



Submission from Uruguay to the UNFCCC Subsidiary Body for Implementation in relation to implementation of the Gender Action Plan

During the 48th session, the SBI encouraged Parties and observers to submit information by 31 August 2019 on the implementation of the gender action plan, identifying areas of progress, areas for improvement and further work to be undertaken in subsequent action plans so as to inform the synthesis report on this topic to be prepared by the secretariat for consideration at SBI 51 in November 2019. (FCCC/SBI/2018/L.22, paragraph 6)

Uruguay welcomes the opportunity to share its views on the implementation of the UNFCCC Gender Action Plan (GAP), identifying areas of progress, areas for improvement and further work to be undertaken in subsequent action plans.

For Uruguay, this issue is of high relevance and is one of the priorities in the implementation of its National Climate Change Policy.

I. Introduction

In 2009, the National System for Response to Climate Change (SNRCC) of Uruguay was established by Executive Decree, which coordinates national policies, plans and actions on climate change¹.

In the framework of this inter-institutional arrangement, during 2016 the National Climate Change Policy (PNCC) was prepared through a participatory process, which constitutes a strategic document with a time horizon of 2050, with measures planned for the short, medium and long term, which guides the country's adaptation and mitigation actions to the challenge of climate change.

The PNCC, is also integrated with social policies and social inclusion policy actions, it focuses on *“promoting equity through the promotion of adaptive capacity and resilience of the population to climate change and variability and extreme climatic and meteorological events, with emphasis on the most socially and climate vulnerable groups, contributing to an improvement in the quality of life”*.

¹ The Coordination Group of the SNRCC is comprised of the Ministry of Housing, Land Planning and Environment (MVOTMA) is in charge of this system and chairs its Coordination Group, which also includes the Ministry of Industry, Energy and Mining (MIEM); Ministry of Livestock, Agriculture and Fisheries (MGAP); Ministry of Economy and Finance (MEF); Ministry of Foreign Affairs (MRREE); Ministry of Public Health (MSP); Ministry of Tourism (MINTUR); and the Ministry of National Defense (MDN), the Office of Planning and Budget (OPP), the Congress of Mayors (ci) and the National Emergency System (SINAE). The Ministry of Education and Culture (MEC), the Ministry of Transportation and Public Works (MTOPE), the Ministry of Social Development (MIDES), the Ministry of Labor and Social Security (MTSS), the National Secretariat of Environment, Water and Climate Change (SNAACC), the Uruguayan Agency for International Cooperation (AUCI) and the Uruguayan Institute of Meteorology (INUMET) also participate or have participated as guests. The SNRCC also incorporates an Advisory Commission and Ad-Hoc Working Groups, composed of technical representatives of public, academic, technical and research organizations, productive organizations and organized civil society. Among other Working Groups, there are those of Adaptation, International Negotiation, Loss and Damage, GHG Inventory; in 2018, the Gender Working Group was created with the objective of achieving its mainstreaming in the PNCC instruments.

Within the framework of the PNCC, the First Nationally Determined Contribution (NDC) was prepared under the Paris Agreement and submitted to the Conference of the Parties to the UNFCCC in 2017, strengthening the issue on the national agenda, defining adaptation and mitigation measures, as well as capacity building needs and knowledge generation on climate change.

Currently, the priority of the work in the SNRCC is being given to the monitoring and evaluation of the Policy, as well as to the implementation of the measures established in the NDC and the monitoring of progress towards the achievement of its objectives.

The NDC, coherently with the PNCC, reinforces the social equity approach by generating the framework for the express integration of gender in the implementation and monitoring of the measures. At the national level, it is aligned and complements, with the National Strategy for Gender Equality 2030, approved by Executive Decree in 2018.

Also in 2008, an Ad-Hoc Gender & Climate Change Working Group (G&CC-WG) was established within the SNRCC to further develop the mainstreaming of Gender into the PNCC and NDC implementation.

II. Areas of progress

The Annex of Decision 3/CP 23 established five priority areas for the Gender Action Plan, in this second Chapter, Uruguay includes information on the progress each of the priority areas where Parties are active institutions.

A. Capacity-building, knowledge-sharing and communication

The GAP seeks to enhance the understanding and expertise of stakeholders on the systematic integration of gender considerations and the application of such understanding and expertise in the thematic areas under the Convention and the Paris Agreement and in policies, programmes and projects on the ground.

A.1 Establishment of the Gender & Climate Change Working Group within the framework of the National System of Response to Climate Change.

At the institutional design level, the challenge is to promote and enable the integration of the National Climate Change Policy with the National Gender Equality Policy.

From the National Climate Change Response System, the Coordination Group decided to create the Gender & Climate Change Working Group (G&CC-WG). It has an inter-institutional nature with the responsibility of integrating the gender perspective into climate policy instruments, such as Nationally Determined Contribution (NDC) and National Adaptation Plans (NAPs).

The G&CC-WG is co-chaired by the Climate Change Division of the Ministry of Housing, Land Planning and Environment and by the National Institute of Women of the Ministry of Social Development, and it is comprised of gender technical experts representing the different

“Gender Mechanisms” of the public institutions that are part of the National Climate Change Response System - SNRCC.

During the 2018-2019 period, the Gender Mechanisms with active participation in the G&CC-WG are the:

- Ministry of Industry, Energy and Mining: Social Development and Gender Unit
- Ministry of Livestock, Agriculture and Fisheries: Specialized Gender Unit
- Ministry of Housing, Territorial Planning and Environment: Gender, Housing and Habitat Advisory Commission
- National Emergency System: Training and Gender Area of the National Emergency Directorate.

A.2 Capacity Building in the Gender Perspective for the Climate Change Division of the Ministry of Housing, Land Planning and Environment (Uruguay’s Focal Point to the UNFCCC), and establishment of the specific Gender Focal Point of Uruguay to the UNFCCC.

In 2018, the Climate Change Division of the Ministry of Housing, Land Planning and Environment, which is Uruguay’s Focal Point to the UNFCCC, incorporated a gender and climate change expert official, in order to further develop the linkages between climate change policies and gender equity policies, and gender mainstreaming into mitigation and adaptation action. Later that year, the gender expert was also appointed Gender Focal Point of Uruguay to the UNFCCC.

During 2018, the Gender expert develop an strategic in-house training of Gender Mainstreaming in Climate Change (also including Montreal Protocol and its Kigali Amendment), which was carried out in order to generate common knowledge within the climate change experts, analysts and decision makers of the Climate Change Division.

Twenty officials were trained to carry out tasks of design and execution of gender mainstreaming into climate change policy. The training included basic gender concepts and national and regional inequality indicators; themes also included the UNFCCC Gender Action Plan; and the Gender Policies of the Institutions of the Financial Mechanism of the UNFCCC (GCF, AF, and GEF).

A.3 Implementation of the First Nationally Determined Contribution (NDC) and gender sensitive domestic MRV mechanism.

Uruguay developed a process of gradual gender integration into the NDC implementation and domestic MRV from the SNRCC and its G&CC-WG based on the following process:

The G&CC-WG defined an operational plan 2018-2019 based on the development of a strategy to integrate the gender dimension in the NDC implementation process and move towards a domestic Monitoring, Reporting and Verification System sensitive to gender.

The SNRCC decided to move forward the Gender considerations in coordination with the MRV specifically in relation to its specific objective and product: *“Increase knowledge about the status of the objectives and measures included in the NDC”*;

The specific objective of the G&CC-WG is expressed as: *“To contribute to the development of a gender sensitive NDC”*. In this regard the WG established an expected “product-process” defined as: *“Gender sensitive PNCC-NDC domestic Monitoring, Reporting and Verification System.”*

The defined “product-process” consists of three stages:

1. Identify the gender equality sector policies that underlie each measure, to later categorize them and the indicators according to their gender sensitivity.
2. Establish categories in relation to the potential impact on gender inequalities of each of adaptation and mitigation measures, defining:
 - Gender Neutral: the gender approach is not considered applicable to the mitigation and/or adaptation measure.
 - Gender Sensitive: the mitigation and/or adaptation measure integrates the gender approach based on the generation of basic information disaggregated by sex, but does not necessarily imply corrective actions.
 - Gender Transformative: the mitigation and/or adaptation measure integrate corrective actions of gender inequalities and / or reduction of gaps in sectors traditionally structured by gender; measures that promote cultural changes that allow progress in the deconstruction of concepts linked to sex-generic representations.
 - Potentially Gender Transformative: the mitigation and/or adaptation measure have a direct impact on the gaps and that if no specific reversal actions are generated it could deepening pre-existing gender gaps; it also includes measures that do not integrate corrective actions of gender inequalities, but have the potential to do so, mainly because the sector has clearly established equality policy frameworks or strategies, which allows and forces the incorporation of actions for this purpose.
3. Define transformative gender measures: within each measure of the NDC, gender measures are defined that generate transformation of existing inequality relations.

As a result of this “product-process”, forty measures of the NDC have being categorized in the last year in terms of their potential impact on gender inequalities, deployed in the instruments of communication to citizens; and started the process of defining gender measures within the WG of potentially transformative ones².

The G&CCWG Operational Plan for the 2018-2019 periods defined the establishment of gender measures in at least one measure of the NDC for the transport, agricultural, tourism, and biodiversity-protected areas sectors.

A.4 National GHG Inventory

In the year 2019, within the development of Uruguay’s Third BUR, an internal process was carried out to establish the feasibility of conducting gender analysis in the National GHG Inventory, based on the GHG Categories and associated Activity Data, based on person data disaggregated by sex.

² Viewer of the PNCC-NDC domestic gender sensitive MRV: <http://apps.mvotma.gub.uy/mcdn>

For this, the areas and references of each institution that provide information of GHG activity data were identified, and a consultation process was developed about the source of primary and secondary information, as well as the level of information received in relation to person data.

The level of information of business owners and employees was investigated, and their disaggregation by sex; as well as the availability of this data, or the possibility of obtaining it, to make this approximation.

It is noteworthy that this information is not a requirement for National GHG Inventory, this initiative being a first approximation to the current status of information, whose scope allows to be an input for the eventual development of processes.

As a result of this analysis, it is identified that the emission information for the National GHG Inventory does not allow, in most cases, a cross-check with person data directly, and therefore also of the opening to the sex variable. However, this process allowed the identification of possible gateways to this information, which could require the further development of more complex information systems.

A.5 Disaster Risk Reduction and the National Emergency System

The National Emergency System has advanced in the design and implementation of an information system called Comprehensive Risk and Impact Monitor (MIRA as acronym in Spanish), a geographic information system, with national scope whose main objective is to generate, integrate and process information concerning integral disaster risk management.

The system allows integrating all the information related to adverse events, generating statistics and quality indicators (ensuring uniqueness of records and standard criteria for the registration of information), discriminated by the characteristics of the affected population: sex, age, disability, composition of the family nucleus, socioeconomic characteristics of its context, among others.

B. Gender balance, participation and women's leadership

The GAP seeks to achieve and sustain the full, equal and meaningful participation of women in the UNFCCC process.

The Delegation of Uruguay to the UNFCCC is mainly composed of women. It is noteworthy that the gender representation in the delegation shows an equitable balance in the order of 50% to 60% with a female majority, in simple counting.

Gender Percentage in Uruguay's Delegation (Simple Representation)									
Year	2017			2018				2019	
Session	SB46	COP23	Total	SB48	SB48/2	COP24	Total	SB50	Total
F	3	4	8	3	2	4	10	3	3
F HoD	0	1		0	0	1		0	
M	2	4	8	2	0	1	7	1	2
M HoD	1	1		1	1	2		1	
Total	6	10	50%F	6	3	8	59%F	5	60%F

However Uruguay understands that is also important to have a more complex analysis in relationship to the leadership of the delegations. In this regard the first approach is to clearly identify the gender of the Head of Delegation (HoD) in the overall table. Secondly Uruguay has established an additional and preliminary weighted counting approach by applying a double weight to the Head of Delegation (HoD). In this regard the gender representation of Uruguay is still around 50% (from 47% in 2017 to 50% in 2019).

Gender Percentage in Uruguay's Delegation (HoD Double Weighted Representation)									
Year	2017			2018				2019	
Session	SB46	COP23	Total	SB48	SB48/2	COP24	Total	SB50	Total
F	3	4	9	3	2	4	11	3	3
F HoD	0	1+1		0	0	1+1		0	
M	2	4	10	2	0	1	11	1	3
M HoD	1+1	1+1		1+1	1+1	2+2		1+1	
Total	7	12	47%F	7	4	11	50%F	6	50%F

Please note that the double weighted approach may not be a reasonable approach to all delegations, who may want also to analyze the issue of leadership within the delegation. Among other problems that the approach could have, is clear that for big delegations (more than a dozen member delegation), only a doubling approach to HoDs would not present any significant changes in the analysis.

C. Coherence

The GAP seeks to strengthen the integration of gender considerations within the work of UNFCCC bodies, the secretariat and other United Nation entities and stakeholders towards the consistent implementation of gender-related mandates and activities.

This section mainly applies to the international process; in this regard Uruguay does not specifically reports information in this priority area.

D. Implementation with a gender perspective and means of implementation.

The GAP aims to ensure the respect, promotion and consideration of gender equality and the empowerment of women in the implementation of the Convention and the Paris Agreement.

It is important to indicate that many of the issues included in *Priority Area A "Capacity-building, knowledge-sharing and communication"*, especially those related to the PNCC-NDC implementation and domestic MRV, also clearly relates to this Priority Area D, in order not to include the same information twice, those are not included again in this section, nevertheless them should be considered an integral part of this section, as appropriate.

D.1 Integration of climate change issues in the National Strategy for Gender Equality of Uruguay.

At the end of 2017, within the framework of the National Gender Council, the National Strategy for Gender Equality was developed. The Strategy is a roadmap for the advancement of gender

equality policies; it explicitly includes aspirations, lines of action and strategies linked to climate change adaptation and mitigation.

At international level, it relies on the commitments assumed within the framework of the United Nations and other international organizations', regional and international conventions and instruments: such as ECLAC, OAS, among others³, while the national scenario is based on 2050 prospective agendas and the Social Dialogue established by the Presidency in 2016. It also includes elements of the National Monitoring Commission (CNS Women) agenda as an input of the women's and feminist movement and the articulation in local participation networks; and of rural women integrated into the dialogue space with their specific priorities.

The National Strategy for Gender Equality 2030 is based on a human rights and sustainable development approach, understanding gender equality as an intrinsic component of inclusive and peer societies. The generation of the "National Strategy for Equality" incorporated two instances of consultation and advocacy training with rural women.

This Strategy incorporates, as strategic lines: *“promoting adaptation measures to climate change considering the differential impacts they have on women, promoting the reduction of gender gaps in productive and economic processes that involve GHG emissions, promoting the adaptation and resilience of women, generate information systems with indicators for mitigation and adaptation to the CC with a gender perspective, and, mainstream gender in the generation of knowledge about climate change”*.

The Strategy is made up of strategic aspirations, policy guidelines and strategic lines of action.

The strategic-operational Aspiration at 2030 number XI is expressed as:

“Housing, environment and habitat are sufficient, safe and sustainable for women”

This last Aspiration specifically proposes as a policy guideline, among others:

“XI.3 Generate actions towards sustainable development from an economic, social, environmental and gender point of view, which includes as lines of action linked to climate change:

“Promote opportunities to reduce gender gaps in productive and economic processes that are low in greenhouse gas emissions, identifying adaptation capacities and promoting women's resilience to climate change, at the city and rural level, considering the intersection of poverty and vulnerabilities”

“Generate information systems with indicators for climate change adaptation and mitigation with a gender perspective”

³ The Regional Gender Agenda (ECLAC); the 2030 Sustainable Development Agenda (UN); the International Convention for the Elimination of All Forms of Discrimination against Women (CEDAW) and the recommendations issued to the Uruguayan State by its Monitoring Committee (2016); the International Convention on the Elimination of All Forms of Racial Discrimination (CERD), and the recommendations issued by the Uruguayan State by its Monitoring Committee (2017); the International Covenant on Cultural Economic, Social Rights (ESCR) and the recommendations to Uruguay emanating from its Committee (2017); the Montevideo Strategy for the implementation of the Regional Gender Agenda in the Framework for Sustainable Development by 2030, the “agreed conclusions” approved by the Commission on the Status of Women (CSW) in its sixty-first period of sessions (2017) on the empowerment of women in the changing world of work. The “Montevideo Strategy”, a document approved in 2016, at the Regional Conference of Women in Latin America and the Caribbean for the implementation of the Regional Gender Agenda in the framework of sustainable development by 2030, is a reference together with the Convention Inter-American Convention on the Protection of the Human Rights of Older Persons approved at the OAS and the Convention on the Rights of Persons with Disabilities and its Optional Protocol, approved in 2016 by the United Nations.

“Integrate the gender perspective in education and knowledge generation on climate change and resilient and low carbon development”.

D.2 National Adaptation Plans

Uruguay is developing National Adaptation Plans (NAP) in Agriculture to be adopted in 2019; and one for Cities and Infrastructures; and one for Coastal Areas, both to be adopted in 2020.

The gender-responsive approach has been integrated through measures linked to the generation of information on gender inequalities in relation to adaptation; and knowledge for decision making in:

- Generation of population information disaggregated by sex
- Prioritization and definition of gender indicators
- Integration of gender information in territorial planning instruments
- Training of key groups in the understanding of information disaggregated by sex and gender indicators
- Identification of gender responsive measures in a participatory manner

D.2.i NAP-Agriculture

During the development of the NAP Agriculture, a survey was carried out on the participation of women in agricultural productive activities, in access to resources, decision-making on the land and use of time, for family and medium-scale production units.

The survey generated evidence of the perception of the impact of climate change and the adaptation strategies of rural women from three production systems (livestock, dairy and horticulture). The study showed that gender relations within the production units affect the participation of women in decision-making and when women are part of the decision-making process, there is a greater adoption of adaptation measures at the farm level.

The process of elaboration of the NAP-Agriculture integrated the voice of the women producers in the participatory process of formulating the plan and sought to generate evidence to incorporate the gender perspective through quantitative and qualitative studies. The results indicate the importance of generating disaggregated statistics that allow a gender analysis of adaptation policies.

The NAP-Agriculture includes a matrix of indicators for monitoring and evaluating progress towards more resilient production systems adapted to climate variability and change. The matrix incorporates three gender sensitive indicators. In addition, thirteen indicators were categorized as potentially transformative of gender. It is understood that if the proposed measures are developed including a gender perspective, they have the potential to induce significant gender-related changes.

The NAP-Agriculture proposes a logical framework to reach less vulnerable and more adapted systems with a 2050 horizon, with expected results in four dimensions: production systems, ecosystems and natural resources, livelihoods and institutional capacities. The 2025 NAP-Agriculture Action Plan incorporates specific measures to lift gender barriers in the dimensions of livelihoods and institutional capacities.

These measures are:

- *"Promotion of the adoption of Good Agricultural Practices and the integrated management of pests, diseases and weeds";*
- *"Incorporation of the mainstreaming actions of the gender approach in family production support policies";*
- *"Implementation of affirmative policies focused on rural women and youth";*

These measures have quantitative goals that seek to ensure the internalization of gender actions at the institutional level and develop affirmative actions focused on rural producers and rural wage earners.

On the other hand, the NAP-Agriculture has incorporated the gender perspective in the generation and dissemination of good agricultural practices and the integrated management of pests, diseases and weeds to reduce the use of agrochemicals and stimulate the conservation of soil quality and water. With the goal of having at least one sectoral policy of good agricultural practices incorporating the gender perspective in a streamline approach by 2021.

The NAP-Agriculture also provides for the generation of information on recommendations and agreements on the systematic incorporation of affirmative gender measures in production support policies for family farming, with the intention of generating consensus on measures to incorporate the perspective of gender in the Ministry of Livestock, Agriculture and Fisheries policies and direct support RfPs. It will implement affirmative policies focused on rural women, through economic support and technical assistance for the implementation of projects. The goal is to have at least three RfPs of this type.

The participatory process of elaboration of the NAP-Agriculture included the implementation of nine "Adaptation Dialogues" with agricultural producers. Seven of the dialogues were sectoral (horticulture, agriculture, livestock, forest production, irrigated rice, dairy and artisanal fisheries) and two transversal dialogues were also convened, one of which was conducted with rural women producers and the other with family farmers. During the cross-cutting dialogues, we sought to answer questions about vulnerabilities that specifically affect rural women and family farmers and identify adaptation measures and needs to increase resilience to climate change.

D.2.ii NAP Cities and Infrastructures and NAP Coastal

From the NAP Cities and Infrastructures and NAP Coastal the disaggregation by sex of the population data is integrated; and the generation and prioritization of gender indicators at national and local levels that serve adaptation.

In the Cities and Infrastructures and Coasts NAPs, a process of institutional strengthening in gender for management and decision-making was planned and designed, integrating the approach of adaptation, risk management and the right to the city with indicators of gender-sensitive vulnerability. Training will be carried out in this framework for decision-making target groups at different levels of governance; and analysis of the application of indicators for the establishment of responsive and gender-responsive adaptation measures.

D.3 Gender Sensitive Country Programme to the Green Climate Fund.

In 2019, Uruguay's National Designated Authority to the Green Climate Fund (GCF) presented its First Country Programme, which includes all programmatic and priority adaptation and mitigation measures that could potentially be financed with GCF resources.

Working from the domestic PNCC-NDC gender sensitive MRV which include a gender sensitive analysis of about 40 measures, Uruguay was able to develop a gender sensitive Country Programme, establishing the categorization of such measures if they were included in the Country Programme.

This initial approach will definitely allow for at least some of the upcoming Uruguay's GCF projects to have a gender framework already embedded in the project identification and origination.

E. Monitoring and reporting

The GAP seeks to improve tracking in relation to the implementation of and reporting on gender-related mandates under the UNFCCC.

This section mainly applies to the international process; however Uruguay sees important to present information regarding the inclusion of the gender perspective into its UNFCCC reporting channels:

E.1: Fifth National Communication of Uruguay to the UNFCCC.

Gender actions are have being mainstreamed into national policies related to mitigation and adaptation that are included in the chapters of the National Communication, such as: *National Circumstances, Institutional Arrangements, Adaptation and Mitigation Measures, Support Needs.*

E.2: Third Biennial Update Report.

Within the framework of the Third BUR, a Gender Action Plan was developed for its integration into the BUR: Gender considerations are being applied to the following chapters: *National Circumstances, Institutional Arrangements, National GHG Inventory and Mitigation Measures.*

Also as previously indicated, in relation to GHG Inventory, in the year 2019 a process of analysis of the feasibility of gender integration in the BUR began, generating information about the scope of the cross between emissions and person data, which allow a disaggregation by sex, identify sectors of interest and barriers to its development.

III. Areas for improvement

- Important progress has been made in gender mainstreaming in climate change policies in Uruguay, however it is recognized that there is a need to advance in the expansion of knowledge about the impact of gender responsive policies. For this, it is necessary to promote and improve innovative tools that demonstrate and measure the transformative force of women and girls' leadership in modifying consumption patterns to reduce carbon emissions.
- The process of advancement in participatory processes that guarantee the integration of women's needs is recognized, however it is also understood that more initiatives should be promoted that encourage the full participation and leadership of women and girls in mitigation and adaptation measures, also including science, technology, research and development
- Although gender capacities have been strengthened through training and the diffusion of respective information among the key stakeholders, it is understood that there is a need to further include additional tools for integration and understanding of the link between climate change and gender, also referring to the opportunities involved, and the risks of perpetuating and widening inequalities in cases of non-integration.
- While gender integration is recognized in the policies of the Financial Mechanism of the UNFCCC, it is understood that the monitoring, follow-up and impact evaluation of gender measures applied in the framework of climate finance should be strengthened.
- While it is recognized that progress has been made in the generation of disaggregated data and the construction of gender indicators, it is understood that additional tools should be generated or further developed that allow specific crossings with indicators of greenhouse gas emissions and adaptation

IV. Further work to be undertaken in subsequent action plans

- Uruguay has made progress in the integration of gender in the NDC through the domestic Monitoring, Reporting and Verification System categorizing the measures in relation to gender and defining the first gender-specific ones. It is planned to continue with this process of identifying gender responsive measures throughout all the NDC, with definition of associated goals and indicators.
- Uruguay is currently deploying the gender integration strategy developed in this document, however, it is planned for this year to prepare its consequent planning guidelines for the period that begins in 2020.