



Gender into Urban Climate Change Initiative

Policy recommendations

A1. Update or adjustments of policy recommendations for pilot cities

August 2020.



1. INTRODUCTION

"Gender Into Urban Climate Change Initiative" is a project led by GenderCC-Women for Climate Justice, in collaboration with All India Women's Conference in India; Aksi! for Gender, Social and Ecological Justice and Solidaritas Perempuan in Indonesia; Equidad de Género: Ciudadanía, Trabajo y Familia in Mexico; and GenderCC Southern Africa in South Africa. The project was launched in 2015 and is part of the International Climate Initiative (IKI), with the support of the German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU). GenderCC-Women for Climate Justice is a global network of organizations, experts and activists working for gender equality, women's rights and climate justice.

"Gender Into Urban Climate Change Initiative" explores options for integrating social and gender aspects into climate policies in several pilot cities, seeks to strengthen local capacities and develop gender-sensitive policy recommendations with the aim of reinforcing citizens' ability to participate in urban planning processes and their implementation, and to improve the effectiveness, inclusion and acceptance of local mitigation and adaptation policies. We represent the organization Equidad de Género: Ciudadanía, Trabajo y Familia in Mexico and have implemented the project in Mexico City and the city of Tlaxcala.

2. FINDINGS IN THE GENDER EVALUATION

To address existing gaps, the partners of the Gender Into Urban Climate Change Initiative have developed a methodology for gender assessment and monitoring of mitigation and adaptation (GAMMA) in the context of urban climate policies. At Equidad we have worked in the footsteps of this methodology over the past year to carry out the gender evaluation for Mexico City and Tlaxcala with the objective of establishing how existing and future policies can be more effective and equitable by fully integrating social and gender dimensions into the planning and implementation process. The process involved several steps that involved analysis of the city's environment, institutional procedures, policy portfolio and measures, as well as selected policies to address climate change.

Derived from this process, we consider it appropriate to separate our recommendations for the systematic reduction of inequality gaps into those that, based on our experience in advocacy for the incorporation of the human rights framework and the gender equality and non-discrimination perspective, we consider to be structural; those that we identify as specific for each sector involved in the design and implementation of climate policies in the framework of the Mexico City Climate Action Program 2020-2026, and those specific to the actions that derive from the Tlaxcala Municipality Development Plan 2017-2021.

2.1 Structural recommendations

Climate policy, programs, actions must consider that:

- The sexual division of labor is the first and original inequality with which the rest of the economic, political, social and cultural inequalities are articulated, so all action must have at the center of the analysis the category of time use. Likewise, it is necessary to promote the *recognition, revaluation and redistribution* of domestic work and unpaid care work and to ensure that this leads to a *reduction* in the time women spend on this work.

- It is necessary to analyze the context to identify strategic needs (specific objectives) and strategic interests (general objective) differentiated by women and men according to the life cycle. In addition to considering the diversity of groups of women from the categories of analysis of the condition (the structural) and the situation (the phenomenal).
- Government policies/programs/actions would first have to clearly identify in the diagnostics the problem, the inequality gaps due to gender, considering the life cycle and all forms of human diversity.
- In the case of using participatory diagnostics, it should be borne in mind that if no work has been done to strengthen citizenship with a gender perspective, it is usual for women and men to demand actions related to traditional gender roles. This means that it is possible to have a program that is "legitimized" socially, but whose methodology results in the reproduction of gender inequalities.
- It is necessary to review that government policies/programmes/actions do not incur in familism, which implies diluting women as subjects of rights in the aggregate category of the family, where they are conceived as performing traditional gender roles, particularly as the main caregivers of the family and its community environment (this tends to happen more often in climate change adaptation measures). This conception is one of the main reasons why unpaid workloads are constantly generated for women. Therefore, attention must be paid to policies and programs linked to food security, education, reconstruction of the social fabric, recovery of spaces and climate adaptation, particularly in relation to the so-called "care dependent groups", among others.
- Each policy/programme/action has to be assessed in terms of whether it contributes to the transfer of care responsibilities from women to men, and from the domestic to the public sphere (co-responsibility of the State and the market).

2.2 Mexico City

As part of the participatory construction of the Mexico City Climate Action Program 2020-2026, alliances were identified with sectors of the city's public administration to guide climate change mitigation and adaptation actions. It is worth mentioning that we are still in the consultation process with each of the sectors that will make up the new Climate Change Action Program of the CDMX, so the conclusive results are not yet presented.

- The national and international regulatory framework for gender equality must be incorporated into the Mexico City Climate Action Program.

Derived from the analysis of PACCM 2014-2020, the need for alignment of the regulatory framework (international, national and state)¹ with the programmatic and budgetary level of each

¹ We recommend guiding the alignment by considering the Convention on the Elimination of All Forms of Discrimination against Women, the Beijing Declaration and Platform for Action, the United Nations Declaration on the Rights of Indigenous Peoples, the Brasilia Consensus and the Montevideo Consensus, the Declaration of the People's Summit on Climate, Rights and Human Survival, the United Nations Declaration on the Rights of Peasants and Other Persons Working in Rural Areas, the Convention on the Rights of the Child, the Convention on the Rights of Persons with Disabilities, the Indigenous and Tribal Peoples Convention 1989 (No. 169), the Global Compact for Safe, Orderly and Regular Migration, the International Covenant on Economic, Social and Cultural Rights, the Protocol of San Salvador, and the Regional Agreement on Access to Information, Public Participation and Justice in Environmental Matters in Latin America and the Caribbean (Escazú Agreement), the negotiations within the framework of the Convention on Biological Diversity, the United Nations Convention to Combat Desertification and the United Nations Framework Convention on Climate Change, as well as the Enhanced Lima Work Programme on Gender and its Gender Action Plan (which establish objectives and activities in five priority areas that aim to advance

program/strategy/action is identified. In this sense, rather than creating new programs, it is essential to strengthen existing climate change programs that go beyond the enunciative nature of gender mainstreaming, in order to achieve effective identification, design and implementation of actions with gender and non-discrimination components that pay for the systemic reduction of inequalities.

- ✓ The gender perspective must be mainstreamed throughout the public administration.

Within the framework of the GUCCI project, it is important to mention that the mechanism for the advancement of women in Mexico City, the Women Secretariat (SEMUJERES, by its acronym in Spanish), began to link up substantially with the Secretary of the Environment (SEDEMA) as of 2019, to incorporate the gender perspective; however, such articulation has not always been close. Therefore, we consider it necessary for SEMUJERES, without replacing in any way the specific authority of the agencies, to accompany and advise the authorities of each sector, in this case the environmental sector, which includes actions to address climate change in the city. In addition, it is crucial to recognize and make visible that the task of mainstreaming the gender perspective is a mandate that forces us to move from traditional schemes that involve problems that only concern and are oriented towards women, to a framework of knowledge that places the analysis of structural inequalities between women and men at the center; likewise, it is essential to point out that the structural inequality between women and men originates in the sexual division of labor, where it is evident that women make greater use of their time for unpaid domestic and care work than men, who use more time for paid work while their participation in unpaid work is scarce.

- ✓ Women are subjects of law, and cannot be considered a vulnerable group per se.

All people have vulnerabilities in relation to specific contexts, but they are not vulnerable. They do not have the guarantee of all their rights, such as access to a healthy environment. It is essential that women be fully recognized as subjects of rights since, on average, they represent fifty percent of the population.

- ✓ Gender-responsive budgets are needed in climate change mitigation and adaptation actions.

Governments need to be trained on gender budgets, as these are the most effective way to incorporate the gender equality perspective into public policies, since they are a tool that strengthens transparency and accountability. In addition, it is essential that actions for the systemic reduction of inequality gaps in climate change have sufficient resources for their design, implementation and evaluation.

- ✓ Any action must guarantee the non-generation of extra workloads and the non-reproduction of gender stereotypes.

Programs and actions to counteract climate change must not generate greater burdens of unpaid domestic and care work for women, nor reproduce traditional gender roles. If programs reproduce roles, it is important to design short-, medium- and long-term strategies to drive a transition, which

knowledge and understanding of gender-responsive climate action and its integration into the implementation of the UNFCCC), and finally, the specific Human Rights Council Resolutions on climate change (from the Office of the United Nations High Commissioner for Human Rights).

should be accompanied by accurate monitoring indicators. Each measure should be evaluated in terms of whether it contributes to the transfer of responsibilities in the work of care from women to men, and from the domestic sphere to the public world, understanding by this the public services generated by the State, although the private sector and communities may also be involved.

- All policies/programs/actions need to consider the life cycle of women and men within the framework of sustainable development.

The analysis should incorporate the fact that women face differentiated inequalities in the different cycles of their lives that need to be considered separately in each of the public programs and actions, in order to resolve current inequalities and prevent future ones, so that it represents progress in climate change mitigation and adaptation measures. This is vital for intergenerational justice, since if inequalities in the life cycle are not addressed, there will be an accumulation of multiple inequalities that will deepen inequality gaps in adult life, in addition to compromising the future of new generations because of the lack of a comprehensive strategy focused on prevention.

- Within the framework of the Mexico City Climate Action Program, all measures must place the well-being of the people living in Mexico City at the center, with an emphasis on not resorting to gender-neutral actions.

Policies, programs or actions are usually gender-neutral, seeking to obviate inequalities, which has a cascading effect of the absence of gender analysis. This was recurrent when analyzing the measures implemented under the PACCM 2014-2020; it is often thought that the measures, especially those for climate change mitigation, have little to do with people and even less to have a gender-differentiated impact. On the contrary, it is necessary to consider the economic, political, social and cultural inequalities of women as compared to men, throughout the life cycle and in all forms of human diversity (for reasons of identity); to insist on the identification of inequality gaps of a systemic nature due to gender, and to monitor and evaluate with indicators that make it possible to identify the reduction of inequality gaps.

- ✓ It is essential to strengthen the schemes of generation, analysis and socialization of disaggregated statistical information.

The disaggregation of statistical data should have an intersectional approach that considers sex, age, ethnicity, location, geographical situation and other relevant conditions. Each institution linked to urban climate actions must have diagnostics that, based on its powers, identify inequality gaps, on the one hand, and on the other, its level of incidence. Likewise, it is recommended that the presentation of data on official websites be easily accessible and consulted by all people and not only by specialists in data management.

2.3 Tlaxcala City

One of the first aspects identified in the Tlaxcala Municipality Development Plan (PMD 2017-2021) including the axes and the actions to be implemented by the local administration is the lack of a gender perspective, although this issue is included through the Municipality Women's Institute actions. The corresponding recommendations are made in this respect for improving and promoting the incorporation of a gender perspective in the PMD strategic lines 3 and 4, addressing specific actions from two operating program, as indicated in the next points.

It should be clarified that the recommendation was to modify the PMD, for which an agreement of the Municipal Council was necessary; however, this was not possible to achieve due to the suspension of activities derived from the pandemic of COVID-19.

Operating Program of the Directorate of Ecology and Environment. It was suggested to include 8 activities considering gender and climate change perspective. Of these, 6 were included in the Annual Operating Plan 2020 (POA 2020), 1 more was partially included and 1 was discarded.

Operating Program of the Municipality Women's Institute. It was suggested to include 6 activities. Of these, only 2 were accepted and the remaining 4 were not included in the POA 2020.

Axe 4. Inclusive Social Development for the good of Tlaxcaltecas

Establish Individual or Collective Support for Women

Individual or Collective Support for Women

✓ **Recommendation**

To carry out a campaign in the localities of the Municipality on impacts of climate change differentiated by gender.

Axe 5. Territorial, Environmental and Urban Development for the Future of Tlaxcala

Training for the knowledge of the Federal and State Regulations on Environmental Education.

Knowledge and compliance of the Federal and State Regulations on Environmental Education

✓ **Recommendation**

Federal and State Regulations on Atmospheric Emissions. To incorporate international documents from the Sustainable Development framework: Agenda 2030, human rights, gender equality and climate change in the regulatory compendium.

Local Environmental Policy in search of the conservation of our environment

Implementation of a Local Environmental Policy aligned to the Federal and State Regulations

✓ Recommendation

Regulation on Atmospheric Emissions. To prepare the staff of the Directorate of Ecology to understand and apply climate change regulations from a gender perspective.

✓ Recommendation

Atmospheric Emissions Inventory. To carry out a campaign on the sources of pollutants emissions into the atmosphere which considers the climate change effects differentiated by sex.

✓ Recommendation

Inspection and Sanction System of Mobile and Fixed Sources of Pollution. To carry out a dissemination campaign on the forms of citizen complaints in case of detecting different polluting sources of the atmosphere.

✓ Recommendation

Air Quality Care Program. To design a municipal program with gender perspective on air quality, involving the different social sectors

✓ Recommendation

Response Strategy in case of Environmental Contingency due to Bad Air Quality. To develop a municipal operating strategy for cases of environmental contingency due to bad air quality, including protocols of action for the different social sectors with gender equality criteria in the framework of human rights

Strengthen the Specialized Area for Environmental Education Implementation of programs to support and foster environmental education.

✓ Recommendation

Environmental Education. To develop a dissemination campaign for cases of environmental showing the impacts of climate change differentiated by sex, and the forms of citizen participation in the care of environment.

✓ Recommendation

Environmental Education. To implement a training workshop for City Hall staff on climate change and gender, in coordination with the Women's Municipality Institute.

Supported by:



Federal Ministry
for the Environment, Nature Conservation
and Nuclear Safety

based on a decision of the German Bundestag

This project is part of the International Climate Initiative (IKI)

The German Federal Ministry for the Environment, Nature Conservation and Nuclear Safety (BMU) supports this initiative on the basis of a decision adopted by the German Bundestag.