

**Loss &
Damage**

Loss and Damage, Women and Men

Applying a gender
approach to the
emerging loss and
damage agenda

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Executive Summary

As greenhouse gas emissions continue to rise and, with them, super storms, weather extremes, and continued and unpredictable seasonal changes, the impacts of climate change are increasingly surpassing people's ability to cope or adapt. The manifested impacts that go beyond current or future adaptive capacity are known as 'loss and damage' (Loss and damage in Vulnerable Countries Initiative 2013).

An increasing number of studies show that, because of varying capacities due to gender inequalities, men and women are affected by, and respond to, climate change in different ways. Therefore, there is a need to improve the capacities of vulnerable groups and to take a gender-sensitive approach in activities that address climate change. This has already been recognised as an important guiding principle in the development and implementation of adaptation policies and measures (UNFCCC 2011, Preamble, paragraphs 12 and 7). With the growing recognition that proactive adaptation measures will not alleviate all climate change impacts, gender equality must be considered and mainstreamed, with equal importance to all other aspects of loss and damage.

At Conference of the Parties (COP) 18, two new decisions were adopted in this regard: a decision on gender balance and a decision on loss and damage. Both call on stakeholders to provide specific details on how the decisions can be implemented. Providing analysis and examples, this discussion paper aims to give guidance on gender considerations that should be included in international discussions on the emerging loss and damage agenda.

While the United Nations Framework Convention on Climate Change (UNFCCC) increasingly takes up the issue of gender equality, this does not happen in a vacuum. Other multilateral processes are developing policies and guidelines promoting gender-sensitive approaches on issues such as sustainable development and disaster risk reduction (DRR). For example, the Rio+20 conference outcome document highlights gender equality several times as a key factor in sustainable development. The United Nations International Strategy for Disaster Risk Reduction (UNISDR) affirms that a "gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes" (UNISDR 2007).

Considering that the loss and damage agenda is situated at the nexus of these topics, the UNFCCC process should make additional efforts to incorporate and complement the gender-sensitive

approaches already present in these other multilateral processes.

Several issues will be dealt with in the loss and damage discussions in the run up and during upcoming international climate change negotiations, such as COP 19 in Warsaw. This paper is a direct contribution to those discussions and presents four main areas in which gender should be considered:

1. Capacity needs of developing countries, especially in addressing slow-onset events

As climate change is a new phenomenon and challenge, it provides a powerful opportunity to create gender equitable responsibilities in climate adaptation and loss and damage that have not yet been tagged masculine or feminine. One such opportunity lies with addressing the capacity needs of countries to address slow-onset impacts (e.g. rising levels, rising temperatures, salinisation).

Capacity needs include: data, technical know-how, funding, and strengthening institutions. The International Union for the Conservation of Nature (IUCN) and other implementing agencies have identified strategies of how to include women in ways that create cross-cutting co-benefits while addressing such capacity needs. Examples include:

- training women to be part of national climate change delegations
- creating gender-disaggregated data collection centres run by women
- innovative ways of conveying key messages – eg, through female praise singers
- educating programme managers on the relevance of gender equality issues.

2. Non-economic losses

Sometime loss and damage cannot be measured in terms of physical assets or GDP. Examples of such non-economic losses include loss of life, cultural heritage or ecosystem services.

Gender differences play double roles in the non-economic losses of climate. First, women often contribute to their families and their communities in non-monetary ways – often termed 'care work' (Genanet 2013). Therefore, an assessment of loss and damage that is based only on monetary or financial quantification may not take into account the value of women's contribution to society.

Second, it is possible that loss and damage affects women in developing countries more directly than men, for example, in terms of loss of life, or in relation to nutrition and migration.

Clearly, it is not sufficient to assess loss and damage from a strictly monetary or financial perspective. In order to be fair to both men and women, loss and damage needs to be assessed from a broader social perspective that gives due weight to the contributions of both genders and reflects the vulnerability of women in developing countries.

3. Action by Parties

The loss and damage decision invites Parties to the UNFCCC to undertake enhanced action in several areas including risk assessment, risk management, data collection, improved access to data, and community involvement.

Gender-sensitive design and in particular the use of gender-sensitive indicators should be an integral part of Parties' planning and development measures to address loss and damage from the beginning rather than merely an 'add-on' concern. Using indicators will make it easier to work out how to include women's knowledge, experiences and perspectives in planning and implementation. Monitoring and evaluation of indicators will illustrate the efficacy of a gender-sensitive approach (UNISDR et al 2009).

Examples of possible indicators for the abovementioned actions include:

Risk assessment:

- assessments include existing vulnerabilities and capacities specific to both women and men
- women representatives from disaster-affected communities are consulted

Risk management:

- gender-differentiated results of risk assessment are integrated into local risk management plans and warning messages
- gender-specific support mechanisms are in place to get women involved in risk management (e.g. mobility and childcare)

Data:

- numbers and percentages of databases with gender-disaggregated data
- number of organisations with gender expertise are involved in setting up national data collection centres

Access to data:

- numbers of specific methods used to reach women that are compatible with their social norms and levels of literacy

- number and proportion of men to women involved in dissemination of hazard information

Involvement of communities, civil society and private sector:

- percentage of women who attend training groups
- number and proportion of men and women in decision-making and leadership positions.

4. Institutional arrangements

Parties have agreed to establish institutional arrangements for loss and damage at COP19. The gender decision mandates the governance of those arrangements to aim towards gender balance. Beyond this, a gender-sensitive approach to loss and damage should be integral to the guidelines and supporting mechanisms emanating from the loss and damage arrangements.

Responses to loss and damage need to consider and respond to gender inequalities and to the different roles played by men and women in specific communities. Efficacy in loss and damage responses will ultimately be measured by whether, and to what extent, the lives and livelihoods of men and women, boys and girls are resilient to climate change.

Glossary

Care economy/care work:

The work, often unpaid, of caring for people, nature or future generations– still largely done by women.

Disaster risk management:

The systematic process of using administrative directives, organisations, and operational skills and capacities to implement strategies, policies and improved coping capacities in order to lessen the adverse impacts of hazards and the possibility of disaster.

Gender:

Gender is a social construct that assigns roles and responsibilities to men and women. Globally, women experience social, economic, political and cultural marginalisation and exclusion due to the gendered division of labour and socio-cultural norms. This can vary according to class, race, ethnicity, or religious affiliation.

Gender equality:

Gender equality is the absence of discrimination on the basis of gender in opportunities, in the allocation of resources or benefits, or in access to services. It is thus the full and equal exercise by men and women of their human rights. Gender disparities are inequalities or differences based on gender.

Gender sensitivity:

Encompasses the ability to acknowledge and highlight existing gender differences, issues and inequalities and incorporate these into strategies and actions.

Loss and damage:

Loss and damage refers to negative effects of climate variability and climate change that people have not been able to cope with or adapt to. 'Damage' can be seen as negative impacts that can be repaired or restored (such as windstorm damage to the roof of a building, or damage to a coastal mangrove forest). 'Loss' can be characterised as negative impacts that cannot be repaired or restored (such as loss of geologic freshwater sources related to glacial melt, or loss of culture or heritage associated with potential population redistribution away from areas that become less habitable over time).

Non-economic losses:

A non-economic loss refers to adverse effects that cannot be reasonably assessed in economic terms. Examples are abandonment of territory, destruction of cultural landmarks, extinction of species, saltwater intrusion, and so forth. For instance, loss of life or social disruption are difficult to estimate and the cost of loss in one place will be very different from the cost in another.

Slow-onset events:

Slow-onset events were identified to include climate change impacts such as rising sea level, rising temperatures, ocean acidification, glacial retreat and related impacts, salinisation, land and forest degradation, desertification and loss of biodiversity.

Sustainable development:

Sustainable development meets the needs of the present without compromising the ability of future generations to meet their own needs.

1. Introduction

As greenhouse gas emissions continue to increase, the palpable impacts of climate change are intensifying and the limits of adaptation to climate change are increasingly becoming evident. Communities and individuals try to adapt through a wide range of measures – including building sea-walls, purchasing insurance and switching to different crops. However, it is now known that the impacts of climate change are surpassing people’s ability to cope or adapt and will continue to do so. These manifested impacts that go beyond the current or future adaptive capacity are known as ‘loss and damage’ (Loss and damage in Vulnerable Countries Initiative 2013).

An increasing number of studies show that climate change has different impacts on men and women. Moreover, men and women also respond differently to climate change. For this reason, the consideration of gender equality has been recognised as an important guiding principle in the development and implementation of adaptation policies and measures. For example, the Adaptation Fund Board and National Adaptation Programmes of Actions (NAPAs) include gender in their guiding principles (UNFCCC 2002). Building on this track record, the starting point in developing an institutional framework for adaptation must be a gender-sensitive approach that gives equal importance to considering and mainstreaming gender in the emerging policy and practice area of loss and damage.

In December 2012, at the Eighteenth Conference of the Parties (COP) of the United Nations Framework Convention on Climate Change (UNFCCC) in Qatar, two new decisions were adopted that provide the impetus for this paper: a decision on gender balance and a decision on loss and damage. Both of these decisions, discussed below, call on stakeholders to provide more specific details on how the two decisions could be implemented. In response to that invitation, this discussion paper explores gender considerations that should be included in international discussions on the emerging loss and damage agenda.

2. Context

2.1. Doha loss and damage decision (3/CP.18)

After much debate, Parties at COP18 adopted the loss and damage decision on “approaches to address loss and damage (L&D) associated with climate change impacts in developing countries that are particularly vulnerable to the adverse effects of climate change to enhance adaptive capacity”. The decision builds on a two-year work programme mandated as part of the Cancun Adaptation Framework at COP16. For the first time in the UNFCCC process, the decision frames loss and damage by placing it in the context of the precautionary principle, by urging comprehensive climate risk management and by placing it in the broader context of climate-resilient sustainable development. Parties identified the important and fundamental role that the UNFCCC plays in addressing loss and damage through providing understanding, by giving a forum for coordination, cooperation and coherence, and by enhancing support.

In addition, the decision a) invites Parties to enhance action on loss and damage, b) encourages further work to advance the understanding of loss and damage, and c) calls on Parties to decide institutional arrangements, such as an international mechanism, on loss and damage at COP19 (UNFCCC 2013a). Various inputs – two technical papers (one on non-economic loss and damage and another on gaps in institutional arrangements) and an experts meeting on the capacity needs of developing countries vis-à-vis addressing loss and damage, will inform that decision.

Several elements of 3/CP.18 highlight the relevance of including gender considerations in approaches to address loss and damage. These include:

- a call to involve vulnerable communities in assessing and responding to loss and damage (para 6, section f)
- the quest to further explore how vulnerability owing to geography, gender, age, disability, or indigenous or minority status interacts with loss and damage, and how vulnerable groups may be specifically targeted (para 3, section a iii)
- the task of strengthening the collection of relevant data, with an emphasis on gender-disaggregated data (para 7, section b).

The Doha decision provides a breakthrough moment for addressing L&D under the UNFCCC. It sets the backdrop against the future unfolding of the L&D debate and provides the context of this document.

2.2. Gender decision (23/CP.18)

At COP18 Parties adopted a decision on “Promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol” (Decision 23/CP.18). This decision established ‘gender’ as an official agenda item under the COP, which is now seeking to operationalise a number of provisions:

- UNFCCC Secretariat maintains, and makes available annually, gender-disaggregated data on composition of bodies and Member State delegations under the Convention and the Kyoto Protocol, both by country and by regional groups in order to track progress.
- The issue of gender and climate change is a standing item on the agenda of sessions of the Conference of the Parties, which reviews the Secretariat’s annual reporting.
- The Secretariat organises a COP19 workshop on “gender balance in the UNFCCC process, gender-sensitive climate policy and capacity-building activities to promote the greater participation of women in the UNFCCC process”.
- Parties and Observer organisations sent submissions by 2 September 2013 on “the goal of gender balance [...] in order to improve women’s participation and inform more effective climate change policy that addresses the needs of women and men equally”.
- UNFCCC Parties and other institutions established under the UNFCCC and the Kyoto Protocol review progress towards the goal of gender balance at COP22 in 2016.

It must be clearly recognised that gender balance is only one step towards gender-sensitive climate policy. Ultimately, the institutional set-up established for loss and damage (as well as all other constituted bodies) must not only have gender balance in its governance structure, but should also promote gender responsive policy at both international and national levels. Nonetheless, this decision is a positive step towards

consideration of gender equality issues in the UNFCCC architecture.

2.3. Previous work on gender in loss and damage

The discussion on gender and L&D is relatively new. In 2012, the Loss and Damage in Vulnerable Countries Initiative published the paper *Loss and damage in a warmer world: whither gender matters?* (Neelormi and Ahmed 2012). This seminal paper provided the first serious analysis of why gender considerations are important in L&D discussions. The box below provides a brief summary of the paper.

Text Box 1: *Loss and damage in a warmer world: whither gender matters?*

Summary

Gender-differentiated vulnerability

- Women's relatively lesser control over human, natural, financial, physical and social capitals often tends to increase their vulnerability (in comparison to men) when dealing with the same exposure to a hazard.
- *A gender approach to L&D is important to identify men's and women's different vulnerability to crises.*

Gender-differentiated response and ability to cope to crises

- Women's and men's responses to crisis situations, as well as their abilities to cope with them, to a very large extent reflect their status, roles and positions in society.
- *A gender approach is important to identify men's and women's different capacities and coping strategies in order to design effective disaster management programmes.*

Market-centric and gender-biased valuations of loss and damage

- The cost of L&D is generally calculated in GDP. This market-centric approach excludes household and subsistence work, which is often carried out by women.
- There is an overrepresentation of women in agriculture, which is vulnerable to climate change and climate variability.
- *Loss and damage discourse must acknowledge the spheres of non-market activities and find ways to address them, giving due emphasis to the different needs and priorities of women and men.*

3. Gender sensitivity and equality promotion in other multilateral processes

Before discussing the gender considerations that could be incorporated into the UNFCCC context, it is worthwhile examining other multilateral processes that are further ahead in developing a comprehensive framework of policies and guidelines that promote gender equality in programme areas such as sustainable development and disaster risk reduction (DRR). At the same time, these processes are also reorganising their policy frameworks in line with major political processes such as the Post-2015 Development Agenda, the Sustainable Development Goals, and the Hyogo Framework for Action, culminating in the year 2015.

Considering that the loss and damage issue overlaps with sustainable development and DRR, the UNFCCC process should make additional efforts to incorporate existing gender approaches in the abovementioned political processes. The next section gives a brief overview of the current situation with regard to those processes.

3.1. Gender equality is a key element of the UN Development Agenda

The Millennium Development Goals (MDGs) have served as a shared framework for global action and cooperation on development since 2000 (UN DESA

2013). As we approach 2015 – the overall target date for achieving the MDGs – thinking has begun on how to advance the global development agenda beyond 2015.

One of the goals suggested in the 2013 high-level panel report on the Post-2015 Development Agenda is to “empower girls and women and achieve gender equality”. Gender equality is integrated across all of the goals in the report, “both in specific targets and by making sure that targets are measured separately for women and men, or girls and boys, where appropriate”. To ensure equality of opportunity, the high-level panels suggests that “relevant indicators should be disaggregated with respect to income, gender, location, age, people living with disabilities, and relevant social group” (United Nations 2013).

On a similar track, member states at the 2012 UN Conference on Sustainable Development (Rio+20) agreed to establish an intergovernmental working group to design Sustainable Development Goals as part of the post-2015 agenda. In the Rio+20 conference outcome document, *The Future we Want*, gender equality is recognised throughout as a key element of sustainable development.

Conceptualising loss and damage from a development perspective is important, especially for countries with a limited economic base, because responding to disasters associated with climate change impacts means re-adjusting national budgets, potentially resulting in setbacks to sustainable development (UNFCCC 2012a). The table below summarises the relevant gender considerations in the Rio+20 outcome document.

Gender considerations in *The Future We Want* – outcome document, Rio+20

Paragraph 31	We recognise that gender equality and women's empowerment are important for sustainable development and our common future
Paragraph 45	We recognise the leadership role of women and we resolve to promote gender equality and women's empowerment and to ensure their full and effective participation in sustainable development policies, programmes and decision-making at all levels
Paragraph 188	We recognise the need to integrate a gender perspective into the design and implementation of all phases of disaster risk management
Paragraph 239	We commit to actively promote the collection, analysis and use of gender sensitive indicators and sex-disaggregated data in policy, programme design and monitoring frameworks, in accordance with national circumstances and capacities
Paragraph 242	We recognise that gender equality and the effective participation of women are important for effective action on all aspects of sustainable development

Source: UN General Assembly, 2012. Rio de Janeiro: United Nations

3.2. Gender mainstreaming in disaster risk management practice: UNISDR post-Hyogo framework

The Hyogo Framework for Action (HFA) is “a ten year plan to make the world safer from natural hazards” (UNISDR 2013b). Created in 2005 at the World Conference in Hyogo, Japan, it is the first plan to explain, describe and detail the work that is required from different sectors and actors to reduce disaster losses.

As we head toward the end of the current plan, the United Nations International Strategy for Disaster Risk Reduction (UNISDR) is facilitating the development of a Post-2015 Framework for Disaster Risk Reduction (also known as HFA2). The current HFA affirms that a “gender perspective should be integrated into all disaster risk management policies, plans and decision-making processes, including those related to risk assessment, early warning, information management, and education and training” (UNISDR 2007).

The UNISDR-spearheaded document *Making disaster risk reduction gender-sensitive – policy and practical guidelines* offers policy guidelines on gender mainstreaming, and practical guidelines on how to institutionalise gender-sensitive risk assessments, implement gender-sensitive early warning systems, and use gender-sensitive indicators to monitor gender mainstreaming progress (UNISDR et al 2009).

HFA has incorporated some of these guidelines into practice, for example by including an indicator on gender: “Does the local government ensure women and men participate equally in disaster prevention decision-making and implementation?” The analysis on how this indicator is implemented and measured is set forth in the 2011 publication *Views from the frontline: If we do not hold hands* (Global Network of Civil Society Organisations for Disaster Reduction 2011).

Nonetheless, gender perspectives in disaster risk reduction could be better addressed in a post-2015 framework (UNISDR 2012b). According to the 2010-2011 UNISDR HFA Mid-Term Review, “efforts to reduce underlying risk factors account for the least progress in terms of the HFA” (World Vision 2011).

As suggested in the 2013 *Views from the frontline: Beyond 2015*, disaster risk reduction policy strategies and interventions need to be designed in a way “that reflect the differential vulnerabilities of countries and

social groups, and that are relevant for the most marginalised and excluded social groups (eg, women, children, young people, displaced and disabled people, and ethnic and religious minorities)” (Global Network of Civil Society Organisations for Disaster Reduction 2013).

Consultations on HFA2 found that large numbers of women are working collectively to build resilience from disasters in urban and rural areas, but they are often constrained from participating in public decision-making processes such as framing priorities and investments in disaster risk reduction (UNISDR 2013c). Specific actions recommended through the International Day for Disaster Reduction and HFA2 meetings included the following:

- recognising the potential and current contributions of women’s organisation (community-based and others)
- strengthening their capacities and coordination
- promoting institutional commitments and accountability to gender-equitable risk reduction and sustainable development (UNISDR 2013c).

Parties to the UNFCCC have already identified the HFA as a pillar of their efforts to adapt to climate change (UNISDR 2012b). HFA insights on gender-sensitive approaches to policy development could also be helpful input into the UNFCCC loss and damage process.

4. Gender perspective inputs into the loss and damage debate 2013

As input into the development of the loss and damage agenda, the UNFCCC Secretariat has been asked to prepare a technical paper on non-economic losses, a technical paper on the institutional arrangements for loss and damage, and to organise an experts meeting on the capacity needs of developing countries to address loss and damage. The L&D decision itself calls for action by Parties.

This paper provides gender perspectives on the following content clusters, based on the political work towards COP 19, as well as the emerging implementation agenda:

1. Capacity needs of developing countries to address loss and damage: setting the context for international action
2. Non-economic losses: understanding important values
3. Actions by Parties: advancing the implementation agenda
4. UNFCCC institutional arrangements: early lessons for institutionalising the L&D debate

4.1. Capacity needs of developing countries to address loss and damage: setting the context for international action

As already mentioned, climate change already has a serious impact on the livelihoods of poor women in developing countries, as increasing droughts and storms affect agriculture and water resources, which are often areas of responsibility for women (International Union for the Conservation of Nature [IUCN] 2012).

However, it is precisely these responsibilities in households and communities as guardians of natural resources that have prepared women well for livelihood strategies adapted to changing environmental realities. In Nepal, for example, women farmers avoid crop failure in the face of changing climate patterns by growing off-season vegetables and bananas, which are more resilient to flood and drought (ActionAid 2007). In Jordan, women's management of small-scale irrigation projects and involvement in water harvesting and soil conservation improves the efficiency of water use (Al-Naber and Shatanawi 2004). In Tanzania, when men migrate from home for longer

periods due to the impacts of climate change, women take over the role of livestock herding and pasture management (Matinda 2010).

Many climate change impacts that require such adaptation strategies are caused by **slow-onset events**. Slow-onset events include climate change impacts such as rising sea levels, rising temperatures, ocean acidification, glacial retreat, salinisation, land and forest degradation, desertification, and loss of biodiversity (UNFCCC 2011). These differ from extreme events such as floods and cyclones, in that they evolve gradually from incremental changes occurring over many years or from an increased frequency or intensity of recurring events (Siegele 2012). While the onset of these events may receive less attention than extreme events, losses resulting from slow-onset processes are expected to affect many more people than extreme weather events over a longer period of time (Hoffmaister and Stabinsky 2012).

Men and women are affected differently by sudden- and slow-onset events. The following table presents a brief overview of different response capacities, based on gender.

Women at the frontlines: Case studies of responses to sudden- and slow-onset events

Condition/Situation	Indicative gender-differentiated response capacities	Examples from developing countries
Direct impacts of sudden-onset hazards (floods, cyclones, tsunamis, mudslides, etc)	<p>Women are at greater risk of injury and death due to social restrictions and gender roles.</p> <p>Swimming is not a skill girls and women are encouraged to learn in some cultures.</p> <p>In some regions, women's clothing restricts their mobility.</p> <p>In some societies and cultures, women cannot respond to warnings or leave the house without a male companion.</p> <p>Loss of crops and livestock managed by women (with direct detriment to family food security).</p>	<p>The ratio of deaths from disasters has been found to be 1 man to 4 women (Neumayer and Plümper 2007). Statistics from past disasters including the Indian Ocean Tsunami (although not climate related) and the 1991 Bangladesh cyclone reaffirmed higher mortality rates among women than men.</p> <p>Due to floods in Nepal caused by the Saptakoshi River, women reported that they could not feed their children because the river took away their cows.</p>
Impacts of slow-onset hazards (drought, desertification, forestation, land degradation, etc)	<p>Increased workload to collect, store, protect and distribute water for the household – often a responsibility that falls entirely to women.</p> <p>Increased domestic workload to secure food.</p> <p>Increased number of women-headed households due to men's migration.</p> <p>Women's access to collect food, fodder, wood and medicinal plants diminishes.</p>	<p>In East Africa, it has been recorded that women walk for over ten kilometres in search of water, and when droughts worsen some even return home empty handed.</p> <p>In Senegal, much arable land is lost due to erosion. As a result, most young people and men migrate to the cities to find jobs, leaving women in charge of the households.</p>

Source: Adapted from UNISDR, UNDP and IUCN, Making disaster risk reduction gender-sensitive – policy and practical guidelines, 2009

These gender-differentiated impacts should be kept in mind as Parties and experts meet to discuss how to address loss and damage. However, in so doing, we **must also recognise women's empowerment even within a vulnerable state**, and highlight the active role that women can play as agents of change in efforts to mitigate and adapt to loss and damage. This becomes particularly important if we consider that climate change provides us with an opportunity to

address structural imbalances such as gender inequality. We still do not know exactly what to expect from climate change as it is a new phenomenon. This implies both a great challenge to find innovative solutions and a powerful opportunity to create gender-equitable responsibilities, as many of the activities in climate adaptation and loss and damage have not yet been tagged for belonging typically to either men or women. One such opportunity lies with addressing the

capacity needs of countries to address slow-onset impacts.

Capacity needed to address slow-onset impacts

A recent UNFCCC technical paper found a wide disparity among countries in their capacity to respond to slow-onset events. There is a need to support vulnerable countries in developing and implementing risk management options appropriate to addressing loss and damage associated with slow-onset events (UNFCCC 2012d). An experts meeting in late 2013 will discuss these issues.

A number of recent as well as efforts within the UNFCCC process have explored this issue in greater detail. Key capacity gaps and needs of developing countries include:

- **Data:** There is a need to collect more data and monitor trends in impacts of slow-onset events.
- **Technical know-how and skills:** There is a lack of technical know-how such as setting up

baseline databases of slow-onset impacts (UNFCCC 2012a).

- **Funding:** The relatively short-term cycle of donor funding poses challenges in terms of enabling the long-term action often required to address slow-onset events (UNFCCC 2012a).
- **Strengthening institutions and governance:** There is insufficient long-term planning and institutional arrangements. The need to develop a global architecture as well as a multi-institutional architecture has been often mentioned at experts meetings (UNFCCC 2012a).

When building capacity to address these needs, a gender perspective is crucial in order to ensure that both men's and women's needs are being considered. In addition, giving women the tools to engage in efforts to mitigate and adapt to slow-onset events will help improve their capacities as agents of change.

Textbox 2: Examples of capacity-building under the UNFCCC process – promoting an active role for women

The International Union for Conservation of Nature (IUCN) has over the last 20 years developed tools and methodologies to assist communities – and women in particular – to meaningfully engage in environmental management. More recently, and since 2007, these also include in-country training conducted on gender and climate change, building on existing relationships with ministries as members of IUCN.

IUCN, on request of governments and on behalf of the Global Gender and Climate Alliance (GGCA), including 83 UN, international and non-governmental organisations, currently leads an initiative that empowers stakeholders, women and women's organisations in particular, to participate actively in multi-stakeholder processes that produce strategies and action plans on gender and climate change including mitigation and adaptation efforts.

To date, with support from the government of Finland, at least 12 of these processes have been successfully implemented in countries and regions throughout the world, including in Mozambique, Jordan, Egypt, Tanzania, Liberia, Costa Rica, Panama, Haiti, Bangladesh, Nepal, the Central American region and the League of Arab States.

It is important to note that the success of capacity building under this programme has been largely attributed to activities not being conducted in isolation, but rather as part of an integrated and complementary process of four steps working towards a common goal and outcome.

The four steps are: (i) a scoping exercise to identify the ambit and participants involved; (ii) capacity-building for women and women's organisations in a safe space to familiarise them with key issues on both gender and climate change; (iii) a strategy-writing session that include various stakeholders; and last, (iv) a validation and uptake by government that guides and drive the process in its entirety.

Capacity-building for IUCN is successful when the necessary skills are enhanced to meaningfully and extensively engage in the entire process of policy development and project implementation for all involved and not as an end in itself.

Furthermore, there are synergies between the promotion of gender equality and addressing climate change issues: while both have clear benefits in themselves, they also generate significant co-benefits in terms of cross-sectoral cooperation. This is because gender and climate change are cross-cutting themes which, by necessity, involve diverse sectors in defining solutions to pressing needs. This, therefore, contributes to cross-sectoral harmonisation of approaches, which might otherwise not have happened.

Based on experience collected by IUCN and other implementing agencies, the table below shows the identified capacity needs, along with related gender considerations, and examples from the abovementioned strategies of how women could potentially be part of the solution.

Capacity needed	Gender-related capacity needed	Example
Data (collection, availability, access)	<p>Provide support for countries to collect and analyse sex- and gender-disaggregated data</p> <p>Make information easy to understand and accessible at local levels</p>	<p>In Nepal, women suggested that all data for environmental impact assessments (EIAs) and sustainability impact assessments (SIAs) be (i) gender-disaggregated and (ii) deposited at a central, accessible centre run by them. Such an initiative will ensure that, over time, data is collected at a central repository, is made available for subsequent projects and programmes, and is in the hands of women.</p> <p>Also in Nepal, women suggested that key climate change messages could be conveyed through praise singers and poets performing during religious ceremonies, in order to raise awareness of climate change and gender issues in the broader community.</p>
Technical know-how and skills	<p>Provide technical assistance for countries to develop gender-sensitive programming</p> <p>Gender-sensitive training for both men and women at all levels</p>	<p>Under the GGCA programme of work, women are trained to be part of national delegations on climate change. This initiative is accompanied by a dedicated travel fund to support women delegates' participation from least developed countries and to facilitate inclusion of women in national delegations.</p>
Funding	<p>Gender budgeting</p>	<p>Forcing programme managers to provide a budget for gender issues can often create a negative attitude around the topic of gender equality. An alternative strategy is to educate and train programme managers on the importance of gender issues, with the hope of mainstreaming gender sensitivity throughout all parts of the budget.</p>
Synergies	<p>Collaboration and synergies with women's organisations</p>	<p>In Jordan, gender became the issue that brought together climate change actors in and outside of government. For the first time, stakeholders and government departments/agencies convened in one location to discuss issues of common interest.</p>

4.2. Non-economic losses: understanding important values

Loss and damage from climate change is not confined to assets or monetary values. Many impacts, such as “loss of human lives, cultural heritage, and ecosystem services, are difficult to measure as they are not normally given monetary values or bought and sold, and thus they are also poorly reflected in estimates of losses” (Morrissey and Oliver-Smith 2013).

Some scientists argue that non-economic loss and damage, “although intangible and hard to measure – may actually be the most significant and have the most far-reaching consequences. Such losses affect adaptive capacity as well as potential for recovery” (Loss and Damage in Vulnerable Countries Initiative 2013). And failing to measure these non-economic losses means that they could elude policy attention (Morrissey and Oliver-Smith 2013).

In the UNFCCC process, Parties identified the issue of non-economic losses as an area where more understanding is needed. As a first step, the UNFCCC Secretariat was tasked with developing a technical paper on non-economic losses.

Why should we include a gender perspective when considering non-economic losses?

There are several important reasons. Women’s contributions to their families, communities and societies often take place outside formal cash economies. Often referred to in context of the ‘care economy’, this type of work, called ‘Care Work’ includes caring for people, nature or future generations (Genanet 2013). Surveys reveal that women spend more time on Care Work than men. According to the latest World Bank Report on gender equality, women spend “one to three hours more on housework, two to ten times the time on care (of children, elderly, and the sick), and one to four hours less for market activities” (World Bank 2012).

Care Work is vital to the functioning of society and the economy, yet it is generally unrecognised and undervalued (Genanet 2013). Unpaid Care Work is difficult to measure as it does not involve money and even if it is paid, it tends to be “a poor reflection of its value to society” (Genanet 2013). Assessing losses based on monetary or financial quantification therefore does not take into account the value of women’s contribution to societies and distorts the full loss to the individual.

While much analytical work remains to be done on assessing non-economic losses of climate change, it already seems clear that non-monetary loss and damage often affects women in developing countries more directly than men¹.

The most obvious example is loss of life, which has been established and is collected as a non-monetary loss indicator. Studies show that women are more likely than men to die during a disaster. For example, in Sri Lanka, it was easier for men to survive during a tsunami because knowing how to swim and climb trees is mainly taught to boys (IUCN, undated). And a 2007 study conducted by London School of Economic, with a sample of up to 141 countries over the period 1981 to 2002, shows that natural disasters and their subsequent impact, on average, kill more women than men or kill women at an earlier age than men related to women’s lower socio-economic status (Neumayer and Plümper 2007).

Health is another non-economic loss that can have greater impacts on women. After disaster, affected families are usually forced to reduce their food intake. In many societies, women consume the least amount of food due to intra-household dynamics (Neelormi and Ahmed 2012). Over long periods of time or after many disasters, this can lead to severe health problems.

Gender also plays a role in the non-economic losses related to migration. As climate change affects agriculture patterns, many men migrate away from their homes in search of better opportunities. Women are then forced to take on the men’s work, thus being burdened with the dual responsibility for both household work and breadwinning (International Union for the Conservation of Nature 2012). Women who migrate not only face the challenges of earning a living, but are also “more vulnerable to physical, sexual and verbal abuse when travelling and more likely to fall prey to human traffickers for the sex industry (International Organization for Migration 2002).

Clearly, it is not sufficient to assess loss and damage from a strict monetary or financial perspective. In order to be fair to both men and women, loss and damage

¹ In this context, UNFCCC (2013b) identifies the limits of cost-benefit analysis and instead suggests the application of multicriteria decision analysis (MCDA), as was done in the Zambia and Bangladesh national adaptation prioritization effort

needs to be assessed from a broader social perspective, that would give due weight to the contributions of both men and women, and reflect the true vulnerability of women in developing countries.

In the absence of descriptive guidance and standards of collecting non-economic loss data, the assessment of the loss extent, subsequent decision-making and prioritisation of action will carry a gender-relevant bias. Therefore, it is important to establish processes that address loss and damage in a value oriented, participative and inclusive fashion.

4.3. Action by Parties

The Doha loss and damage decision identifies first steps that countries should do to address loss and damage. Paragraph 6 calls for enhanced action in several areas including risk assessment, risk management, data collection, and improved access to data. Of particular importance, the decision appeals to Parties to involve “vulnerable communities and populations, civil society, the private sector and other relevant stakeholders, in the assessment of and response to loss and damage” (UNFCCC 2013a). As Parties begin to undertake this work, it is crucial that gender equality is factored into these activities from the start.

Gender-sensitive design, and in particular the use of gender-sensitive indicators, should be an integral part of Parties’ planning and development of measures to address loss and damage from the beginning rather than an ‘add-on’ concern. The use of indicators will

make it easier to work out how to include women’s knowledge, experience and perspectives in planning and implementation, and the monitoring and evaluation of such indicators will illustrate the efficacy of a gender-sensitive approach (UNISDR et al 2009). The following paragraphs provide two examples.

First, any risk assessment of loss and damage needs to incorporate information about the hazard as well as information about the vulnerability and exposure. The negative impact of risk, therefore, depends on the characteristics and intensity of the hazard, and the vulnerability and capacities of the people exposed to the hazard. Gender-based differences and inequalities have effects on the vulnerability and capacities of people exposed to hazards. Parties can thus agree to establish gender- and women-specific indicators in risk assessments.

Second, according to a draft decision from SB36, “gaps in the assessment of the risk of loss and damage for vulnerable communities and populations, including women and children, can be addressed by involving these communities and populations in risk assessment processes” (UNFCCC 2012e). Indicators can be put in place to measure progress on this action.

The table below (adapted from *Making disaster risk reduction gender-sensitive – policy and practical guidelines*, UNISDR et al 2009) itemises possible indicators for both of these examples as well for the other areas of enhanced action called for in paragraph 6.

Action by Parties	Gender consideration	Examples of possible indicator sets
Risk assessment of loss and damage (including slow-onset)	<p>Gender- and women-specific indicators are included in risk and vulnerability indicators.</p> <p>National and local risk assessments based on hazard data and vulnerability information include sex- and gender-disaggregated data and analysis.</p> <p>Women’s involvement and participation is ensured in four processes: identifying threats, determining vulnerabilities, identifying capacities, and determining acceptable levels of risk.</p>	<p>Perception of risks from women living in hazard-prone areas included in the risk assessments/mapping.</p> <p>Assessments include existing vulnerabilities and capacities specific to both women and men, and evaluate the risk faced by both groups, considering different social and economic roles and responsibilities.</p> <p>Women representatives from disaster-affected communities are consulted and contribute to hazard mapping and vulnerability assessment standards.</p>

Action by Parties	Gender consideration	Examples of possible indicator sets
Risk management strategies (including risk reduction, risk transfer, risk sharing)	<p>Identify gender-specific support mechanisms required for women to get involved in risk management programmes and actions (eg, mobility and childcare issues).</p> <p>Preparedness plans and response capacities include gender-specific issues and measures to address them.</p>	<p>Gender-differentiated results of risk assessment integrated into local risk management plans and warning messages.</p> <p>Number of gender-sensitive emergency preparedness and response plans.</p> <p>Recommendations of gender analysis is incorporated into the preparedness and response plans with clear outcomes and indicators.</p>
Systematic data collection and observation	<p>Databases and records systems for sex-disaggregated data are maintained at national and appropriate sub-national levels to a common and compatible standard.</p>	<p>Numbers and percentages of databases with sex-disaggregated data.</p> <p>Number of deaths, injuries and displacements caused by disasters, disaggregated by sex, age and hazard are included in the databases.</p> <p>Number of studies with gender-differentiated data and analysis undertaken in past five years.</p> <p>Number of organisations with gender expertise involved in the development of national standards for the systematic collection, sharing, and assessment of hazard and vulnerability data development.</p>
Involving vulnerable communities and populations, civil society, private sector in the assessment of and response to L&D	<p>Mechanisms are developed to ensure the participation and active engagement of girls and women from all stakeholder groups.</p> <p>Both men and women are trained in gender-sensitive response and recovery.</p> <p>Capacity development policies/programmes include specific measures to include girls and women as trainees and trainers.</p>	<p>Specific mechanisms are adapted to address sociocultural specificities and constraints to ensure women’s participation.</p> <p>Numbers of local and grassroots women’s organisations participating in assessment and response to L&D.</p> <p>Numbers and proportions of women and men in decision-making and leadership positions.</p> <p>Percentage of women from high-risk areas who attend training groups.</p>

Action by Parties	Gender consideration	Examples of possible indicator sets
Enhancing access to data at all levels to facilitate the assessment and management of climate-related risk.	<p>Warning systems include specific measures to reach women, ensuring that gendered cultural constraints on mobility and information access are addressed.</p> <p>Appropriate systems and mechanisms are used to reach women.</p>	<p>Warning messages target women and men, with attention to age, culture, literacy, information access and sociocultural context.</p> <p>Number and proportion of women to men involved in the dissemination of hazard information.</p> <p>Specific measures taken to ensure safety and security of women and girls in evacuation plans.</p> <p>Feedback from women in communities living in hazard-prone areas on the adequacy, quality and timeliness of warning information.</p>

Adapted from Making disaster risk reduction gender-sensitive – policy and practical guidelines, UNISDR et al 2009

4.4. Institutional arrangements

Most of the political focus in the run-up to and during upcoming international climate change negotiations will be the question of how to institutionalise loss and damage under the UNFCCC. Parties have agreed to establish institutional arrangements for loss and damage at the upcoming COP19. While it is still too early to say in which form, where and how loss and damage will receive an institutional home and how Parties will deal with sticky issues such as the link to finance institutions, the gender decision mandates the governance of those arrangements to aim towards gender balance and gender-sensitive actions.

Beyond participation in the governance structure, a gender-sensitive approach to loss and damage should be integral to the guidelines and supporting mechanisms emanating from the L&D arrangements. Responses to loss and damage need to be gender-responsive, which means responses need to consider men's and women's different roles and the inequalities between them. Efficacy in L&D responses will ultimately be measured by whether, and to what extent, the lives and livelihoods of men and women, boys and girls, are resilient to climate change – both now and in the future. The table below summarises gender considerations for the institutional arrangements.

Element	Gender consideration
Objectives and guiding principles	Gender sensitive approach included in operational guidelines
Participation of Secretariat	Ensured participation of all relevant stakeholders, including women and vulnerable groups Gender training for both men and women Gender-sensitive consultations with men and women
Participation of Secretariat	Mandatory gender training for all Secretariat staff
Distribution of funds	Gender-sensitive criteria for fund allocation Earmarked funds for women and vulnerable groups

5. Conclusion

Loss and damage and gender equality are new agendas for the UNFCCC. They need particular attention because of the limited understanding about them and also because *not* doing so risks serious negative impacts on communities and their capacity to adapt to climate change.

Gender equality matters particularly in the challenges of responding to climate change impacts because gender-specific differences in vulnerability, ability to respond, and non-monetary loss and damage are all very often linked to women's activities and livelihoods. Fortunately, the UNFCCC can learn from other multilateral processes, in particular disaster risk reduction and sustainable development targets, which already work in gender-sensitive ways. Considering the strong overlap of those two issues with loss and damage, the UNFCCC does not have to reinvent the wheel, but should rather incorporate and strengthen existing strategies and guidelines such as those already incorporated into these other multilateral processes.

Gender considerations can and must be taken into account when addressing capacity needs, when assessing non-economic losses, and when planning and developing measures to address loss and damage, based on measurable indicators. Women are not only rendered vulnerable but are also powerful agents of change, as they play a critical role in enhancing the capacity of communities and societies to respond to climate change.

Therefore, gender-sensitive approaches to loss and damage will generate significant co-benefits and lead to more sustainable development and more effective solutions to climate change.

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The Loss and Damage in Vulnerable Countries Initiative

Accepting the reality of unmitigated climate change, the UNFCCC negotiations have raised the profile of the issue of loss & damage to adverse climate impacts. At COP-16, Parties created a Work Programme on Loss and Damage under the Subsidiary Body on Implementation (SBI). The goal of this work programme is to increase awareness among delegates, assess the exposure of countries to loss and damage, explore a range of activities that may be appropriate to address loss and damage in vulnerable countries, and identify ways that the UNFCCC process might play in helping countries avoid and reduce loss and damage associated with climate change. COP-18, in December 2012, will mark the next milestone in furthering the international response to this issue.

The “Loss and Damage in Vulnerable Countries Initiative” supports the Government of Bangladesh and the Least Developed Countries to call for action of the international community.

The Initiative is supplied by a consortium of organisations including:

Germanwatch

Munich Climate Insurance Initiative

United Nations University – Institute for Human and Environment Security

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