

Gender inclusion and the CCCF mechanism: Increasing the voice and the benefits for women



Training on Climate Change in Kitui / Photo by Lydia Muthya

Policy Pointers

- Climate change policy and finance mechanisms must appreciate the diversity of gender and social dynamics across communities and ensure that climate change adaptation investments are inclusive of women and youth.
- Women and youth acquire a greater voice and become increasingly visible and recognised as community leaders when they are given a chance to participate in local level structures.
- Women are the major beneficiaries of the CCCF investments. They prioritised investments in the provision of domestic water, reducing the time spent accessing water and leaving extra time to spend on other activities that spur economic growth.
- The CCCF mechanism is designed to strengthen the inclusion of women and youth in climate change adaptation through inclusive local planning and governance, capacity building of women, and through conditional funding based on demonstrated inclusivity.
- Women are one of the most vulnerable groups to the impacts of climate change in the ASALs.

Executive Summary

The Constitution of Kenya 2010 provides that women and youth are included in decision making at all levels in society. However, the gender norms and practices of communities continue to propagate discrimination and exclusion at the local level, where climate change adaptation usually occurs. The County Climate Change Fund (CCCF) mechanism piloted by the Adaptation Consortium aims at supporting county governments to create robust climate finance mechanisms and enhance climate resilience at local level using inclusive planning and governance structures. Benefits of including women and youth in climate change interventions include; women and youth empowerment, the prioritisation of investments that provide important benefits to women as well as men, and a willingness by communities to provide more space for women and youth participation.

A key finding is that inclusivity is valued by beneficiaries and is key to the successful delivery of CCCF investments. This policy brief recommends practical steps to ensure inclusion of marginalised groups in mainstreaming climate change finance initiatives especially amongst communities that have existing structures that are not inclusive.

Context

Although the legislative environment in Kenya has successfully ensured the inclusion of vulnerable and marginalised groups, some communities still have wide spread discriminatory norms and gender-blind traditional governance structures at the local level, that exclude women and youth in decision making. Traditional governance structures in pastoralist communities tend to exclude critical groups, such as women and youth. This policy brief shows how successful climate adaptation and resilience building only occurs when there is affirmative action to bring these excluded groups to the decision-making table.

The Constitution of Kenya (2010) guarantees equality, non-discrimination and protection of rights for particular groups such as women and youth, who are vulnerable to discrimination and exclusion from decision making, and involvement in socio-economic development. This commitment comes from a number of legislative, policy and institutional frameworks that Kenya has adopted to fast-track gender equality, equity and freedom from discrimination. The Sustainable Development Goal number five (SDG-5) recognises gender equality as a basic human right. The Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) supports the national acknowledgment of gender equality and effective participation of women. Kenya is a recipient of International Climate Finance and has adopted a number of these conventions in responding to climate change and in implementing climate mitigation and adaptation actions as stipulated in the Cancun Agreements of the UNFCCC. The agreement requires parties to follow a country-driven, gender-responsive, participatory and fully transparent approach, that takes into consideration vulnerable groups and communities, and is guided by appropriate traditional knowledge, when integrating adaptation into relevant socioeconomic and environmental policies and actions.

The foregoing intention in these legislative and policy frameworks is that active participation of all stakeholders in transparent decision-making and governance processes is very effective and improves project impact. Yet, translating these principles of inclusion into behaviour change across Kenyan, and especially among communities in Arid and Semi Arid Lands (ASALs) is challenging. Climate adaptation is critical in the ASAL communities where unwritten informal rules and gender norms are deeply entrenched into community cultures and traditions. Pastoralist communities, for example, have customary resource management institutions that are effective at regulating access to water and pasture resources, which support the dynamics of pastoral systems. These institutions rely on a wealth of traditional knowledge of the range lands. However, the composition of these institutions is such that they exclude women and youth from decision-making and the majority of socio-economic benefits. For example, Borana pastoral community in-

stitutions have regulations that prohibit young men and women from becoming members of the traditional resource management institution (*Dedha*), while Samburu institutions have regulations that prohibit young men (*Morans*) from participating alongside other members of the community in any social and political events.

For any climate adaptation approach to “leave no one behind”, the pledge of the 2030 Sustainable Development Agenda, implementing agencies must appreciate the diversity of gender and social dynamics across communities, and customize their approach to interventions. It is key to ensure that investments by these communities in climate adaptation are not rendered ineffective due to lack of inclusivity in their design, planning and implementation.

How the CCCF mechanism ensures inclusion and climate resilience

Adaptation Consortium piloted the County Climate Change Fund (CCCF) mechanism across five counties of Kitui, Isiolo, Makueni, Wajir and Garissa that seeks to mainstream climate change into county development planning and budgeting.

The CCCF mechanism is designed not just to ensure strong community involvement, but also the equitable representation and active participation of women and youth at all project levels including in project identification, prioritisation, design, implementation, monitoring and ensuring project sustainability. The mechanism appreciates that women are not a homogenous group, and that norms and traditions as practiced by different communities place them at different levels of vulnerability when it comes to the risk of discrimination and exclusion. This calls for a localized approach to ensure inclusion.

The following are specific CCCF design features and implementation requirements that strengthen inclusion:-

Representation on Ward Climate Change Planning Committees (WCCPC)

The Ward Climate Change Planning Committees (WCCPCs) are critical local level CCCF planning structures mandated to lead on community consultation and finalization of investments ideas that members of the community feel will build their resilience to the changing climate. At WCCPC level, inclusion of all stakeholder groups is strongly encouraged and the regulations governing composition of the WCCPC demand a minimum number of women and youth, in addition to an emphasis on representatives having strong integrity and public standing. Election of WCCPC members is preceded by a sensitization campaign to educate the community on why it is important to have men, women and youth on WCCPCs. In operation, WCCPCs are proving to be working bodies that thrive on the diversity of their members. Indeed, many women are being elected to the committees, includ-

ing to executive positions such as treasurer, where they are entrusted with managing committee finances. The decision to exclude any educational requirement for WCCPC members has greatly benefitted pastoralist women, since their literacy levels are typically weak.

Training and Capacity enhancement of WCCPC members

The CCCF mechanism is accompanied by a training programme that seeks to enhance the capacity of WCCPC members to execute their mandate. The training includes; internal governance, financial management, proposal development, documentation, transparency and accountability, and practical skills such as public engagement. These trainings are very important to female WCCPC members who most of the time lack confidence and skills to engage the public. Women WCCPC members are now leading community consultations meetings alongside men to prioritise the investments to be financed by the CCCF. This has helped to capture and enhance women's voices in pastoralist communities, where traditionally they were not encouraged to speak alongside men in public gatherings.

Funding criteria and requirement of CCCF

The CCCF mechanism includes criteria to ensure inclusion in the prioritisation of investments for funding. Proposals are only funded if they meet the thresholds of inclusivity with clear demonstration that the views of every group in the community are reflected in finalized priority investment lists. At the proposal evaluation meeting by County technical committees, WCCPC are required to back their choice of investment by providing documentations that shows evidence of involvement of all stakeholders especially women and youth who often are overlooked in such decisions. Where views of marginalised group like women do not come out strongly in the mainstream community consultation meetings, there is a requirement that women-only meetings be held as a follow up intervention. The opinions of such groups are safeguarded by ensuring that the WCCPC have youth and women representatives in the County technical committee, which evaluates the proposals for funding.

Success of the CCCF mechanism

The Adaptation Consortium carried out a 'learning exercise'¹ in three of the five pilot counties on the effectiveness of the CCCF mechanism in delivering investments that build resilience to climate change among the poor and vulnerable communities. One critical area of the learning exercise was to establish the effectiveness of the mechanism in ensuring inclusivity. Some of the key lessons learned on inclusivity are;

¹The Ada Consortium initiated a Learning exercise in 2018 to establish the effectiveness of the CCCF mechanism in delivering climate finance. We find direct benefits far exceeding investment costs by development partners, positive views of the process of developing and implementing the CCCF mechanism, and highlight some challenges over the post-implementation monitoring, and communication with beneficiaries."

Women are the major beneficiaries of investments made under the CCCF

Women are the major direct beneficiaries of CCCF investments. Most of CCCF investments established in the five counties secured improved access to water for domestic use. Since it is women who are responsible for ensuring there is adequate water for domestic needs, women were the major beneficiaries of the eighty two (82) CCCF investments in the five (5) pilot counties.

Box 1: The (CCCF investments have) addressed our core problems of water. We are the prime beneficiaries of the project. Our school going children were struggling because they had to fetch water before going to school and that was really affecting us' Women Only FGD-Oldonyiro

The increased number of water investments/boreholes/dams reduced the time it took for women to travel to fetch water. For example, Kwa Atumia dam, which had approximately 200 household beneficiaries, reported that unlike before when they used to walk for an average of 2 hours to get water for domestic use, now it only takes an average of 30 minutes to walk to the water point. Women reported how this extra time could now be used elsewhere – such as on other domestic chores, livelihood activities or in setting up small business. For example, in Isiolo and Wajir Counties, women have set up make shift food kiosks at water points where they sell refreshments and meals to herders who not only come to water their herd but also take the time to do petty livestock trading. Similarly, in Makueni, women are using water drawn from the sand dams to water kitchen gardens where they have grown vegetables for home use and sale. Girls now have more time to spend on their school work (See box 1). Women also reported how this extra time spent at home helps to reduce conflict with their husbands (See box 2)

Box 2: The case of Sophia- Inclusion decreases domestic violence

Sophia (pseudonym) pointed us to a group of men seated about 100M away under a tree. "You see those men; they will sit under that tree from morning to evening doing nothing. When they come home in the evening, they want to be served food. Before the project, many of these women (pointing at fellow women) were physically assaulted for failing to serve their husbands food on time. The woman leaves home in the morning to look for water, trekking long distance, because there was not even one sand dam around here. You arrive home to begin lighting fire so that you can quickly prepare evening meal. Before you even start, the man arrives from a day of chitchat with friends and begins to quarrel you for preparing meals late. The next thing the woman is beaten up" (others express agreement)

With the CCCF investments women now spend less time travelling to find water and have greater time at home for domestic chores such as preparing meals "We have peace at home" Sophia concluded to animated agreement from other women.

The benefits of the prioritized investment under CCCF mechanism transcends saving on walking time spent on accessing water, to more benefits associated with clean domestic water, for example, less illnesses and less money spent on medicine, healthier and more active community and eventually a robust micro economy spurred by small businesses around the water points.

The CCCF mechanism has transformed the community's attitude towards women

Women now sit with men in meetings and other platforms to engage in discussions on development. This has greatly changed the value men give to women's inputs. Men shared that some of the funded projects were proposed and even designed by women. Whereas men tended to focus on projects that provided water for livestock, women prioritized the need to provide water for domestic use as well. This can be illustrated by a case in Isiolo County, where one woman floated the idea to fence off the water pan to prevent people and livestock from directly accessing the pan. She further suggested that the water be pumped to a kiosk for domestic use and to troughs for livestock use (See box 3). This investment not only availed water for domestic and livestock use, but also provided cleaner water for a considerably longer period.

Box 3: "The idea to fence off Harr Bibi pan and install a piping and pump system that will channel water to the water kiosk and troughs for domestic and livestock use was made by Fatuma (pseudonym) during Kinna ward Community consultation meeting. This additional investment has been of great benefit to all because we now have water for domestic use and livestock throughout the dry period unlike in the past when water only lasted two months due to contamination because of uncontrolled access by livestock -Adan Boru, Chairman Kinna Dedha

As a result of enhanced value to women's contribution, for the first time, women now have their representative on the traditional governance institutions (Dedha), although their engagement in all the meetings and decisions is minimal. The Dedha representative said:

I am the only female representative on Kinna Dedha. After the experience of CCCF (mechanism), men begun appreciating the importance of involving women in decision making. However, as much as we appreciate the recognition and honour to have representative on Dedha, I am not invited to all their meetings like it happens with WCCPC meetings.

This statement points to the complexities of inclusion among communities with entrenched discriminatory gender and generational norms but also bears the promise of deconstructing such norms through affirmatively requiring that women and youth be included in decision making organs for climate change projects.

Engagement with the CCCF mechanism process has supported women and youth to become more visible and active as both citizens and community leaders

The CCCF mechanism provided women with platforms and public spaces to demonstrate their leadership ability to the rest of the community. The training that WCCPC members received has boosted their confidence and

skills to engage in public. Women who were elected to the WCCPCs have taken up other leadership responsibilities within their community, including positions such as, ward administrator, assistant chief, and teacher (refer to Box 4). Women attributed their new appointments to their improved capacity developed as members of the WCCPCs and the associated CCCF training. The CCCF mechanism has also promoted the youth by increasing their visibility. The youth representative of one WCCPC shared that the consultations and interactions she had with the community during the project had brought her greater recognition. *'As I walk around, people now ask me directly about our projects, now I have empowerment and people realize who I am.'* This supports the narrative that young people feel empowered by gaining recognition, and by being active and engaged members of their community.

Box 4: "Because of the training, I applied for a job and got employed as an ECDE teacher. The training added value to my CV and now I have a job" (Oldonyiro WCCPS women rep)

Conclusion

Though inclusion among communities with non-inclusive traditional governance structures is an uphill task, there are various overall benefits in ensuring that local capacities for devolved climate finance are inclusive to women and youth. The benefits far outweigh the discomfort associated with breaking traditional norms.

To ensure this inclusion in decisions making, it is necessary to:

- Develop the capacity of women to participate alongside men in public meetings, such as where climate investments are identified, prioritised and designed.
- Require that all climate change projects provide evidence of being inclusive as a necessary criteria and condition for funding.
- Remove barriers for women to join critical planning structures such as the WCCPCs, including lowering or removing the requirement for an academic qualification
- Allow communities to design strategies for inclusion that addresses challenges that exist at the local level.
- Ensure that implementing agencies appreciate the diversity of gender and social dynamics across communities, and customize their approach to interventions so that climate adaptation investments are inclusive in their design, planning and implementation.

Endnotes

1. Ali, A. E. E. S. (2017). The challenges facing poverty alleviation and financial inclusion in North-East Kenya Province (NEKP). *International Journal of Social Economics*, 44(12), 2208-2223.
2. Barry, M. (2006). *Youth offending in transition: The search for social recognition*. Routledge.
3. CIF 2010. *Strategic Environment, Social and Gender Assessment of the Climate Investment Funds*. CTF/TFC.6/Inf.3. Washington, DC: Climate Investment Funds (CIF).
4. Constitution of Kenya. (2010). Government Printer. Kenya: Nairobi.
5. Koehler, J. (2018). Exploring policy perceptions and responsibility of devolved decision-making for water service delivery in Kenya's 47 county governments. *Geoforum*, 92, 68-80. Paris Agreement (Dec. 13, 2015), in UNFCCC, Report of the Conference of the Parties on its Twenty-First Session [hereinafter COP Report and session number], Addendum, at 21, UN Doc. FCCC/CP/2015/10/Add.1 (Jan. 29, 2016) [hereinafter Paris Agreement].
6. Schalatek, L., & Böll, H. (2011). *Gender and climate finance*. *Climate Finance Fundamentals*, Brief, 10.
7. Tari, D., and Pattison J. 2014. *Evolving customary institutions in the drylands: An opportunity for devolved natural resource governance in Kenya?* IIED Issue Paper. London: International Institute for Environment and Development. <http://pubs.iied.org/pdfs/10076IIED.pdf>
8. UNFCCC, V. (2015). *Adoption of the Paris agreement*. United Nations Office at Geneva, Geneva Google Scholar. <https://unfccc.int/resource/docs/2015/cop21/eng/l09r01.pdf>
9. Women, U. N. (2015). *SDG 5: Achieve gender equality and empower all women and girls*. UN Women.

Key Words

Inclusion
Gender and generational norms
Local level planning
Climate Change
Devolved Climate Finance
Devolution

About this Policy Brief

This Policy Brief is part of a series aiming to inform policy-makers on the effectiveness of the CCCF mechanism and provide recommendations to policy-makers based on learning results on the effectiveness on the CCCF mechanism. The other policies briefs can be found on <http://www.adaconsortium.org/index.php/component/k2/itemlist/category/149-briefing-papers>.

About Ada Consortium

The Adaptation (Ada) Consortium has been supporting five county governments of Isiolo, Kitui, Makueni, Garissa and Wajir in Kenya to enhance and support climate resilient development. Since 2011 Ada has worked with policy makers and technical officers to pilot County Climate Change Fund (CCCF) Mechanism to mainstream climate change in planning and budgeting as well as prepare counties to access climate finance. Ada, a core component of the National Drought Management Authority (NDMA) comprise Christian Aid, International Institute of Environment and Development, and Kenya Meteorological Department together with county partners consisting of Anglican Development Service – Eastern (ADS-E), WomanKind Kenya, Merit Integrated Development – Programme (MID-P) and Arid Lands Development Focus (ALDEF). The consortium is financially supported by the UK Department for International Development (DfID) and the Swedish government.

Imprint

Author: Mumina Bonaya;
Coordinator CCCF
Adaptation Consortium
E - mbonaya@adaconsortium.org

Author: Peter Rugano;
Researcher, University of Embu
E - rugano@yahoo.com



Funded by



This research was funded by the Swedish Government and the UKaid from the UK Government, however the views expressed do not necessarily reflect their views.