



THE GUCCI PROJECT:

BRINGING GENDER AND CLIMATE CHANGE TOGETHER

NATIONAL SUMMARY REPORT



All India Women's Conference

Supported by:



Federal Ministry
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based on a decision of
the German Bundestag

**German Federal Ministry for the
Environment, Nature Conservation, Nuclear
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Germany



All India Women's Conference

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Executive Summary

Empowerment of women through gender equality will not only bring an equal and just society but also fulfil the purpose of climate change policy formation. Women have been known to contributing in the economy of a country without even receiving capital benefits for it. Their contribution is often neglected and undermined, which has become the reason why in the gender mainstreaming there is need to focus on women centric issues. In over 90 years of experience All India Women's Conference have experienced that if given proper chances and opportunities women can contribute in the development of a society as much as men can do. In a time when climatic changes are becoming more and more severe it is really important to provide some focus of policymakers towards the gender and social issues.

AIWC was part of GenderCC's "Gender Into Urban Climate Change Initiative" GenderCC Southern Africa Aksi! for gender, social and ecological justice and Solidaritas Perempuan in Indonesia, and Equidad de Género: Ciudadanía, Trabajo y Familia in Mexico. The "Gender Into Urban Climate Change Initiative" explores options for integrating gender and social aspects into climate policies in several pilot cities. The project sought to build capacity at local level and develop gender-responsive policy recommendations with the aim of strengthening citizens' ability to become involved in urban planning processes and implementation. It enhances the effectiveness, inclusiveness and acceptance of local mitigation and adaptation policies.

This summary report is outcome of the '**Gender into Urban Climate Change Initiative (GUCCI) Project**' which was initiated in 2016, with guidance from GenderCC – Women for Climate Justice (Germany), in India. This report explores existing climate change framework of India and attempts to scout out possible gender mien within the structure.

For this report, AIWC conducted interviews and meetings with various departments involved in the climate change field in India. The interviews covered areas of climate change issues, policy implementation, financial aspects, relations between gender and climate change, and possibility of gender mainstreaming in the existing framework. In later stages the interviews were carefully assessed by the GAMMA tool conceptualized by GenderCC, Germany.

The survey at the community level was conducted through a vulnerability assessment questionnaire. The survey explored issues such as current socio-economic conditions, awareness on the climate change issues, information on climate change policies, adaptation and mitigation initiatives, disaster preparedness, and social vulnerabilities.

This report shares briefs on the policy analysed from a gender perspective; identifies shortcoming; and share its research results along with the key recommendations. This will allow the policy makers to review and build these recommendations in their climate change plan of India. It will help them develop policies and action plans that creates an enabling environment and increases gender resilience through investing more into mechanism like gender mainstreaming and gender budgeting and create accountability mechanisms.

Kalyani Raj,
GUCCI-Project Lead,
AIWC

Introduction to GUCCI

“Gender Into Urban Climate Change Initiative” is a project led by GenderCC-Women for Climate Justice conducted in collaboration with All India Women’s Conference, GenderCC Southern Africa, and Aksi! for gender, social and ecological justice and Solidaritas Perempuan in Indonesia. The project was launched in 2015 and is part of the International Climate Initiative (IKI), supported by the German Federal Ministry for the Environment, Nature Conservation, Nuclear Safety and Consumer Protection (BMUV). GenderCC-Women for Climate Justice is a global network of organizations, experts and activists working for gender equality, women’s rights and climate justice. The “Gender into Urban Climate Change Initiative” explores options for integrating gender and social aspects into climate policies in several pilot cities. It seeks to build capacity at local level and develop gender-responsive policy recommendations with the aim of strengthening citizens’ ability to become involved in urban planning processes and implementation, and to enhance the effectiveness, inclusiveness and acceptance of local mitigation and adaptation policies. We represent the All India Women’s Conference (AIWC) and have implemented the project in Delhi. Later on, the approach was adapted to the national level, in order to elaborate policy recommendations for the national government on how to integrate gender into climate policy

The aim of this paper is to disseminate recommendation emerging from the project to mainstream gender to bring gender equality so the discrimination which hinders the survivability of marginal groups, such as women, can be reduced. It is absolutely necessary to recognize that the patriarchal system passively decides upon the roles and duties of each gender therefore limiting and differentiating the response mechanism for each person based on her/his survivability. For an example, in traditional developing world society women often end up playing multiple roles such as working in service sector, taking multiple trips to market and schools, managing the household, providing care to the elderlies and young children, and many more. Despite with the manifold work system women do not receive equal share in decision making and resources which further limits their response towards climate change. Gender equality will not only attempt to bridge this gap but also provide much needed contribution in making climate change policies more benefiting for all.

Objectives

It seeks to build capacity at local level and develop gender-responsive policy recommendations with the aim of strengthening citizens’ ability to become involved in urban planning processes and implementation. It enhances the effectiveness, inclusiveness and acceptance of local mitigation and adaptation policies.

Methodology/Assessment tool GAMMA

This report is part of the ‘**Gender into Urban Climate Change Initiative (GUCCI) Project**’ which was initiated in 2016, with guidance from Gender CC – Women for Climate Change (Germany), in India. The report explores existing climate change framework of India and attempts to scout out possible gender mien within the structure. The report attempts to explore two types of data; first being the anecdotal, which is based on the responses from the interviews with policymakers involved in climate change related areas and issues in India and second is the formal data or secondary data taken directly from the government and official sources.

Research can be either quantitative or qualitative, this report attempts to interline both the aspects of methodology to be able to explore a real picture of climate change

framework of the city through a gender lens. On one hand qualitative data provides a voice to the study and on the other hand quantitative data not only enriched the report with required validation but also deemed of importance and crucial to convince those unfamiliar with complex topics such as nexus between gender and climate change. In order to fully assess the gender aspects of climate change policy framework of India, ethnographical and geographical data, literature review, scientific data produced by academic institutions, and historical study on existing framework were considered ideal for this report. The report, additionally, tries to involve citizens' views on climate change gender issues and their involvement in the policy structure, this was done by conducting a survey with 50+ families, mostly women, in the Budh Vihar Colony - Rohini. This has given the opportunity to seek insights from community on the implementation of various climate change initiatives which additionally helps in studying gaps between the policy impact at the ground level.

AIWC conducted interviews and meetings with various departments involved in the climate change field in India. The interviews included areas of climate change issues, policy development & implementation, financial aspects, relations between gender and climate change, and possibility of gender mainstreaming in the existing framework. In later stages the interviews were carefully assessed by the GAMMA tool conceptualized by Gender CC, Germany.

The report was compiled through assessments conducted with formal and informal approaches where the data collected through methods such as studying published and established data, literature review, available information on policy implementation, available monitoring reports of climate change initiatives, interviews with policymakers, and community survey. The primary assessment was completed via various stages. First, formal meetings with the heads of various departments involved in the climate change initiatives in India were conducted. The objective of these meetings was to introduce the GUCCI project and gain support for the study. The interviews were conducted with key people involved in state climate change action plan and also with stakeholders influencing decision making in policy framework. Then interviews with five policymakers involved in the climate change policy making were conducted. The interviews, with the help of GAMMA method, were majorly based on gender amalgamation into India's climate change policies and discussed further on why it is significant to do so?

The survey at the community level was conducted through a vulnerability assessment questionnaire. The survey explored issues such as current socio-economic conditions, awareness on the climate change issues, information on climate change policies, adaptation and mitigation initiatives, disaster preparedness, and social vulnerabilities. The report also explores the possibilities of ethical recommendations combining expert opinions and demands from the local levels.

Advocacy

AIWC designed, and organized events, meetings, and workshops under GUCCI Project with its stakeholders. These were held round the climate change issues, policy implementation, financial aspects, relations between gender and climate change, and possibility of gender mainstreaming in the existing framework.

- **Policy maker consultation**

- Sh. Ravi Shankar Prasad, Joint Secretary (Indian Ministry of Environment, Forest and Climate change)
Date: 3rd January 2017
- Mr. Naresh Kumar, Chairperson, New Delhi Municipal Council (Under Indian Ministry of Home Affairs) (GAMMA Interview and introduction of GUCCI project)
Date: 26th December 2016
- Dr. S.D Singh, Director, Mahatma Gandhi Institute of Climate Change (under Indian Ministry of Environment, Forest and Climate change)
Date: 8th June 2017
- P.C. Sabata, then Director of Mahatma Gandhi Institute of Climate Change (under Indian Ministry of Environment, Forest and Climate change) and Secretary at Delhi Department of Environment
Date:
○ Delhi Department of Disaster and Management (GAMMA Interview)
○ Date: 6th March 2017
- Ms. Priyanka Chandola, Rajita Menon, Center for Science and Environment
7th June 2017
- Mr. Ravi Prasad, Joint Secretary, (Indian Ministry of Environment, Forest and Climate change) (Support seeking and introduction of GUCCI project)
Date 21 December 2016
- Delhi Department of Environment
○ 21st December 2016
- Mr. B. C. Sabata, Director MGICCC and Mrs. Vidyulata, MGICCC (to organize a workshop together with MGICCC)
23rd March 2018
- Mr. B. C. Sabata, Director MGICCC
24th August 2017

● **GAMMA Interviews**

- Chanchal Yadav IAS (Secretary, Public Health) New Delhi Municipal Council
Date: 10th February 2017
- Aditya Ranjan (Project Coordinatory) DDMA
Date: March 10th, 2017
- Dr. B.C. Sabata (Director) MGICCC and Delhi, Department of Environment
Date: 25th March 2017
- Dr. Vidyulata, (Assistant Professor) MGICCC
Date: 29th March 2017
- Dr. Usha P. Ragupati (Professor) National Institute of Urban Affairs
Date: 16th June 2017

● **Workshops**

- Workshop on Gender integration in climate change issues with the youth group of DAV students at SultanPuri with 42 girls and boys.
Date: September 2017
- Stakeholder workshop on gender integration into climate change policies in collaboration with Mahatma Gandhi Institute for Combating Climate Change
Date: 20th September 2017
- Workshop with the youth group of The YP Foundation on climate change and gender issues with 20 youth advocates.
Date: 7th October 2017
- Workshop with AIWC 50 IGNOU center students
Date: 2017

- **Events**

- A two days knowledge dissemination programme on climate change and gender issues in Budh Vihar Colony, Rohini Sector – 24 with 50 families.

Date: September 2017

- Clean Air is a Human Right - a one-day campaign in Delhi in 24 locations.

Date: 6th June 2018



GUCCI Kick off Meeting in New Delhi, Jan, 2017



Round Table on “Gender Neutrality of Climate Change Policies”



Workshop on “Gender Integration in Urban Climate Change Initiatives” with youth groups



Stakeholders' Workshop on "Gender Integration in Urban Climate Change Initiatives"



Dissemination Workshop on "Gender Integration in Urban Climate Change Initiatives" with GIZ and AIWC members



Participants during Dissemination Workshop with GIZ and AIWC members



Stakeholder Consultation meeting



Round Table on “Gender Neutrality of Climate Change Policies”

Findings – National

The Gender Assessment and Monitoring of Mitigation and Adaptation (GAMMA) methodology has been used to address the existing gaps in India’s national climate change adaptation and mitigation policies along with the challenges in achieving country’s NDC. AIWC GUCCI team has conducted a gender assessment for India’s climate change policy with the aim of establishing how existing and future policies can be made more effective and equitable by integrating gender lens and social dimensions into the planning and implementation process. This process involved several steps such as covering the institutional setting and procedures, creation of Country’s portfolio of climate change policies and measures, and selecting climate change policies for further analysis. The assessments were conducted to find out whether the climate change policies and programs in India resonate with the gendered approach or have co-benefits for all.

Some of the major findings of gender assessment and recommendations to improve them in the country are as follow:

- AIWC found that climate change policies in India discusses the issues of women in climate change at a broader level. However, the aspects of it operationalising and monitoring its impacts is not prioritised. While it is a good entry point to explore climate change issue as a social and feminist issue, its deeper issues are never addressed.
- Mitigation policies aiming at addressing gender do exist **but in the absence of long-term adaptation measures is one of the biggest challenges for the authorities in India especially when there is multi-level governance structure.** This is largely due to the lack of clarity of roles and responsibilities along with the intersectionality of institutions are making mitigation and adaptation policy making and its implementation a complex process.

- India's spending to address climate change (e.g. resilience, risk management, mitigation, low-carbon development etc.) does not take into account the gender considerations in the funds/budgets for climate change. Since climate change has social impact on the citizens it is highly recommended to initiate the involvement of gender considerations while drafting or planning initiatives as has been done in Mumbai City Master Plan where women aspects have been taken into consideration. The city's Report on Draft Development Plan (RDDP)-3 2034 proposes a departure from gender blindness to gender mainstreaming in the Development Plan. In the area of the needs of women, some of their outstanding issues have been highlighted over a longish period of time. Many of these are related to the availability of space and, as a result, to the Development Plan. It is one of the first master plans developed in India that talks about gender and social equity. Some the measures suggested are multipurpose housing for working women, neighbourhood care centre, adhar kendras would also provide people skilled-workers for services, vending areas for Women; women homeless shelters.
- Gender based discrimination and the social norms not only creates barriers for the women to access any benefits, it also results in limited access to livelihood opportunities. Due to lack of adequate education and equal representation, it further led to missing gender aspect in the climate change policies.
- There is poor level of knowledge base on climate change and hence general public is not adequately sensitized on the issue of climate change. There is an urgent need to run mass awareness campaigns and disseminations workshops to stakeholders in the country to not only inform citizens about the climate change and its differential impacts, but also how social roles and established structure burdened marginal communities further.
- India's climate change policy framework does not explicitly include civil society, particularly community-based organizations. Hence forth, the AIWC recommends establishing a proper framework to involve NGOs especially grassroots and women's groups in these aspects.
- It is also important to recognize that marginalized groups' participation, including women, needs to be ensured for an all-inclusive, co-benefiting, and gender responsive policy. AIWC advocates for inclusion of these voices at the decision making and strategy building level alike.

Incorporating gender policies and its operationalisation

Gender as a social construct further marginalizes women by restricting their ability to participate in decision-making and providing them with restricted or unequal access to resources. Gender divides labour unequally between the sexes, with women often having to do more work than males without matching compensation. In undeveloped cultures, the care economy for women consists only of family responsibilities such as child care, household management, and so on. In comparison to men, women in the poor world have less agency and control over resources, according to studies. After a thorough examination of the socioeconomic situation, it is much evident why gender is such a crucial lens to

consider. As part of the project AIWC also looked at the feasible measures to enhance the capability of the citizens by the piloting measures such as promotion of active citizenship, citizen campaigns etc. Through the implementation of this project, AIWC has identified three major areas where gender mainstreaming will be most feasible with higher level of co-benefits for all.

These three areas are;

1. Energy including renewable
2. Water
3. Skill building

In all the above suggested areas the Govt has taken some initial steps to incorporate the aspects relevant for the women such as training and knowledge dissemination etc. This might be a good starting point and will eventually help in producing good impacts on gender-based development. As we are aware that the social norms and lack of education not only prevents women from decision making but has also thwarted any efforts to step out and acquire skills. However, the recent focus on building skill of the women will not only improve their coping capacities but will also ensure developing better vocation avenues, ensure their safety and improve woman's public health.

Recommendations

Gender mainstreaming is a technique for achieving gender equality so that all ability to deal with climate change is improved. It's important to highlight that gender mainstreaming is implement able through a careful application of a gender lens or a gendered perspective to the same policy. Gendered perspective in public policy is crucial for the policy makers to develop gender-sensitive policies. Gender mainstreaming in climate change adaptation and mitigation policies can take numerous forms, but it should not be lost in the complexities of social realities. Gender equality, rather than gender supremacy of one gender, is the cornerstone to gender mainstreaming. These recommendations aim to not only prepare the road for gender mainstreaming, but also to open up new pathways for improved policy implementation through a gendered perspective.

- **Involvement of Civil Society:** To implement the climate change adaptation and mitigation policies at the local level, it is essential to have an inclusive policy making that includes community-based organizations, vulnerable groups, civil society groups working on climate change and gender justice such as All India Women's Conference. The civil society has much better understanding and the connection at the ground level than the government agencies since it has often been the case that there limited communication between the govt and the communities. Civil society can help in reducing this gap for a better outreach. It is important to establish a structure for India through which the civil society and government can interact freely. Through this the

government's task to reach out to local groups or running campaign can be done easily. Civil society organizations can bridge the gap between government and the citizens.

- **Participation of gender as a stakeholder:** For a better and more beneficial implementation of climate change adaptation and mitigation measures, women from the grassroots should be involved in strategy development. We recommend to involve women's rights groups, Self- Help Groups, and communities, such as All India Women's Conference, who are expert in climate and social justice issues, to incorporate socio-economic issues while drafting climate change policies and programmes.
- **Building synergies of public policy intersectionality:** Since most of these schemes are top driven, AIWC recommend to establish a mechanism where coordination among all the relevant departments can be established on the issue of climate change. For this, establishment of a city level coordination body may be considered ideal. This body will directly deal with the formulation and implementation of climate change adaptation and mitigation policies. It is critical to achieve a good framework of coherence among government departments. One example of common ground is mitigating the effects of climate change. During the assessment, it was discovered that there is a need to increase regular communication between various departments in order to implement climate change adaptation and mitigation measures more effectively and efficiently. Though the country has PM council to advice on the climate change but it generally does not trickle down to the lower levels of govt. Key departments like health, water or Women & Child are mostly not included in the Council. The govts at all the levels have to develop mechanism to allow people to articulate their grievances and share their views on the nation's developmental process. AIWC strongly believes that in order to mitigate the impact of climate change, citizens and the government has to encourage participation by developing mechanism through which govt agencies and the CSO can complement each other. The stakeholder inclusion mechanism has to be strengthened through promoting active citizenship and channels of participation has to be opened.
- **Gender component in Budgeting:** The budget should have allocation for the women and should have sensitivity to the gender perspective. This will not only allow the public policy making and planning to be more gender inclusive but also devise measurable parameters to ensure its impacts on the gender as a constituency.
- **Mainstreaming gender in Climate Change Initiatives:** Gender mainstreaming to be incorporated in policies and programs through gender lens. There is a need to identify and ensure that gender is being considered as a key point while formulating climate change. The Govt should take climate change as an urgent issue. AIWC recommends to carry out outreach to the govt and stakeholders at all the levels of governance. At the same time conduct more scientific and social studies, like studies conducted under GUCCI project, to understand the social and gendered impact of climate change in India.

- **Consultative process and engagement with stakeholders:** Due to lack of gender-based approach in public policy making, the gender has never been a key pointer in policy formulation in India. Thus, majority of the policy makers do not apply gender lens while formulating policies. Hence, it is suggested to involve gender experts working on climate change, such as AIWC or UN Women, to provide training to policymakers on bringing a gendered approach while formulating climate change policies.
- **Participative decision making:** For the public policy to be effective and show its impacts, it's important that all the relevant key stakeholders are consulted and their concerns and grievances are well addressed.
- **Use of Technology:** Though the purpose of the paper is to draw attention of policy makers towards making climate change a gender and social issue but the need for technology cannot be denied. In this regard, they are the mainstream users and often producers of energy. The technology should be made poor friendly by providing low-cost solution so that larger amount of people can adopt it.
- **Behaviour change programme:** The govt should identify the networks and organisations that can support the implementation of communication and sensitisation initiatives at the national, state and local level and working towards large scale social mobilisation and communication.
- **Participation of Citizens:** Active citizenship in governance is considered to be one of the most results providing mechanism. The climate change impact should be mitigated through an active participation of citizens in the policy implementation and formulation. Women should be given extra advantages in the decisions making and strategy building since they are more vulnerable than men in facing climate change impact.
- **Technology:** Though the purpose of the paper is to draw attention of policy makers towards making climate change a gender and social issue but the need for technology cannot be denied. The technology should be made poor friendly by providing subsidies so a larger amount of people can adopt it.
- The climate policy is not able to address the intersectional approach to sustainability. It must consider not just gender, but also factors such as age, race, location, socio-economic status, and more. It does not take into account the complexity and interconnect-edness of these issues and work to develop integrated solutions for a gender inclusive policy.
- The climate policy in India has limited critical connectors of resource allocation and accountability to ensure integration of gender equality. There is a significant room of improvement.

- AIWC found that climate change policies in India, and in India overall, have never explored the questions and issues of women in climate change, which is a good entry point to explore climate change issue as a social and feminist issue. We recommend to involve women's rights groups, such as All India Women's Conference, who are expert in climate and social justice issues, to incorporate socio-economic issues while drafting climate change policies and programmes.
- Mitigation and adaptation policies are in place in form of previously implemented policies/initiated but implementation of such policies is one of the biggest challenges for the city authorities especially when there is multi-level governance structure. AIWC recommend to establish a mechanism where coordination among all the relevant departments can be established on the issue of climate change. For this, establishment of a city level coordination body may be considered ideal. This body will directly deal with the formulation and implementation of climate change adaptation and mitigation policies.
- The city has available funding to pilot measures that address climate change (e.g. adaptation, risk management, mitigation, low-carbon development etc.). However, there are no proper gender considerations in the funds/budgets for climate change in the city. Since climate change has social impact on the citizens it is highly recommended to initiate the involvement of gender considerations while drafting or planning initiatives.
- Understanding of climate change is still limited to environmental conservation. The issue of climate change as an urgent issue has to be promoted. AIWC recommends to conduct more scientific and social studies, like studies conducted under GUCCI project, to understand the social and gendered impact of climate change in the city.
- The partial mechanisms for complaint are available but due to bureaucratic hurdles, people usually avoid approaching the government authorities until unless the situation is directly affecting them such as reporting of dirty water, broken manholes etc. i.e., situation has become worse. AIWC strongly believes that in order to mitigate the impact of climate change, citizens and the government has to come together as one. The complaint mechanism has to be strengthened through promoting active citizenship.
- Gender binary in the Indian society burdens women with multiple layers of labour with limited access opportunities to survive. It was also established that resilience and wellbeing of communities are monitored with regard to socioeconomic aspects, but lacks gender-sensitivity which further leads to missing gender aspect in the climate change policies.
- There has been awareness about climate change in all sectors due to Indian government's strong political presence in the international climate change movement but still general public is not adequately sensitized on the issue of climate change. There is an urgent need to run mass campaigns in the city to not only inform citizens about the climate change but also how social roles and establish structure burdened marginal communities further.
- India's climate change policy framework lacks defined inclusion of civil society, especially with the community-based organizations. AIWC recommends establishing a

proper framework to involve NGOs especially grassroots and women's groups from the city.

- It is also important to recognize that marginalized groups' participation, including women, needs to be ensured for an all-inclusive, co-benefiting, and gender responsive policy. AIWC advocates for inclusion of these voices at the decision making and strategy building level alike.
- The need for reintroduction of participatory schemes like Bhagidari was felt throughout the assessment of India's climate change adaptation and mitigation framework. The city lacks a proper channel through which citizens can provide meaningful contribution in mitigating the impact of climate change.
- The AIWC also recommend strengthening safety in Public Transport system, especially in DTC bus services. Increased safety measures will lead to lesser usage of other expensive private transport services which will help in reducing carbon emission from the city.

Conclusion

Woman's contribution in our society is often neglected and undermined, which has become the reason why in the gender mainstreaming there is need to focus on women centric issues. In over 90 years of experience All India Women's Conference have experienced that if given proper chances and opportunities women can contribute in the development of a society as much as men can do. In a time when climatic changes are becoming more and more severe, it is really important to provide some focus of policymakers towards the gender and social issues.

AIWC strongly assert the notion that climate change is interlinked with the gender and social issues and should also be dealt through this lens, but that does not mean that science and technology should be ignored. The idea to involve gender lens in the climate change policies is to expand the horizon of adaptation and mitigation rather than limiting it.

AIWC for many decades, even before the inception of Millennium Development Goals (MDG), have been working with women at local level across India on energy conservation, waste management, and generating employment opportunities to encourage women empowerment and bring gender equality. AIWC is willing to contribute in anyways possible to share its experiences of past decades of work and support to address urban climate change issues with the government to bring gender mainstreaming in the nation's policy framework.

