



Submission by Finland and the European Commission on behalf of the European Union and its Member States

Subject: The implementation of the gender action plan, identifying areas of progress, areas for improvement and further work to be undertaken in subsequent action plans

Helsinki, 6.9.2019

Introduction

The EU acknowledges the progress accomplished so far under the Lima Work Programme and the Gender Action Plan, which has resulted in stronger and more effective, gender mainstreaming in climate action. We consider that following the adoption and implementation of the Paris Agreement and the Katowice Rulebook, there is increased scope for gender-responsive national implementation.

The EU and its Member States have actively participated in the development and implementation of the Lima Work Programme on Gender (LWPG) and its Gender Action Plan (GAP), and we are committed to promoting a gender perspective in climate policies both domestically and internationally, and to supporting women's engagement and gender equality in international negotiations under the United Nations Framework Convention on Climate Change (UNFCCC).

With this submission, the EU responds to the call for submissions from COP 24 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 (December 2019).

I - Areas of progress

Both at the domestic and the international level, the EU remains committed to a gender-responsive approach in planning, designing and implementing climate action. The adoption of such an approach reflects the EU's goal of gender mainstreaming, as laid down in EU treaties, and is a critical element in the design of effective climate policy.

a. Capacity-building

Capacity-building on gender issues has been an important element in the EU's implementation of Nationally Determined Contributions (NDC). Training on gender mainstreaming has been an important feature of capacity-building efforts in the EU across the board. A good example is the European Institute for Gender

Equality's on-line gender equality training¹, which provides a toolkit for gender-equality competence development.

The EU recognises that for effective gender mainstreaming to take place, women must be fully empowered as agents of change. This has led to the establishment of a number of concrete initiatives, for example, those supporting women's entrepreneurship in sustainable energy e.g. WEgate - the European gateway for women's entrepreneurship². Similar developments have also started to permeate our ODA programmes, e.g. on 8 March 2017, the European Commission launched a call for proposals focused on "Women and Sustainable Energy"³, making €20 million available to implement activities promoting women's entrepreneurship in the sustainable energy sector in developing countries. The EU welcomed and actively participated in the Action for Climate Empowerment Dialogue, held during SB 48, on the promotion of systematic integration of gender considerations in participatory education, training, public awareness, public participation and public access to information into implementation of NDC and the formulation of long-term low greenhouse gas emission development strategies.

The EU and its Member States have also supported the implementation of this GAP area at the international level. This is the case, for example, of France, which organized a climate negotiation training workshop in 2018 for French-speaking African women in Senegal. The NDC Partnership, co-founded by Germany in 2016 and supported by many EU Member States, has launched its Gender Strategy in 2019. Capacity building support for gender-responsive NDCs is a central element of this strategy.

The EU wants to recall gender capacity building initiatives illustrated in the recent EU submission on gender mainstreaming and adaptation⁴, inter alia those supported by Germany: The GUCCI project, the FAO/UNDP Supporting development countries to integrate the agricultural sectors into national adaptation plans (NAPs)" and the UNDP NDC Support Programme.

b. Gender balance, participation and women's leadership

The EU maintains that the full, equal and meaningful participation of women and men in climate negotiations and in the design of climate actions is critical. The delegations of the EU and its Member States in climate talks have consistently nearly reached gender parity at all levels, and currently two out of three EU lead negotiators are women. The occupancy of positions remains under the strict observance of non-discrimination on gender and may lead to unbalanced situations.

¹ <https://eige.europa.eu/gender-mainstreaming/toolkits/gender-equality-training>

² <https://wegate.eu/>

³ https://ec.europa.eu/europeaid/sites/devco/files/facsheet-women-sustainable-energy-no-cropmarks_03152018_en.pdf

⁴ <https://www4.unfccc.int/sites/SubmissionsStaging/Documents/201907161515---FI-07-16%20EU%20Submission%20Gender%20Adaptation.pdf>

The EU and its Member States also actively contribute to the promotion of gender equality and gender mainstreaming under the UNFCCC, inter alia, through the support for the Global Gender and Climate Alliance, and through the establishment and financing of the Women Delegates Fund.

More broadly, EU support has been important for the successful implementation of the UNFCCC's work on gender in collaboration with UNFCCC constituted bodies and operating entities, other stakeholders and relevant organizations.

c. Coherence

The EU considers gender to be a cross-cutting issue. The European Pact for Gender Equality 2011-2020⁵ and the Gender Equality Strategy⁶ provide the necessary framework to ensure consistency in approach and overall policy coherence.

In this context, the EU and its Member States have been a strong and united voice in calling for women and girls to be at the forefront and center of the 2030 Agenda for Sustainable Development, not only through our support for a standalone goal on gender equality, but also through recognition of women and girls' role as a driving force behind all of the 17 Sustainable Development Goals including climate action.

Furthermore, the improvement of gender equality and upscaling of climate action are both central to our development cooperation efforts. Gender is recognized as a crosscutting driver for development in the New European Consensus on Development (June 2017)⁷, and the EU Gender Action Plan 2016-2020⁸.

d. Gender-responsive implementation and means of implementation

On 24 December 2018 the regulation on the governance of the energy union and climate action⁹ entered into force.

The Governance Regulation is a decisive step forward in the implementation of the EU's 2030 objectives and also a significant step for further integration of gender and climate change policy at the European level, as this is the first EU climate/energy legislation mentioning gender. It upholds the principle that most energy policies have a differential impact on men and women and therefore calls on Member States to "adequately integrate the dimensions of human rights and gender equality in their integrated national energy and climate plans and long-term low emission strategies". However, the draft National Energy and Climate Plans, published at the end of 2018 clearly show that there is room to better integrate the gender dimension in national climate and energy policy in many Member States.

⁵ [https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52011XG0525\(01\)&from=EN](https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52011XG0525(01)&from=EN)

⁶ https://ec.europa.eu/info/policies/justice-and-fundamental-rights/gender-equality/gender-equality-strategy_en

⁷ https://ec.europa.eu/europeaid/sites/devco/files/european-consensus-on-development-final-20170626_en.pdf

⁸ https://ec.europa.eu/europeaid/sites/devco/files/eu_gap_2017.pdf

⁹ <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32018R1999&from=EN>

As part of our work under the Global Covenant of Mayors for large, intermediary and smaller cities, the EU has been instrumental in establishing guidelines for planning climate and energy actions that call for an approach that gives due consideration to vulnerable groups. The newly adopted Common Reporting Framework for Covenant signatories recommends that local authorities consider the implications of future climate risks, exposure, impacts and vulnerabilities for women and girls in particular.

The 2014-2020 Multi-Annual Financial Framework – the EU’s long-term budget – has both gender and climate mainstreaming as crosscutting objectives for all policy areas. Starting in 2017, a new specific section on gender mainstreaming has been introduced into the EU budget. Furthermore, the EU and its Member States have actively delivered or supported implementation of gender-responsive climate change mitigation and adaptation measures outside the EU area.

e. Monitoring and reporting

The collection of gender-disaggregated data in our programmes has also been of particular relevance, both in capturing the potential for enhanced action, but also in advancing policy coherence while maximizing social benefits of our programmes and projects.

The EU takes stock of the main initiatives launched or accomplished in the five thematic areas of the Commission’s Strategic engagement for gender equality. The 2019 Report on Gender Equality between women and men in the EU¹⁰ confirms that a lot of work still needs to be done in all Member States.

Noting the difficulty to find gender-disaggregated data related to climate change, GREAT (Gender Responsive Environmental Action & Training) coalition was launched in the context of the G7 under the French G7 Presidency in May 2019. It is a multi-stakeholder coalition with the objective of proposing concrete actions to reduce the impact of climate change on women. One of the main lines of action is the creation of an online gender-disaggregated data centre. The GREAT initiative takes a strong stance on building on women’s capacities as agents of change.

As part of our work on the monitoring of gender issues, the European Commission established in 2006 the European Institute for Gender Equality (EIGE), which was charged with data collection and mainstreaming as part of its focal areas. In 2016, it issued a topical report on “Gender in Environment and Climate Change” which focused on women’s participation in climate change related decision-making in the public sector at the national, EU and international levels. The findings demonstrate that women’s involvement in climate change decision-making is still low.

¹⁰https://ec.europa.eu/info/sites/info/files/aid_development_cooperation_fundamental_rights/annual_report_ge_2019_en.pdf

II - Areas for improvement

a. Areas for improvement:

Since the adoption of the GAP in 2017, the EU has noticed some resource limitations, particularly in terms of the time to be devoted to gender and climate issues.

Overall, the appointment of National Gender and Climate Change Focal Points (NGCCFPs) was a good initiative to bridge the gap between the international and national levels. However, not all EU Member States have yet designated a NGCCFP and even where they have been designated, they often have limited time or resources to devote to the subject. On the other hand, the EU recognizes the added value for a NGCCFP to be in charge of other themes allowing for better outreach and enhanced mainstreaming.

Regarding the role and function of the NGCCFPs, the EU noted that networking opportunities with other national focal points proved very helpful and could be further enhanced, for example within negotiation groups.

More training opportunities could also be developed to complement the limited fora to develop necessary skills and expertise on the gender and climate nexus. Where training has been provided, this has not always addressed the challenge of converting theoretical knowledge to the practical implementation of concrete, effective and gender-transformative climate action at the national and subnational level.

The integration of gender issues into other areas such as ACE could also be beneficial, particularly in relation to the training of NGCCFPs. For example, ACE may provide a useful methodology and framework from which it would be relevant to draw inspiration.

b. Areas for increased focus:

The role of NGCCFPs has been central in raising awareness and increasing opportunities for capacity building, better coherence and mainstreaming as well as making some progress in means of implementation (specifically on gender-responsive budgeting). In the EU, there has been steady but slow progress in strengthening gender engagement at national level through the work of their NGCCFPs. Some of these challenges have resulted in a somewhat low number of nominations of NGCCFPs, which is an area that would gain great merit from an increased focus in a revised GAP. Parties should also be encouraged to ensure that those with the most relevant skill sets are appointed as NGCCFPs.

Another exemplary area requiring increased focus in collecting gender/sex-disaggregated data concern climate and energy policies. There is still limited evidence as to whether energy transition is benefitting from greater gender equality. The positive examples sustaining this assumption tend to be isolated and few. A recent study (IRENA 2018) mentions the lack of data to make any comprehensive analysis of progress towards gender equality. The recent European

Parliament study on “Women, gender Equality and the Energy Transition in the EU”¹¹ also recommends improving the collection of gender and sex-disaggregated data in the energy field.

More work needs to be carried out to further elaborate on existing gender impact assessment tools, with a view to drive improved enactment of legislation and programmes.

III - Further work to be undertaken in subsequent action plans

The EU considers gender equality an important element for achieving the objectives under the Convention in an effective way and welcomes the results of the LWPG and its GAP, which provides an essential framework for making substantial progress in advancing gender equality and gender balance within the context of climate change policies.

Given that gender mainstreaming is a long-term objective, the EU sees merit in a continuation of the LWPG and its GAP and the possibility to revisit guidance on the content of the work programme at a suitable interval, if necessary.

The goals, objectives and measures set-out in the work programme should be followed by activities to achieve clear benchmarks in the form of a GAP. This action plan should serve as a programmatic document, with clear activities, deliverables and timelines.

Specifically, on the work programme we would like to see reflected our collective goals addressing gender in climate change, which should include, inter alia:

- A thorough follow-up of the implementation of the numerous existing gender mandates under the UNFCCC
- An enhanced role of National Gender and Climate Change Focal Points
- The need to shift emphasis onto implementation of NDCs, long term strategies and NAPs at national level, as well as reinforcement of resilience/ adaptation policies and strategies
- A transformative agenda for gender, where women are not solely represented as mere victims of the consequences of climate change but as agents of change

A revised and strengthened GAP could be structured around the following priorities:

- Gender-responsive implementation: Parties need to accelerate implementation of their NDCs and formulation of long-term low greenhouse gas emission development strategies, which represent our collective global effort. This should entail promoting the integration of gender considerations and an articulation of the role of National Gender Focal Points to help deliver

¹¹[http://www.europarl.europa.eu/RegData/etudes/STUD/2019/608867/IPOL_STU\(2019\)608867_EN.pdf](http://www.europarl.europa.eu/RegData/etudes/STUD/2019/608867/IPOL_STU(2019)608867_EN.pdf)

- on the goals of the Convention and Paris Agreement and its Katowice Rulebook, including:
- Role of NGCCFP: invitation to Parties to appoint a focal point who should provide steer, coordinate and consider gender aspects in delegations, climate policies, strategies and actions developed in the technical and policy examination process
 - Workshops: request the secretariat to organize, in cooperation with Parties and interested organizations, in-session workshops that focus on reviewing progress on existing gender mandates and considering options and best practices for enhancing gender equality considerations in existing UNFCCC processes (while recognizing that they are governed by existing modalities, procedures and mandates agreed by Parties).
 - Capacity-building, Gender Balance and Leadership: there are still important institutional capacity needs, but also training and development of women's leadership for climate action, which could be addressed by a comprehensive set of initiatives/activities, including:
 - Women's participation in UNFCCC negotiations: invitation to the Secretariat to report on the gender composition of the delegations, bodies and constituencies
 - Training: request to the secretariat to organize, in cooperation with Parties and interested organizations, (a) training and awareness-raising for female and male delegates and members of constituted bodies on issues related to gender equality and climate change, and (b) building the skills and capacity of female delegates in particular from least developed countries to effectively participate in UNFCCC meetings via training on, inter alia, negotiation skills, drafting of legal language and strategic communication
 - Coherence and Knowledge Sharing: to encourage the sharing of best practices and overall policy consistency in view of other important policy processes, e.g. 2030 Agenda but also the work of UNFCCC constituted bodies, specific activities should aim at:
 - Guidance: request the Secretariat to organize sharing of best practices, inter alia through dialogues, including preparation of synthesis guidance documents
 - Synergies with implementing bodies: request to bodies established under the Convention, and Paris Agreement to include in their regular reports also progress made in integrating gender equality in their processes, policies and activities and invitation to the Secretariat to make a synthesis paper of these reports biannually in order to build synergies in gender policies and strengthening transparency and accountability; organize dialogue sessions with chairs of subsidiary and constituted bodies to exchange views on how to better advance the integration of the gender dimension in the work they are chairing and coordinating
 - Training: request the Secretariat to provide capacity-building to chairs and members of UNFCCC constituted bodies and technical teams of the secretariat on how to integrate gender considerations into their respective areas of work and on meeting the goal of gender balance

- Knowledge Portals to support gender in climate: request to the Secretariat to develop further the website “Gender and Climate Change” and invitation to Parties and observers to contribute to the website as well as to the NAZCA portal
- Monitoring and Reporting: monitoring progress is a necessary prerequisite for capturing policy advancement; the EU therefore encourages to monitor gender-responsive interventions as well as share information on reporting by:
 - Encouraging Parties and relevant organizations/stakeholders to integrate gender equality across climate change funding programmes and climate policies, for example by using existing methodologies (e.g. OECD gender equality indicators)
 - Encouraging Parties to report on integration of gender considerations in their climate policies, and include gender/ sex disaggregated data, as appropriate

The EU will continue to be actively engaged in gender considerations in the context of the future UNFCCC discussions and to promote full and equal women's participation in climate action and more broadly in inclusive and effective sustainable development.