



Gender and climate change under the Gender Action Plan (GAP)

Submission by the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women)

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Background

At the twenty-third session of the Conference of Parties to the United Nations Framework Convention on Climate Change (UNFCCC), COP 23, Parties adopted the Gender Action Plan (GAP) to support the implementation of gender-related decisions and mandates under the UNFCCC process (Decision 3/COP.23).

This submission is a contribution to Activity E.1 of the GAP, which calls for submissions from Parties and observers on the following themes, including sex-disaggregated data and gender analysis, where applicable: a) Information on the differentiated impacts of climate change on women and men, with special attention paid to local communities and indigenous peoples; b) Integration of gender considerations into adaptation, mitigation, capacity-building, Action for Climate Empowerment (ACE), technology and finance policies, plans and actions; and c) Policies and plans for and progress made in enhancing gender balance in national climate delegations.

The present submission compiles information, lessons learned, and challenges identified in programmes and initiatives undertaken by UN-Women and its partners in regards to the three themes listed above. As relevant, it covers the period since UN-Women's inception, i.e., 2011. Although the UNFCCC GAP was adopted in 2017 at COP 23, the GAP and the activities specified in it aim to accelerate the implementation of the existing more than 60 decisions with gender-related mandates adopted by Parties between 2007 and 2017.

Theme 1: Information on the differentiated impacts of climate change on women and men, with special attention paid to local communities and indigenous peoples

The growing recognition of the critical interlinkages between gender equality and the empowerment of women and women's enjoyment of their human rights, and all aspects of climate change as well as women's growing leadership in climate actions and responses provides a strong incentive for strengthening the knowledge base on the differentiated impacts of climate

change on women and men, and the positive contributions of women to climate change mitigation and adaptation efforts. This is especially the case as, currently, information, evidence and data predominantly capture experiences of communities or groups at a given time, or for a given project in an ad hoc manner, resulting in information that is hardly aggregated and data points that are not comparable. Comprehensive information on the gender-specific ways in which climate change affects rural communities and indigenous peoples is even more difficult to gather.

UN-Women underscores the key role of data disaggregated by sex, age and other factors and of gender statistics in identifying policy gaps, and of gender analysis and gender-specific indicators in mainstreaming a gender perspective into international, national and local climate actions. This emphasis is highlighted in the **Common chapter to the Strategic Plans of UNDP, UNICEF, UNFPA and UN-Women**¹ which identifies ‘ensuring greater availability and use of disaggregated data for sustainable development’ as one of the six key areas of collaboration.

1.1. Understanding differentiated impacts of climate change: Where we stand

UN-Women’s research and analysis aimed at strengthening the evidence base for gender-responsive policy making, implementation and monitoring of sustainable development and climate change points to the dearth of gender-specific data on climate change, mainly resulting from lack of appropriate data collection tools and methodologies, approaches and frameworks at national, regional and global level.

UN-Women’s report, ‘**Turning Promises into Action: Gender Equality in the 2030 Agenda for Sustainable Development**’², tracks progress in the Sustainable Development Goals (SDGs) from a gender perspective. It draws attention to available data as well as the existing information gaps on the gender dimensions of the SDGs, and makes recommendations on how to address these. An examination of climate-relevant SDGs - SDG 13 on climate action, SDG 14 on life below water and SDG 15 on life on land - reveals that statistics on the gender effects of climate change as well as management of natural resources on which women’s livelihoods heavily depend are largely missing. The report stresses that improved sex-disaggregated data on asset ownership and use of environmentally friendly technologies needs to be given high priority in monitoring efforts to better understand women’s needs and promote women’s agency in climate action. In addition, statistics on the frequency and intensity of natural extraction activities that women are involved

¹ UN-Women Strategic Plan 2018-2021, page 4. [\[Link\]](#) The acronyms stand for: United Nations Development Programme (UNDP), the United Nations Populations Fund (UNFPA) and the United Nations Children’s Fund (UNICEF)

² UN-Women (2018). Turning Promises into Action: Gender Equality in the 2030 Agenda for Sustainable Development. [\[Link\]](#)

in, such as firewood and fodder collection, is also necessary to get a better understanding of the impact of climate change on the everyday lives of women and girls.

The report draws attention to the disproportionate impact of climate-related events on women and children who are often more vulnerable during disasters than men. While observing that national disaster loss databases often do not register sex-disaggregated information, the report reiterates that sex-disaggregated data, including reliable data on casualties from natural disasters and climate events, is crucial in the effective monitoring of SDG 13 on climate action.

UN-Women's publication on **'Gender Equality and Big Data'**³ recognizes the potential for Big Data, when well-managed, in helping the international community fill the knowledge gaps on gender-related issues. It also confirms the general lack of gender-specific statistical data on a range of SDGs including the climate related goals, and attributes this to the "failure to prioritize gender equality in data collection and from lack of resources to collect and analyze data".

These observations are in line with the conclusions of the report, **'Full View, Second Edition: Ensuring a Comprehensive Approach to Achieve the Goal of Gender Balance in the UNFCCC Process'**⁴, a joint study by UN-Women and the Mary Robinson Foundation – Climate Justice. The report of 2016, drew attention to the differentiated and possibly disproportionate effect of climate-related events such as droughts, heat waves and rising sea-levels on women and girls, while noting that women, girls and vulnerable communities are more likely to bear the greater burden of such events. Furthermore, the report points out that such events exacerbate the existing social and cultural inequalities, thereby increasing the degree of vulnerability.

The **'Global Gender and Environment Outlook 2016'**⁵ by the UN Environment Programme highlights another important impediment to conducting an accurate gendered environmental assessment – the lack of sufficient longitudinal data. The report suggests that causal relationships between gender elements and differentiated impacts of environmental events might only manifest over longer periods of time. By investing in advanced data collection methodologies and structures, pathways can be created for a better understanding of gender-specific impacts of climate change and support informed decision-making in the area. The report notes the drawbacks inherent in addressing climate change as primarily a scientific problem requiring technological and scientific solutions, which undermines social and gender analysis. The report also emphasizes the need for going beyond sex-disaggregated data, to account for the multiple and intersecting inequalities and forms of discrimination that women face in the gender and environment nexus, resulting from the interaction between gender and inequalities based on class, race/ethnicity, location, and age, among others. The report considers climate change as a

³ UN-Women (2018). Gender Equality and Big Data. [\[Link\]](#)

⁴ UN-Women & Mary Robinson Foundation – Climate Justice (2016). The Full View, Second Edition: Ensuring a Comprehensive Approach to Achieve the Goal of Gender Balance in the UNFCCC Process. [\[Link\]](#)

⁵ UN Environment Programme (2016). Global Gender and Environment Outlook [\[Link\]](#)

cross-cutting issue that shapes the analysis of gender, multiplying threats and increasing uncertainty, in relation to all the thematic areas covered, including: food production and food security, domestic water and sanitation, energy, sustainable consumption and production, marine and coastal communities and ecosystems, forests, health, conflicts, disasters, and migration. The report emphasizes that gender equality, women's empowerment and women's rights and agency are essential for achieving the 2030 Agenda for Sustainable Development and the Paris Agreement. It further underscores that international and national normative and policy frameworks must be gender-responsive if climate change mitigation and adaptation and building resilience are to be successful.

UN-Women's study on the '**Gender Dimensions of Vulnerability to Climate Change in China**'⁶ finds that women and girls are in a disadvantaged position in terms of obtaining the natural, social, physical, financial and human capitals that are required to reduce their vulnerability to climate change. It noted that respondents to disasters are often unaware of these disadvantages. It also noted that in situations of women's greater reliance on agriculture and lower income compared to men, the negative impacts of climate change can exacerbate their vulnerability. As women in general hold less land, fewer loan qualifications, and less decision-making power and autonomy, they are less confident and have fewer opportunities to change their lives. The study concludes that the disadvantages women experience are, among other issues, related to traditional gender roles, education levels and the traditional marriage customs. Among the key recommendations of the study are suggestions to: integrate sex-disaggregated indicators and gender impact analysis into reporting requirements on the implementation of climate change and disaster risk reduction policies, and ensure that they are identified and addressed during policy implementation; and ensure that collected data disaggregated by sex, age and disability in disaster contexts is analyzed, disseminated widely, and used to inform, monitor and evaluate new policies and programmes.

UN-Women undertook a study in Bangladesh to understand the benefits of gender transformative or gender-sensitive projects over gender-neutral projects on climate change adaptation. The study, titled '**Understanding Cost-Effectiveness of Gender-Aware Climate Change Adaptation Intervention in Bangladesh**'⁷ revealed information gaps on the differentiated impact of climate change, but also revealed the availability of measurement mechanisms and approaches to evaluate the effect of various policy instruments in terms of addressing the specific challenges women face in the context of disasters and climate change and improving the climate resilience of women and girls.

⁶ UN-Women (2016). Gender Dimensions of Vulnerability to Climate Change in China' [\[Link\]](#)

⁷ UN-Women (2017). Understanding Cost-Effectiveness of Gender-Aware Climate Change Adaptation Intervention in Bangladesh. [\[Link\]](#)

1.2. Evidence for policy making: Tools, methodologies and approaches to data collection

UN-Women works to strengthen the collection of data disaggregated by sex and gender statistics, enhance methodologies for such collection where needed, and contributes to developing institutions, partnerships and platforms at regional and national levels to enable stakeholders to identify context-specific data needs and devise creative solutions to address them.

UN-Women's Flagship Programme Initiative '**Making Every Woman and Girl Count**'⁸, launched in 2016, follows this approach, as gender statistics – statistics that adequately reflect the lives of men and women across the society – are crucial for the gender-responsive implementation of the 2030 Agenda. As it aims at building a solid foundation of evidence, it is extremely pertinent to the climate agenda as well. The Programme aims to provide support at the international, regional and national levels to enhance the production, accessibility and use of gender statistics with a view to promote evidence-based policy-making. The 5-year programme is supported by the Governments of Australia, Ireland and the United States, as well as the Bill and Melinda Gates Foundation.

At the global level, the scope of the Programme includes the development of reliable and comparable measurement frameworks for the SDG indicators relevant to gender equality. At the regional level, the Programme aims to support regional partnerships for developing innovative tools and methodologies for systematically building reliable gender statistics. The Global Center of Excellence on Gender Statistics, jointly established by UN-Women and the Instituto Nacional de Estadística y Geografía (INEGI) of Mexico, is one of the first initiatives in this direction. At the country level, technical support is being provided to six pathfinder countries to improve the production of gender statistics in all areas of SDGs.

The joint publication by the Green Climate Fund (GCF) and UN-Women on '**Mainstreaming Gender in Green Climate Fund Projects**'⁹ provides specific recommendations for gender mainstreaming in the monitoring and evaluation frameworks of climate change projects. As gender-responsive guiding questions are necessary in organizing data collection and in the data collection tools, the report provides a number of recommendations on gender-sensitive monitoring of project level data, including to: 1) ensure that project indicators are gender-responsive and can track gender-related changes over time; 2) ensure that gender is a cross-cutting theme across project evaluations; 3) use gender-sensitive data collection techniques such as separate focus groups/interviews of men and women; 4) ensure that the evaluation team is gender-sensitive and gender-balanced.

UN-Women supported the development of one of the first toolkits at regional level specifically aimed at enhancing gender mainstreaming in climate change action. The '**Pacific Gender and**

⁸ UN-Women Flagship Programme Initiative: Making Every Woman and Girl Count. [\[Link\]](#)

⁹ Green Climate Fund & UN-Women (2017). Mainstreaming Gender in Green Climate Fund Projects. [\[Link\]](#)

Climate Change Toolkit' ¹⁰ delineates the differing roles, responsibilities and needs of women and men in a range of areas which would be affected by climate change in the Pacific, such as agriculture, water, energy, disaster risk reduction, and climate policies and strategies. To facilitate gender-sensitive action in these areas, one of the toolkit's modules provides gender analysis checklists for various stages of the climate risk mainstreaming process. The checklists, specifically designed for the preparatory, problem analysis, programme design, and monitoring and evaluation phases of programme or policy development and implementation, prompt practitioners to think about the type and nature of data that is required to make effective policy decisions in their specific project context and conceive methods in which to collect the required data.

1.3. Normative guidance in support of better sex-disaggregated data

Intergovernmental bodies have accelerated their calls for gender-responsive climate action and better sex-disaggregated data. The Commission on the Status of Women (CSW), the principal global intergovernmental body exclusively dedicated to the promotion of gender equality and the empowerment of women, has frequently highlighted the differentiated impact of climate change on women and men, and the need for better information to support effective policy development¹¹. The United Nations Statistical Commission regularly discusses gender statistics and oversees work in this area.

For example, at its **60th session (2016)**¹², the Commission focused on 'Women's empowerment and its link to sustainable development' as its priority theme. It agreed on a roadmap for the gender-responsive implementation of the 2030 Agenda for Sustainable Development, including attention to climate change. Among its recommendations are an emphasis on strengthening national statistical capacity to systematically design, collect and ensure access to high-quality, reliable and timely data disaggregated by sex, age and income and other characteristics relevant in national contexts. Action to develop and enhance standards and methodologies to improve the collection, analysis and dissemination of gender statistics to measure progress for women and girls with regard to sustainable development was also called for, including in areas such as poverty, income distribution within households, unpaid care work, women's access to and ownership of assets and productive resources, participation at all levels of decision-making, and violence against women.

¹⁰ Pacific Gender and Climate Change Toolkit [\[Link\]](#)

¹¹ Among the past 10 CSW sessions, the Agreed Conclusions of CSW 50, CSW 52, CSW 53, CSW 55, CSW 57, CSW 58, CSW 60, CSW 61 have specific references to climate change and its impact on women.

¹² 2016 Commission on the Status of Women (CSW 60) Agreed Conclusions. [\[Link\]](#)

This focus was reiterated and further expanded at its **62nd session (2018)**¹³ on the priority theme of 'Challenges and opportunities in achieving gender equality and the empowerment of rural women and girls'.¹⁴ The Commission was cognizant that women and girls in rural areas are often disproportionately affected by climate change and recommended particular attention to disaggregated data and gender statistics to support policies and actions to improve the situation of rural women and girls.

In addition to intergovernmental bodies, the Committee on the Elimination of Discrimination against Women, the human rights treaty body tasked with monitoring implementation of the Convention on the Elimination of All Forms of Discrimination against Women, recently issued its '**General Recommendation No. 37 on Gender-related Dimensions of Disaster Risk Reduction in the Context of Climate Change**'.¹⁵ It calls for assessment and data collection mechanisms and provides specific suggestions for action by States Parties, including: establish or identify existing national and local mechanisms to collect, analyze, manage and apply data disaggregated by sex, age, disability, ethnicity and region; develop gender-responsive indicators and baselines to track progress in areas such as women's participation in disaster risk reduction and climate change initiatives, and ensure coherence with other existing frameworks such as the UNFCCC, the 2030 Agenda and the Sendai Framework for Disaster Risk Reduction 2015-2030¹⁶; provide resources and technical support to national institutions for developing reliable data collection mechanisms and structures at national and local levels.

¹³ 2018 Commission on the Status of Women (CSW 62) [\[Link\]](#)

¹⁴ 2018 Commission on the Status of Women (CSW 62) Agreed Conclusions, Paragraph 46 (eee) [\[Link\]](#)

¹⁵ General Recommendation No. 37 on Gender-related Dimensions of Disaster Risk Reduction in the Context of Climate Change [\[Link\]](#)

¹⁶ Sendai Framework for Disaster Risk Reduction 2015-2030 [\[Link\]](#)

Theme 2: Integration of gender considerations into adaptation, mitigation, capacity-building, Action for Climate Empowerment (ACE), technology and finance policies, plans and actions.

UN-Women's triple mandate endows the Entity with a unique capacity to: (i) support the strengthening of global norms and standards to accelerate progress towards gender equality and women's empowerment and advocate for systematic integration of gender perspectives into sectoral norms and standards; (ii) promote more effective coordination, coherence and gender mainstreaming across the UN system in support of commitments for gender equality and women's empowerment; and (iii) support Member States, upon request, to translate global norms and standards into legislation, policies and development plans at the regional, national and local levels as part of its operational activities.¹⁷ UN-Women brings this triple mandate to bear also in its work on climate change.

The following sections highlight UN-Women's work, guided by its mandates above, in the integration of gender considerations into adaptation, mitigation, capacity-building, Action for Climate Empowerment (ACE), technology and finance policies, plans and actions. It focuses on UN-Women's contributions to: 1) intergovernmental discussions and outcomes of the UNFCCC process; and 2) implementation of gender-responsive climate-related programmes, providing key highlights from the period 2011 to 2017.

2.1. UN-Women's contributions to intergovernmental discussions and outcomes of the UNFCCC process

Since COP 17 (2011), an increasing number of decisions covering adaptation, mitigation, capacity-building, Action for Climate Empowerment, technology and finance reflect a gender perspective. The sustained and active engagement of gender equality advocates within Parties' delegations, from civil society and other actors including UN-Women, was instrumental in the integration of gender-specific references in the Paris Agreement and, subsequently, the adoption of the first UNFCCC Gender Action Plan. UN-Women's contributions to support the implementation of gender-related decisions including now in follow-up to the GAP are outlined below.

In the implementation of *Decision 23/CP.18* (2012)¹⁸, UN-Women prepared a report titled '**The Full View: Advancing the Goal of Gender Balance in Multilateral and Intergovernmental Processes**'¹⁹ and presented its findings in a side event in Bonn, in June 2013, as well as the mandated in-session workshop on gender balance at COP 19. UN-Women and the Mary Robinson

¹⁷ United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) Strategic Plan 2018-2021, UNW/2017/6/Rev.1 [\[Link\]](#)

¹⁸ Decision 23/CP.18 (2012) [\[Link\]](#)

¹⁹ UN-Women & Mary Robinson Foundation – Climate Justice (2013). The Full View: Advancing the Goal of Gender Balance in Multilateral and Intergovernmental Processes. [\[Link\]](#)

Foundation - ClimateJustice prepared an update of the report in 2016, which was published as **'Full View, Second Edition: Ensuring a comprehensive approach to achieve the goal of gender balance in the UNFCCC process'**²⁰. These studies informed UNFCCC secretariat's technical paper on achieving the goal of gender balance²¹.

In the development of the Lima Work Programme on Gender (LPWG) adopted at COP 20 (*Decision 18/CP.20 (2014)*)²², UN-Women worked with gender equality advocates from Parties to the UNFCCC and civil society organizations towards the adoption of an action-oriented and concrete mandate to advance gender equality in the context of UNFCCC. UN-Women subsequently contributed to the implementation of the LPWG through the preparation of submissions on **'Gender-Responsive Mitigation and Technology Development and Transfer'**²³ and **'Gender-Responsive Adaptation, Capacity-Building and Training of Delegates'**²⁴, and also participated as a panelist in the in-session workshops on these submissions. With the UNFCCC secretariat and United Nations Department of Economic and Social Affairs (UN DESA), UN-Women organized an **expert meeting on the 'Implementation of Gender-Responsive Climate Action in the Context of Sustainable Development'**²⁵ (Bonn, September 2015), which offered specific recommendations to mainstream gender in the implementation of the mandates of the Green Climate Fund, as well as in the development of technology needs assessments. Together with the UNFCCC secretariat, UN-Women organized a dialogue between the technical teams of the UNFCCC and implementing entities to discuss entry points to incorporate gender in the various workstreams/thematic work of the UNFCCC (September 2016).

As a contribution to the preparation of the Gender Action Plan (GAP) mandated by *Decision 21/CP.22 (2016)*, UN-Women discussed with partners the process and offered its technical and substantive support. UN-Women, at the request of some Parties, supported the organization of the first informal consultation on the future GAP, held in March 2017 in The Hague, Netherlands, and also presented the report from the consultation as a submission to the UNFCCC secretariat. That submission²⁶ became the basis for discussion at the mandated in-session workshop on the GAP at the forty-sixth session of the UNFCCC Subsidiary Body on Implementation (SBI 46) held in Bonn, Germany, in May 2017.

Subsequently, at the request of a group of Parties, UN-Women prepared an "elements paper" for the GAP and presented it at an informal meeting of Parties at the beginning of the twenty-third session of the Conference of the Parties (COP 23) held in Bonn, Germany, in November

²⁰ UN-Women & Mary Robinson Foundation – Climate Justice (2016). The Full View, Second Edition: Ensuring a Comprehensive Approach to Achieve the Goal of Gender Balance in the UNFCCC Process. [\[Link\]](#)

²¹ UNFCCC (2017). Achieving the Goal of Gender Balance. [\[Link\]](#)

²² Decision 18/CP. 20 (2014) [\[Link\]](#)

²³ UN-Women Submission on Gender-Responsive Mitigation and Technology Development and Transfer [\[Link\]](#)

²⁴ UN-Women Submission on Gender-Responsive Climate Policy with a focus on Adaptation and Capacity-Building, and Training for Delegates on Gender Issues [\[Link\]](#)

²⁵ Implementation of Gender-Responsive Climate Action in the context of Sustainable Development: Report of the Expert Group Meeting [\[Link\]](#)

²⁶ Views on Elements of a Gender Action Plan for the UNFCCC: Report of the informal consultations on the development of a gender action plan under the UNFCCC, 27-28 March 2017, The Hague, the Netherlands. [\[Link\]](#)

2017. The UN-Women elements paper was used as a basis for Parties' informal discussions on the UNFCCC GAP.

2.2. UN-Women's contributions towards implementation of gender-responsive climate-related programmes

UN-Women has undertaken a range of activities to encourage implementation of gender-responsive climate change programmes, and also implements targeted programmes, including at national level. These are elaborated below.

2.2.1. Promoting a co-benefits approach to gender equality and climate action

In 2017, UN-Women released a guidebook on '**Leveraging co-benefits between gender equality and climate action**'.²⁷ With the guidebook, UN-Women hopes that climate practitioners, gender equality advocates and other stakeholders will integrate gender equality considerations in climate policies and programmes to leverage co-benefits between gender equality and climate action.

The co-benefits approach advances the view that actions to realize the less than 1.5 degree Celsius goal (climate mitigation) bring multiple benefits, including for gender equality and women's empowerment; and in the same vein, efforts to achieve gender equality, women's human rights and their empowerment contribute to more effective climate response and action. The guidebook is divided into three parts: 1) an overview of co-benefits between gender equality and climate action; 2) an introduction to climate finance concepts, sources and instruments, and a discussion of their associated gender dimensions; and 3) a review of mainstreaming methodologies and tools to incorporate gender perspectives in climate change projects.

The guidebook highlights that climate projects that are not gender-focused or women-centered also benefit from gender analysis and the mainstreaming of gender equality considerations into their design and implementation. However, in order to ensure that women and men have equal access to the resources and services provided by the project, are able to equally participate in decision-making and management, and can equally benefit from the project, it is imperative that project implementation and monitoring and evaluation frameworks are developed and reviewed from a gender perspective. In other words, gender-responsive approaches to implementation, gender-sensitive data collection, and reporting on gender-specific outcomes through a results framework with gender-responsive indicators and sex-disaggregated targets should be intrinsic elements of the project cycle.

²⁷ UN-Women (2016). Leveraging Co-Benefits Between Gender Equality and Climate Action [\[Link\]](#)

The guidebook provides a number of recommendations²⁸ for encouraging gender-responsive approaches to project implementation, including, but not limited to, targeted training and skills development for women and men to be able to actively and fully participate in projects; and taking measures to ensure that project implementation does not add to women's and girls' disproportionate share of unpaid care and domestic work. The guidebook considers the potential synergies between gender equality and climate action in four key sectors: sustainable energy development; climate-smart agriculture; climate-compatible urban development and transport; and disaster risk management.

In the area of disaster risk reduction, for example, a four-point approach is outlined to leverage women's potential in adaptation and mitigation efforts while addressing their needs, which includes: 1) engagement of women in disaster risk assessments through increased capacity-building and improved access to sex-disaggregated disaster related data; 2) developing disaster risk management policies that specifically address differentiated risks for women and girls; 3) facilitating availability and accessibility of financial instruments tailored to gender-differentiated risks; and 4) enhancing participation of women and girls in the planning, design, implementation and monitoring of disaster risk management programmes.

2.2.2. UN-Women's Flagship Programme Initiatives

UN-Women's programmatic work on climate change is captured in three Flagship Programme Initiatives (FPIs). The FPIs were developed to ensure transformative results of UN-Women's interventions on the ground. The three FPIs covering climate change adaptation and mitigation are: 1) women's entrepreneurship for sustainable energy; 2) women's empowerment through climate-smart agriculture; and 3) addressing the gender inequality of risk in a changing climate.

'Women's Entrepreneurship for Sustainable Energy',²⁹ a joint initiative by UN-Women and the UN Environment Programme, has developed an integrated approach to empower women to be active promoters, producers, and users of sustainable energy technologies, including decentralized renewable energy solutions. The programme initially focuses on six pathfinder countries, namely Senegal, Morocco, Myanmar, India, Indonesia and Bolivia and aims to: promote gender-inclusive energy planning and policies by increasing women's participation in policy formulation, developing targeted policy measures and linking energy policy-making with other sectors, notably education and health; remove skills, information and social norms barriers for women sustainable energy entrepreneurs and ensure safe, bias-free working environments that attract, retain and promote women; improve access to finance for women entrepreneurs,

²⁸ UN-Women (2016). Leveraging Co-Benefits Between Gender Equality and Climate Action, Page 54 [\[Link\]](#)

²⁹ UN-Women Flagship Programme Initiative: Women's Entrepreneurship for Sustainable Energy [\[Link\]](#)

particularly by strengthening traditional and innovative financial services and products tailored to their needs; and promote women's productive use of sustainable energy, particularly in agricultural and other enterprises and reduce the time dedicated to unpaid care and domestic work.

The Flagship Programme on **Women's Empowerment through Climate-Smart Agriculture**³⁰ aims to improve climate-resilience of women farmers while addressing the structural barriers they face in the context of climate change. The programme is implemented through a portfolio of country projects, particularly in sub-Saharan Africa, in close partnership with national governments and with the support of UN-Women's partner organizations, including development banks, other UN agencies, and non-governmental organizations. The programme has five components: promoting gender-responsive climate-smart policies; increasing women's land tenure security; supporting women farmers' access to timely, user-friendly climate-smart information; increasing women farmers' access to finance to invest in climate-smart agriculture; facilitating women farmers' access to higher value-added markets through formation of cooperatives; and strengthening their capacity to participate in green value chains. In Mali, for example, project implementation has involved a wide range of grassroots, NGO, private sector, and government partners. The project has identified over 20 women's groups with several thousand members in three regions as participants; embarked on training of women farmers on entrepreneurial, organizational, managerial, commercial and partnership skills development, including climate-resilient sustainable agricultural techniques; supported women and their organizations in taking action on rights and access to land; and negotiated a preferential interest rate of 8 per cent for women farmers, charged by the national agricultural bank, compared to 12 per cent normally charged by commercial banks.

UN-Women, in partnership with the International Federation of Red Cross and the Red Crescent Societies (IFRC) and the United Nations Office for Disaster Risk Reduction (UNISDR) has launched the global programme on **'Addressing the Gender Inequality of Risk in a Changing Climate'**,³¹ aimed at reducing the loss of lives and livelihoods in disasters, and enhancing the resilience and recovery of communities facing natural hazards in a changing climate. The programme addresses the gender inequalities which cause women's and girls' greater loss and exposure to risks by strengthening assessments of gender dimensions of disaster risk; promoting gender-responsive national disaster risk management policies and governance; closing the financing gap for gender-responsive prevention, preparedness and recovery; and strengthening the capacity of women to prevent, prepare for and recover from disasters in a changing climate. The programme is implemented through a portfolio of country and regional projects with the support of a global policy component and is being piloted in 22 countries in sub-Saharan Africa, the Caribbean, and Asia and the Pacific.

³⁰ UN-Women Flagship Programme Initiative: Women's Empowerment through Climate-Smart Agriculture [\[Link\]](#)

³¹ UN-Women Flagship Programme Initiative: Addressing the Gender Inequality of Risk In a Changing Climate [\[Link\]](#)

2.2.3. UN-Women programmes implemented at the national level

At the national level, UN-Women works with its partners including national governments, other UN agencies and civil society organizations to implement a range of initiatives focusing on, among others, climate change.

National Resilience Programme for Bangladesh

Components: gender equality and climate change adaptation, capacity-building for disaster risk preparedness and response (education, training, finance, leadership skills), resilience-building, institutional capacity-building, gender-responsive budgeting.

With financial support from the UK Department for International Development (DFID) and the Swedish International Development Cooperation Agency (SIDA), UN-Women worked with UNDP and UNOPS to develop a joint National Resilience Programme for Bangladesh, for the 2018-2021 timeframe. One of the key areas of focus of the programme is to provide capacity-building as well as resource support to nearly 2700 women living in coastal areas most vulnerable to climate change in the pursuit of disaster-resilient livelihoods, such as climate-resilient agriculture, food processing, and non-traditional skills such as repairing of mobile phones or solar panels. Under the programme, women from five most disaster-prone coastal zone districts will receive capacity development on disaster preparedness knowledge and leadership skills. In addition, the programme focuses on capacity-development for local disaster preparedness agencies such as the Cyclone Preparedness Programme, Flood Preparedness Programme, and Disaster Management Committees. Monitoring efforts reveal that women have reported positive changes including ability to increase the scale of their livelihoods (10 per cent started a new income earning activity and reported that their income has increased), make economic decisions that they previously could not, accumulate assets and make some investments for the future of their families and their children. 220 women who were adversely affected by the deadliest landslide in the history of Bangladesh were trained on resilient livelihood, knowledge on disaster preparedness and gender equality, bringing positive changes in income.

Furthermore, the programme aims to provide capacity-building within the Ministry of Women and Children Affairs (MoWCA) to take the lead on advancing the overall mainstreaming of gender aspects in disaster risk reduction and climate change adaptation activities. MoWCA partners with the Ministry of Disaster Management and Relief (MoDMR), Ministry of Planning, Ministry of Local Government to jointly implement the programme. UN-Women, in addition, provided technical and financial assistance to MoWCA for partnering with MoDMR to present a joint paper on gender integration in disaster risk reduction at the 2017 Asian Ministerial Conference on Disaster Risk Reduction, which explored the synergies between gender equality and climate change adaptation in Bangladesh.

Strengthening women’s capacity in disaster risk reduction to cope with climate change in Vietnam³²

Components: training and awareness-raising, capacity-building on disaster preparedness and response; training on leadership skills of women in DRR; resilience; women’s economic empowerment; women’s participation in DRR policy-making and decision-making processes.

This joint project of the Vietnam Women’s Union and UN-Women was implemented in partnership with the Ministry of Agriculture and Rural Development. It has benefitted more than 5,000 people, including men, women, older people and children, training and informing them about disaster preparedness and response. The project also promoted the leadership of women in disaster management and risk reduction, successfully influencing government policy that gave the Women’s Union membership in decision-making boards of the Committee for Natural Disaster Prevention and Control. Capacity-building on gender equality and disaster risk management has had a multiplier effect and the trained women are supporting disaster response in their communities through first aid, helping children and older people. The final evaluation report of the project highlighted the livelihoods component as one of the most popular among the beneficiaries, which was reported to have contributed to increasing household income, improving the status of women within their families and communities, and generating increased support from the community and local government.

Rural Women Light Up Africa

Components: training and capacity-building on solar technologies (mitigation); training on leadership skills of women; women’s economic empowerment.

The goal of UN-Women’s Rural Women Light Up Africa project in Tanzania, was to empower women and train them to install and maintain solar energy panels so that they can be part of the solution to the critical need for reliable energy in African villages. Trained for six months at the Barefoot College in India, the six Tanzanian women recipients of the project returned to their villages with the responsibility of installing solar technologies that provide electricity to households. They also provide repair and maintenance services. The beneficiaries included 460 households and schools, where students can now learn and read after dark, and women and men can pursue productive activities with the help of solar-powered electricity.

Conceived as an effort that mitigates climate change, ‘Rural Women Light Up Africa’ also had spill-over benefits to the women-trainees. With their new knowledge and the recognition of their contribution to their society came an improved sense of self-worth and empowerment as these women now receive monthly stipends. The solar engineers and other women members of the village solar energy committees have also become more active participants in village meetings.

³² Le Groupe-conseil baastel Itée (2017). Strengthening women’s capacity in disaster risk management reduction to cope with climate change in Viet Nam (2013 – 2016) [\[Link\]](#) The report was submitted in response to the request made by UN-Women.

They have become role models for their peers, their daughters and young village girls and have demonstrated that women, when afforded the opportunity to build their capacities, can play active roles in community responses to climate change.

African Women in Technology (AWIT) initiative

Components: provision of access to farming technology (climate change mitigation and adaptation), training and capacity-building on the use of these technologies; women's economic empowerment.

The African Women in Technology initiative, a UN-Women programme in the Eastern and Southern Africa region, is an example of how a climate mitigation programme, by targeting women beneficiaries, realized gains not only for the women themselves but for their families and communities. By ensuring rural women's access to productive resources (farming technology), the women beneficiaries experienced greater agricultural yield, earned more income and gained food security. Using farming technology means less manual labour for the concerned women and more time for leisure or to undertake other productive activities. This initiative is an example of an intervention built around empowering women as they contribute to climate mitigation and adaptation and represents a new and innovative approach for gender-responsive development.

Pacific Multi-Country Office's Climate Change and Disaster Risk Reduction programme

Components: capacity-building and support to implement gender-responsive climate change mitigation and adaptation projects; awareness-raising on climate finance.

UN-Women's Pacific Multi-Country Office's Climate Change and Disaster Risk Reduction programme, which covers 14 Pacific Island Countries (PICs), aims to ensure that Pacific women become full and equal partners in, and leaders and beneficiaries of disaster risk reduction and climate change adaptation efforts and overall sustainable development. Towards this end, UN-Women works with governments, regional development partners and NGOs to ensure that the needs and priorities of women are considered in all stages of climate policy development and project or programme implementation. The programme currently focuses on capacity-building and the provision of support to partners and stakeholders to implement gender-responsive climate change mitigation and adaptation projects.

UN-Women has been a key partner in mainstreaming gender perspectives into the Pacific Climate and Disaster Resilience Strategy, a first regional strategy that provides an integrated approach to address climate and disaster risks. At the national level, the programme has engaged climate change stakeholders and national governments to raise awareness and acquire better understanding of how climate finance can contribute to accelerated realization of gender equality.

2.2.4. Capacity-building on gender mainstreaming

In an effort to underpin its capacity-building work on gender mainstreaming in the area of climate change, UN-Women has developed a number of knowledge products, in collaboration with partners. These focus on approaches and provide tools and methodologies for integrating a gender perspective in the area of climate change.

‘Mainstreaming Gender in Green Climate Fund Projects’,³³ prepared by UN-Women for the Green Climate Fund, supports the integration of gender equality considerations in climate change interventions and climate finance. The manual emphasizes that gender analysis is necessary to understand the social, economic and political factors underlying climate change-exacerbated gender inequalities, and the potential contributions of women and men to mitigating and adapting to climate change, and building climate resilience. This entails adopting methods and tools to promote gender equality and reduce gender disparities in climate funding by mainstreaming gender perspectives in the project cycle, which the manual details. Further, it means measuring the outcomes and impacts of project activities on women’s and men’s resilience to climate change through gender-responsive monitoring and evaluation. The manual’s main contribution is demonstrating how gender mainstreaming should shape the entire project cycle, from project identification to monitoring and evaluation.

The country-driven Technology Needs Assessment (TNA) process is the central mechanism in realizing the UNFCCC’s objectives in ensuring the development and transfer of technologies for adaptation and mitigation. As such, it is crucial that TNAs not only acknowledge gender-differentiated realities but also adequately incorporate and address gender considerations. In order to support related efforts, UN-Women partnered with UN DESA and UNFCCC to gather knowledge on **‘Implementation of gender-responsive climate action in the context of sustainable development,’** through an expert group meeting (EGM), held in October 2015 in Bonn, Germany. The EGM³⁴ identified a number of avenues, and provided recommendations, for mainstreaming gender considerations into climate action, particularly in the area of technology development and climate financing. The following are key steps to be taken: integrating gender-sensitive assessments in the development, transfer and deployment of technologies for climate change adaptation and mitigation; raising awareness and capacity-building among women’s interest groups on the opportunities for climate financing or funding; increasing accessibility of climate finance mechanisms for groups addressing gender issues; establishing participatory third-party assessments of policies, technologies and financial programmes with particular focus given to gender equality; and facilitating the coordination between gender equality advocates and the National Designated Entities (NDEs) of the Technology Mechanism and the National Designated

³³ UN-Women & Green Climate Fund (2017). Mainstreaming Gender in Green Climate Fund Projects. [\[Link\]](#)

³⁴ Expert Group Meeting (2015). Implementation of gender-responsive climate action in the context of sustainable development [\[Link\]](#)

Authorities (NDA) of the Financial Mechanism so as to match gender sensitive climate technologies with gender-responsive climate financing.

Theme 3: Policies and plans for, and progress made in, enhancing gender balance in national climate delegations

UN-Women contributes to enhancing gender balance in national climate delegations primarily through its research and analytical work and capacity-building work. The two most recent UN-Women publications on realizing the goal of gender balance in national delegations to international meetings and conferences, including the UNFCCC, are:

1. **'Shaping the International Agenda: Raising Women's Voices in Intergovernmental Forums'**³⁵ which captures the responses of UN entities to a questionnaire on women's participation in national delegations to meetings of the governing bodies of UN entities and other related organizations; and
2. **'The Full View: Ensuring a Comprehensive Approach to Achieve the Goal of Gender Balance in the UNFCCC Process'**³⁶ which reviews the progress in participation of women delegates in the UNFCCC process.

The two publications outlined a number of recommendations for action by UN entities and by governments. Actions that UN entities can take in supporting governments towards realizing the goal of gender balance include: i) continuous tracking and reporting of sex-disaggregated data with respect to delegates attending conferences and meetings, and those serving in leadership roles such as Chairs, Co-chairs and Facilitators; ii) providing information to Member States, or Parties in the case of the UNFCCC, on a regular basis and especially when they are constituting bodies or appointing Chairs and Facilitators, on measures and existing policies and practices to promote gender balance; iii) creating and maintaining a readily accessible and centralized roster of female experts and speakers to ensure gender balance in panels and meetings; iv) conducting regular training and capacity-building for delegates on the integration of a gender perspective in their respective intergovernmental processes and for women delegates on leadership and negotiation skills; v) allocating financial support to allow women delegates to participate in intergovernmental meetings; and vi) organizing networking and mentoring activities for women delegates.

For governments, the two publications recommended the following as among the most effective measures to improve women's participation and leadership in international fora: i) institute temporary special measures such as a 30 percent quota for women delegates in national

³⁵ UN-Women & International Gender Champions (2017). Shaping the international agenda: raising women's voices in intergovernmental forums. [\[Link\]](#). The work was a response to request from the annual meeting of the United Nations Governing Bodies Secretariat (UNGBA) in 2016. The UNGBS is a network of specialized agencies, programmes and departments of the United Nations that meets annually in an informal session to discuss issues specific to the governance of their respective organizations.

³⁶ UN-Women & Mary Robinson Foundation – Climate Justice (2016). The Full View – Second Edition: Ensuring a comprehensive approach to achieve the goal of gender balance in the UNFCCC process. [\[Link\]](#)

delegation to intergovernmental meetings; ii) target training and capacity-building activities at women delegates to increase women's participation in leadership and technical positions; iii) raise awareness and train both women and men delegates on issues related to gender equality and gender balance in order to enhance their understanding of and responsiveness to these issues; iv) allocate travel and capacity-building funding to women delegates to ensure their full and equal participation; and v) create and support opportunities for discussions, networking and collaboration among women delegates and representatives from women's organizations, including grassroots and indigenous organizations to broaden understanding on gender-responsive climate policy and action.

UN-Women also offers some capacity development activities for women delegates to the UNFCCC process, through limited financial support or provision of its expertise in capacity-building and training workshops on leadership, and women delegates' networking events during UNFCCC meetings. More recently, UN-Women also organized a capacity-building event for women delegates to the UN Convention to Combat Desertification (September 2017) and will hold a similar workshop for the women delegates to the UN Convention on Biological Diversity in 2018. Additionally, in 2018, UN-Women, with other partners, will engage in capacity-building activities of gender focal points of delegations to the UNFCCC.

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