



## **GENDER AND CLIMATE CHANGE:**

### **Considerations for Implementation of the Gender Action Plan (Decision 3/CP.23, Activities E.1 and A.2)**

*A submission from the International Union for Conservation of Nature (IUCN) to the UNFCCC*

In Decision 3/CP.23, the Conference of the Parties to the United Nations Framework Convention on Climate Change (UNFCCC) requested Parties to report on actions that can inform the implementation of the Convention's Gender Action Plan (GAP) including the design of a technical workshop during SB48. The International Union for Conservation of Nature (IUCN), which views gender equality and women's empowerment as essential for fully achieving effective conservation and sustainable development goals, is pleased to make this submission focusing on the need to identify and base policy-making decisions on gender statistics and sex-disaggregated data as a means to identify differentiated impacts on women and men, as well as respective capacities, transformational value/power and contributions toward effective, efficient, equitable adaptation and mitigation.

In order to effectively identify and develop actions needed to respond to the impacts and reality of climate change, it is necessary to capture and base decisions on differentiated impacts and lived realities of whole populations, which are not homogeneous. A challenge then exists to understand how negative impacts affect women and men (and interconnectivity with other social constructions such as age and ethnicity) differently, as well as identify which opportunities –from job creation, to awareness raising, or natural resource management– are available to women and men, as a means to increase their resilience, support mitigation actions, or have access to appropriate technologies that will support their livelihoods.

Disaggregated data is required at multiple levels, across sectors, ages, ethnicity, etc., to be able to understand and respond to gender gaps. Reliance on, collection and assessment of sex-disaggregated data is therefore a means for constructing scenarios and identifying options that are more complete and which provide solutions to different sectors of society.

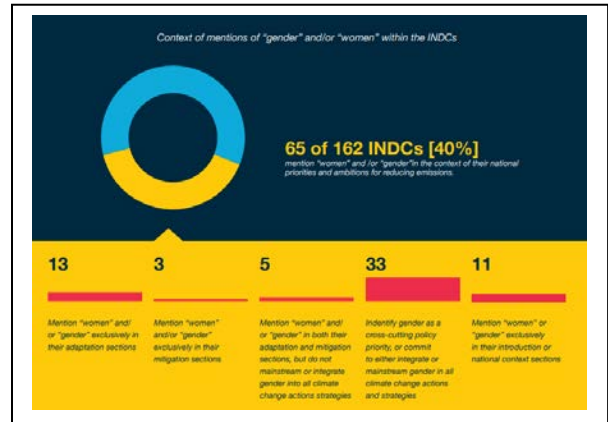
IUCN has long recognized the gender data gaps, especially across the environmental and sustainable sectors. In light of this, IUCN developed the Environment and Gender Information (EGI) platform, which was piloted in 2013 and included a first-ever dataset on the degree to which Parties were addressing gender considerations in their national communications to the UNFCCC.<sup>1</sup> Among the findings, of the 72 countries' reports examined, a majority of countries did include gender/women considerations in some way. Since then, the EGI methodology has been used to provide similar assessments on country submissions to different multilateral environmental agreements (MEAs), as well as national policies and actions, with key findings put forward as recommendations to policy makers interested in strengthening measures for implementing gender-responsive environmental policies and actions.

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<sup>1</sup> IUCN, EGI (2013). [EGI Pilot Report](#).

## 1. Gender considerations in the UNFCCC: Gender in NDCs

In its EGI report of April 2016,<sup>2</sup> IUCN examined 162 [intended] nationally determined contributions (NDCs), from 189 Parties, and determined that 65 (40%) explicitly mention “gender” or “women” in the context of their national priorities and ambitions for reducing emissions and increasing resilience. Overall it was found that most mentions—33 NDCs—identified gender as a cross-cutting policy priority or commit to either integrate or mainstream gender in all climate change actions and strategies. Additionally, five NDCs mention “women” or “gender” in both their mitigation and adaptation components. These references reflect an increased awareness on the impacts social roles, gender and ethnicity have in terms of generating differentiated realities and impacts for different social groups, as well as a desire by Parties to ensure gender considerations are taken into account when implementing climate change initiatives at national level.



The report also found that all NDCs addressing women or gender were from developing countries, posing an interesting question on the need to further recognize the gender and climate change linkages in developed countries to ensure their climate change policies and actions also address gender equality.

The NDC analysis triggered a request by countries to further understand the implications and processes required for ensuring the development of gender-responsive frameworks. At the moment of presenting this submission, at least two Parties, Peru and Dominican Republic, have engaged in these processes and developed national climate change gender action plans (ccGAPs). At subnational level, in the Sonora region of Mexico in 2017, the Coma’ac developed the first-ever ccGAP in a protected area governed by Indigenous Peoples. As of early 2018, ccGAP processes may also be implemented in Pakistan, Honduras, Ecuador, Costa Rica and Guatemala.

### Climate Change Gender Action Plans (ccGAPs)

IUCN has developed and facilitated the climate change gender action plan (ccGAP) methodology to support countries in their quest for identifying gender priorities within existing climate change policies and frameworks, and strengthening coherence, capacity and stakeholder networks to develop and implement climate change action in alignment with gender equality mandates. The ccGAPs are participatory, multi-stakeholder and multi-sectoral processes anchored in existing national climate change processes. Ministries and regional bodies have chosen to establish ccGAPs when there is limited understanding of gender inequalities in the climate change context and when they need to establish avenues to address these inequalities. To date, nearly two dozen ccGAPs (at national, subnational and regional levels) exist.

## 2. Gender in mitigation – building on data from the energy sector:

The 2016 EGI report also analyzed the manner in which gender considerations have been addressed in mitigation actions under the UNFCCC. The report showed that, although mitigation projects have historically been the least inclined to including gender considerations, the number of mitigation actions addressing gender considerations is increasing. In this sense, there is a stark change between Clean Development Mechanism (CDM) projects—where only 5 out of 3864 projects addressed gender—and the numbers of Nationally Appropriate Mitigation Actions (NAMAs) and Low Emission Development Strategies (LEDS) that address gender considerations: 7 out of 162 and 12 out of 86, respectively—a notably higher proportion.

<sup>2</sup> IUCN, EGI (2016). [Gender in Mitigation Actions](#).

In order to understand the manner in which Parties are addressing gender considerations in key sectors, particularly those related to the energy sector, two EGI reports were developed and published in 2017. These reports are meant to “take the temperature” of how countries are actually understanding and recognizing international gender and development mandates, such as the Sustainable Development Goals (SDGs), and translating them at the national level.

The Energizing Equality report (2017)<sup>3</sup> assessed 192 national energy frameworks from 137 countries, of which 61 (32%) addressed gender considerations in their text. The analysis showed that women are characterized as potential stakeholders or beneficiaries, but seldom as agents of change. Energy frameworks from developing countries tend to reflect more diverse opportunities to advance a gender-responsive approach, including addressing time poverty, energy poverty in rural and urban areas and women’s health and well-being. Meanwhile, developed countries that address gender in their energy frameworks –only 3 OECD countries – do this in the context of designing opportunities for women in energy technology, innovation or participation in the energy sector work force.

Interestingly, the assessment found that six countries –Brazil, Bolivia, Uruguay, Dominica, Costa Rica and the Maldives- acknowledge universal energy access as a nationally recognized human right. Of these countries, three –Bolivia, Brazil and Uruguay – specifically mention “social inclusion” in national energy activities, with Uruguay being a clear example of a country that bases the development of its energy access policies on the identification of sex-disaggregated data of vulnerable populations as a first step for designing their national energy interventions.<sup>4</sup>

As countries move towards the ambition of ensuring universal energy access, some have developed a series of country action documents under the Sustainable Energy for ALL (SEforALL) initiative. These country documents identify national priorities for combating energy poverty and inform funding allocation at national level. The Enabling Power of Energy and Promoting Gender Equality report (2017)<sup>5</sup> assessed 67 SEforALL country action documents to understand the manner in which these are developed taking gender considerations into account. The number of documents addressing gender or women in their text was higher than in any of the other assessments, with 56 documents (84%) including gender considerations in their text. As with the energy frameworks, SEforALL country documents tend to see women as beneficiaries or stakeholders.

The most prominent cross-cutting issues –or areas of interest where gender considerations are reflected— include time poverty, lack of electrification in rural areas and women’s health, safety and well-being. Interestingly, six documents identify opportunities for women to be involved in the energy sector careers and energy entrepreneurship. Additionally, 10 documents specifically address the nexus between energy access and women’s improved access to healthcare services.

The EGI reports also identified elements that are important to ensuring the implementation of gender responsive actions. One of these elements is the need to recognize the relevance of coordinating actions with key gender stakeholders, to ensure appropriateness of activities as well as identification of sex-disaggregated data. In this regard, fourteen energy frameworks and six SEforALL country action documents

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<sup>3</sup> IUCN, EGI, ENERGIA and USAID (2017). Energizing Equality: The importance of integrating gender equality principles in national energy policies and frameworks. At: <https://portals.iucn.org/union/sites/union/files/doc/iucn-egi-energizing-equality-web.pdf>

<sup>4</sup> A case study on Uruguay’s approach to gender equality in the energy sector has been included in the policy development section of this trainer guides on gender and energy: OLADE, ENERGIA and IUCN (2014). Guia sobre género y energía para capacitadoras(es) y gestoras(es) de política pública y proyectos. At: <http://genderandenvironment.org/resource/guia-sobre-genero-y-energia-para-capacitadoras-y-gestoras-de-politica-publica-y-proyectos/>

<sup>5</sup> IUCN, EGI and USAID (2017). The Enabling Power of Energy in Promoting Gender Equality: Gender in the SEforALL country action process document. At: [https://portals.iucn.org/union/sites/union/files/doc/iucn-egi-seforall-web\\_0.pdf](https://portals.iucn.org/union/sites/union/files/doc/iucn-egi-seforall-web_0.pdf)

identify women's ministries and organizations as implementing partners, tasked with specific activities.

The EGI reports show there are existing examples of how gender considerations are addressed at national levels in the energy sector, which is key to ensuring climate change mitigation and supporting country ambitions. The reports also show the need to rely on gender data and analysis, as well as establishing strategic collaboration with gender stakeholders at national level. These elements should not be lost to delegates when discussing mitigation actions both at national as well as international levels. Coherence both for ensuring universal energy access and reducing GHG emissions will make interventions in the energy sector more efficient. Moreover, recognizing the already existing mandates in energy policies will not only inform and make mitigation actions more efficient, but will also ensure compliance with international mandates, including SDG 5 on gender equality.

### **3. Actions in support of the Sustainable Development Goals:**

IUCN recognizes the importance not only of SDG5 – to achieve gender equality and women's and girls' empowerment – but the cross-cutting nature of gender considerations and the importance of gender-responsive action to accelerate progress toward meeting all SDGs, especially those related to environmental issues and natural resource governance. In 2018, IUCN is collaborating with UN Environment to identify data and information gaps, explore national case studies, and provide specific recommendations to enhance countries' strategies and capacities for gathering gender-environment statistics. The governments of Kenya, Mexico and Laos will engage in this pilot process, helping to inform best-case examples and suggestions for next-step action. The report will be made available to the UNFCCC Parties and Secretariat, including so that analysis and recommendations may inform NDC implementation and review, and other climate change related efforts.

#### **For additional information, please contact:**

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