growth.
209. Developing countries, despite having contributed least to greenhouse gas emissions, are likely to be the most affected by climate change because they lack the institutional, economic and financial capacity to cope with multiple impacts. Poorer developing countries are at risk because they rely on agriculture, more vulnerable to coastal and water resources change, and have less financial, technical and institutional capacity to adapt. Further, social and economic indicators for developing countries consistently show that women bear the brunt of hardship in poor communities and are more vulnerable to the effect of climate change yet are excluded in the decision-making process. Women are also key agents for effective grassroots implementation of poverty reduction programs and economic regeneration. The efforts of developing countries to modernize discriminatory laws and galvanize women's participation can be frustrated by the deep-rooted cultural barriers that so often run in parallel with poverty. Moreover, the risk in politics and leadership positions in government scares women from participating thus perpetrating bad leaders to remain in office.
210. She stressed that mainstreaming implies that awareness of climate impacts and associated measures to address these impacts, are integrated into the existing and future policies and plans of developing countries, as well as multilateral institutions, donor agencies and NGOs. At the national level, mainstreaming shifts responsibilities on climate change adaptation from single ministries or agencies to all sectors of government, civil society and the private sectors. A coordinating mechanism such as a multi-stakeholder committee is required, which is afforded political power by being attached to a senior political office or powerful ministry of governments.

211. Many government responses have ignored the most vulnerable for example, engineered flood control measures, drought early-warning systems and flood wall construction. More generally, government actions and plan which have the potential to reduce climate vulnerability are either restricted to single ministry with few resources or fragmented across sectors with no co-ordination mechanism, and as a result have not been fully implemented. Government agencies and NGOs deal with sectors and areas where climate is a major driver, including agriculture, water resources management and disaster preparedness. While progress has been made on improving the relevance of scientific outputs, communications between scientist and policymakers working in these sectors need urgent attention. It will also require greater connectivity on the sort of climate information currently generated and used in developing countries for forecasting as well as disaster early-warning mechanisms.
212. A major challenge for mainstreaming climate adaptation lies in presenting issues that links to the context of the audience, paying attention to both content and manner of delivery to facilitate their understanding. Climate information is vital in framing the issues to engage multiple actors. Raising awareness on the impacts of climate change remains a key priority particular among senior politicians and high-level policymakers. Governments will need to engage more actively with the scientific community (natural and social scientists), who must provide easily accessible and up-to-date climate risk information relevant to the demands of different sectors. Improving the capacity of developing countries to generate such information within the countries is a crucial building block for enhancing the effectiveness of information flow. Education and training on climate change issues, set within a development rather than environmental context will bolster people's ability to demand/ generate and interpret information. Importantly, this information must put current and future climate in the perspective of national development priorities to improve assessment of its relative importance to these priorities.
213. Governments must ensure that a national adaptation strategy is consistent with existing policy criteria, development objectives and management structures. This means that the initial period of assessment of climate change risks should be accompanied by assessment of policy and management structures through which adaptation will be integrated. These would address current vulnerabilities and development needs.
214. *Reducing reliance on structural and technological approaches to adaptation.* She said that top-down climate impact models tend to favor prescriptions for adaptation based on structural measures and technology. This approach may be inflexible, insensitive to local needs and technologically and financially demanding. Actions to address vulnerability to climate change can be pursued through education at the grassroots level and as social development service provision and improved natural resource management techniques. These can better seek 'win-win' opportunities, incorporate local knowledge that are cheaper and can more easily be implemented at lower levels of government and with greater participation from communities. Legislation on early warning signs into our school's curriculum and workplace policy is inevitable in this instance.



215. She concluded that since a high proportion of people living in developing countries rely on natural ecosystem for their livelihoods, measures to protect their environments must form a core element of poverty reduction strategies. Currently, there is limited evidence of the inclusion of environmental consideration in such strategies.
216. During the **interactive discussion**, the participants shared experiences in mainstreaming women and gender such as the passing of the Gender Equality Law (GEL) in Vietnam, Nepal and Mongolia and the Legal Awareness Support in Indonesia, Nepal and Bangladesh. A key concern is the integration of gender concerns into climate change and disaster risk management. This would imply the need to ask the right questions related to preparation, disaster preparedness plans, response to disaster and post-disaster reconstruction, responsible agencies and on financing; encouraging local level affirmative actions and building alliances and partnerships.
217. Concrete and practical steps to increase women's political empowerment were suggested such as: including a quota system in projects with civil society organizations (CSOs) to increase women's representation; ensure women's rights and access to properties; adoption of international and national mechanisms e.g. CEDAW, BPFA, etc.; involve national women's machineries and women's groups and associations; introduction of gender responsive budgeting at all levels; mobilizing funding support from bilateral and multi-lateral donors; raising awareness of women's entitlements; building and scaling up of alliances and partnerships involving structures that are not usually interested in climate change and disaster risk management legislation.
218. Other comments and concerns raised were:
- i) Timor-Leste raised the need to know more about the Philippine experience on migration. Dr. Licuanan explained that the Philippines is celebrating its 100<sup>th</sup> year of sending workers abroad. While the Philippines has a vast experience on employment overseas, for Timor Leste it is new. In this regard, the government has to be careful in accepting terms e.g., ensure that there are adequate services to workers and their families who are left behind – responding to human causes as brought about by absence of key members of families, if possible to provide “real” options at home rather than sending people abroad.
  - ii) There was a query on how to use the 5% gender and development budget. It was pointed out that women could explore innovative ways of spending their funds.
  - iii) Could there be sanctions to ensure that gender is taken into account? Mainstreaming gender should be very clear on how activities should be carried out and must be focused on useful initiatives. One could start with discussions with women at the community level on their gender issues and activities to ensure that processes are carried out appropriately. In communities where people or women had heard about gender for the first time, it takes a slow process but there is a need to start somewhere.

iv) A question raised on how women and children are able to benefit from donors. The ADB representative explained that this could be done through community-based organizations and should be innovative on their specific activities based on their identified problems/needs. On support to PRSPs, support is passed through the 2-5 year country programmes.

v) The Iranian Red Cross Society (Mrs. Fatima Zaferani Behrouz accompanied Mrs. Sharareh Zamani Esmail Abadi) from the Iranian Red Cross Society cited the need to consider the cultural customs and traditions of each country or society. In the context of disasters, gender justice must take into account biological and psychological differences of women and men. There is a need to pay attention to psychological problems of women in disasters, especially those who are severely traumatized, and explore ways of assisting women in coping with disasters and women's leadership positions in a crisis cycle.

vi) There is a lack of awareness on the state and impact of climate change and disaster risk management. Women have numerous concerns; climate change is now being added to it. Women are not engaged in the decision making process. Governments require technical expertise and guidance to provide support in the development of a specific CC and DRM plan. There is a need for a "Congress Platform" to ensure that all the good discussions raised by women will not be put to waste, for women to unite and advocate through the platform in order to move government to action.

vii) How can Disaster Risk Management be used in the context of areas with vast oil resources where in some areas of the country there are oil spills killing fishponds, livelihoods and income? Would the conference use "group pressure" to ensure that government acts on climate change and disaster risk management? In the use of "pressure groups", women should be cautious that they do not trigger violence.

viii) There was interest in the success stories of the Philippines in building capacities towards gender and CC/DRM strategies and how to follow-up action plans prepared after the congress.

ix) What can be done to governments that lack political will? The best action is to "push" governments and not to just wait despite several efforts done.

x) The quota system has helped remove discrimination in women's political participation and provided women the opportunity to participate and be counted. The Korean experience demonstrates that quotas can help ensure a transformative leadership. It was also noted that it is important to consider women's proactive role vis-à-vis men as partners.

xi) One representative from the local office of Makati City Philippines stated that most of the Local Government Units in the Philippines are not implementing the gender mainstreaming approach since in his view, Filipino men are loving; they value and love their women; therefore, Filipino women are not discriminated.

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| <p style="text-align: center;"><b>PLENARY SESSION 4</b><br/><b>Reports of Parallel Workshops</b><br/><b>22 October 2008, Wednesday, 8:30 – 12:00 AM and 1300-1430 PM</b></p> |
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219. Reports of the thematic parallel sessions were posted in a gallery at the Plenary Hall and participants went around reading the results of each thematic working group. (Please refer to the separate documentation of the parallel sessions)
220. **Reports of Parallel Sessions of Geographic Regions.** The participants were divided into six (6) working groups according to their Geographic Regions: (a) Pacific; (b) South Asia and West Asia; (c) East Asia and Southeast Asia; (d) Africa; (e) Latin America/ Carribean/ North America; and (f) Europe. The assigned Rapporteurs of the respective geographic regions were positioned at various 'stations' of the Plenary Room, and apprised the five (5) groups on the salient points/ issues and concerns that were raised during the Parallel Sessions on 21 October 2008.
221. After all the groups had been briefed on the highlights of the Parallel Sessions, the participants were grouped again according to their Geographic Regions to discuss the Final Draft of the "Manila Appeal for Action on Gender Equality, Climate Change and Disaster Risk Reduction," which was drafted by the Steering Committee.
222. After 30 minutes, Congress' Overall Facilitator Lucita Lazo moderated the Plenary Review of the Draft Manila Appeal for Action. Members of the Steering Committee were also called upon to respond to the comments on the floor. The following general observations and comments were suggested on the floor: (a) Underscore the need for awareness raising; (b) Use generic language; (c) Include the role of the Association of Southeast Asian Nations (ASEAN); (d) DRR and CCA not only a woman's burden; (e) Need to be time-bound (timetable); (f) Need to monitor governments for implementation; (g) Strengthen the DRR component; (h) Highlight partnerships; (i) Global action on how to make it work in Africa; (j) Need for research studies on gender in climate change by country and region; (k) Include gender-responsive budget.
223. Taking account of all the comments and proposed amendments submitted on the floor, and after a comprehensive discussion, the Manila Declaration for Global Action on Gender, Climate Change and Disaster Risk Reduction now reads as presented in Annex A.

**CLOSING CEREMONIES**  
**22 October 2008, Wednesday, 1630 – 1730 PM**

224. **Ms. Lucita Lazo**, the Overall Congress Facilitator and CAPWIP Training Consultant, was the Master of Ceremonies for the Closing Program. She called on speakers to deliver their respective messages.
225. **Mr. Robert Dobias**, Director for Gender, Social Development and Civil Society of the Asian Development Bank (ADB), gave a message on behalf of the Congress Partners. He said that all ADB-funded projects now incorporate gender components, and project proposals are now required to integrate gender concerns. He disclosed that the ADB-supported “Climate Change and Migration” study will shortly commence. He also said that all Poverty Reduction Strategy Papers (PRSPs) now have gender components. He ended by saying that ADB looks forward to partnering anew with CAPWIP in the future.
226. Representatives from the various geographic regions delivered solidarity Messages and aired their commitment and cooperation to carry the Manila Declaration forward to all meetings through which decisions on climate change are being made. They include the following: 1) **Africa – Ms. Angela Etuonoube**, President of Women in Surveying, Nigerian Institute of Surveyors, Nigeria; 2) **South Asia and West Asia – Hon. Maimona Hashmi**, Member of Parliament, Pakistan; 3) **East Asia and Southeast Asia – Hon. Estanislau Da Silva**, Member of Parliament, Timor Leste; 4) **Europe and North America – Ines Smyth**, OXFAM; 5) **Pacific – Ms. Hona Holan**, President, Hako Women Collective, Bougainville Women for Peace and Freedom, Papua New Guinea; 6) **For Latin America/Caribbean – Sen. Edmonde Supplice Beauzille**, from the Haiti Senate.
227. The Regional Messages was followed by a song number by a Filipino folk singer named Coritha. The environmental song, “One Earth” was dedicated to the 3<sup>rd</sup> Global Congress.
228. The Manila Declaration was then formally handed over to the Guest Speakers by Dr. Jung Sook Kim, President of CAPWIP.
229. **Philippine Senator Pilar Juliana Cayetano**, representing the Coordinating Committee of Women Parliamentarians of the Inter-Parliamentary Union (IPU/CCWP), delivered the Closing Address. As Chair of the Committee on the Environment at the Philippine Senate, she declared that she will put the Manila Declaration on record in the Philippine Senate.
230. She declared that climate change is a scientifically established fact and a massive threat to development. Therefore it requires urgent action. Addressing the threat of climate change is a current global policy. There is broad consensus that climate change is best addressed in the context of sustainable development. Unless it is effectively dealt with, climate change will have a dramatic impact on the environment and on economic and social development. Climate change is likely to exacerbate both natural disasters and potential conflicts over natural resources.

231. The Senator pointed out that mitigation involves a process of curbing greenhouse gas emissions from human activities. Adaptation involves a range of activities to reduce vulnerability and build resilience. New and improved technologies and financing initiatives at all levels, are also receiving attention as part of the collective efforts to address climate change.
232. Unquestionably, she said, climate change affects everyone, but women are the first to be affected by it. Climate change and environmental policies must be intrinsically linked with gender, as women are often the first to be affected by our changing environment. She cited that mothers are struggling to feed their families - some are reduced to prostitution; while girls' chances of education are effectively being eliminated. Women are the most vulnerable to the effects of climate change. According to WEDO, women's historic disadvantages – their restricted access to resources and information and their limited power in decision-making – make them most vulnerable to the impacts of climate change. Therefore, governments and other stakeholders should ensure gender equality is at the forefront of climate change initiatives.
233. The IPU ensures that issues requiring global actions are discussed among parliamentarians. According to an IPU study, she said that when women enter parliament, they enter a male domain which functions according to rules established by men. This creates another set of potential challenges for women. The survey notes that removing the barriers to women's participation is therefore crucial for creating gender-friendly parliaments that respond to the needs and interests of both men and women. In closing, the Senator asked: How can the participation of women be included in Climate Change Initiatives? She gave the following answers: (a) Provide a gender perspective in understanding, analyzing, and solution finding for climate change; (b) Ensure that women's needs and concerns are taken into account in legislation and policy setting; (c) Include a gender-sensitive budget.
234. **Honorable Angelo Reyes**, Secretary of the Department of Energy (DoE) and Chair of the Presidential Task Force on Climate Change, also gave his Closing Message. He underscored that since the Philippines' Climate Change Response Agenda was part of his government portfolio last year, he has been interfacing with scientists and other stakeholders, many of whom are committed and competent women. He said that social mobilization at various levels should circumscribe adaptation and mitigation and the imperatives of financial and technological interventions.
235. He noted that the ADB has stated that poverty has a woman's face, adding that about two-thirds of the world's poor can be found in the Asia-Pacific region, most of them women. To aggravate matters, women in quite a number of societies in the region have no access to basic services like health and education, they cannot own land and other assets, and they are shut out of decision-making. Further, he cited Ms. Lorena Aguilar, a noted Costa Rican author and Senior Adviser to the IUCN, who said: "Without the input of women, risk reduction and climate change adaptation strategies will not be designed for the entire community. DRR projects, policies and programs will be meaningful and successful only if the interests of the whole community are taken into consideration."

236. In conclusion, he said that through social mobilization, people participating in the fight against climate change can show solidarity within a framework of partnerships, and share scientific knowledge on how to effectively respond to its impact. He encouraged the participants to ensure that the women in the most vulnerable communities are actively engaged in the battle to save our Mother Earth.
237. On behalf of CAPWIP, **Khunying Supatra Masdit**, former Member of Parliament of Thailand and the Founding President of CAPWIP, delivered a final message to acknowledge and thank all the Congress Partners and PILIPINA officials and staff for the Secretariat work, and the Steering Committee composed of representatives of the various participating Partners. She expressed CAPWIP's gratitude to all the Speakers, Resource Persons and Experts. Finally, she pledged the commitment of CAPWIP to move the Manila Declaration forward.
238. **Presentation of the Manila Declaration for Global Action on Gender, Climate Change and Disaster Risk Reduction.** After finalizing the document, the Manila Declaration was formally presented in Plenary. This was immediately followed by the formal signing of the Manila Declaration by representatives coming from CAPWIP and the other organizations – UNISDR, UNEP, UNDP, GGCA, WEDO, ADB, UNIFEM and IPU.
239. The group then sung with singer Coritha and this was followed by a symbolic signing of the Manila Declaration by the participants. This capped the four-day 3<sup>rd</sup> Global Congress of Women in Politics and Governance.

**END OF 3<sup>RD</sup> GLOBAL CONGRESS**