

Submission on the Lima Work Programme Review and the Gender Action Plan

Presented by Costa Rica and UN Women

Gender equality was among the key topics considered at the PreCOP25 in San José, Costa Rica. Two activities were conducted: a Workshop on the Gender Action Plan was held from 8-10 October and for the first time ever, a core political dialogue on gender took place during a PreCOP meeting.

This submission reflects the contributions of participants, which are expected to serve as inputs for discussions and deliberations at COP25.

I- WORKSHOP

The Workshop, which was open to all Parties and observers, generated a fruitful outcome that built on previous discussions. The twenty-two participants engaged in a positive spirit and with substantive inputs. Three documents were used as starting point for the discussion that took place during these two and a half days:

- *PRE-COP Workshop Inputs for dialogue Lima Work Programme on Gender and its Gender Action Plan under the UNFCCC. (Annex 1)*
- *Implementation of the Lima work programme on gender and its gender action plan. Report by the secretariat. Executive summary. (Annex 2)*
- *Informal Note by the co-facilitators SBI 50. (Annex 2)*

Participants agreed on relevant headings and sub-headings for each of the recommended strategic areas. This is the summary of discussions:

1. LIMA WORK PROGRAMME ON GENDER

Highlights of what it is and what it could contain:

- Serve as a framework
- Has to respond to the “why”.
- Could include general principles and objectives
- Enhanced according to the Paris Agreement
- Aligned with the GAP
- Contain longer-term goals
- Relevant for strategic planning and implementation process of the Paris Agreement
- Call to improve and extend the current mandate for 5 years, with a possibility of mid-term review

- Possibility to be a single, strategic, short and sharp document with the GAP as attachment

2. GENDER ACTION PLAN

PRIORITY AREAS

Capacity-building [and learning]

[Recognition of the initiatives, stakeholders and activities that are already being implemented; good practices]

- Build capacity for enhanced understanding of gender issues and strengthen women's participation and leadership in UNFCCC process/global level in coordination with the PCCB and other relevant UN entities.
 - Trainings, networking and mentoring opportunities for women delegates, in particular indigenous women delegates, women negotiators, and developing indicators to measure impact
 - Training for constituted bodies and major stakeholders
- Strengthening the role of the NGCCFP network through workshops, trainings, knowledge exchange, peer to peer learning, mentoring, coaching.
- Facilitate, promote and share experiences in institutional capacity building for gender-responsive implementation of the Convention and the Paris Agreement and related decisions at national level:
 - Capacity building and technical assistance on the development of gender-responsive national climate policies, plans, strategies and budgets
 - Capacity building in the generation of disaggregated data and scientific evidence.
 - Capacity building on nature-based approach.
- Coordination with the local communities and indigenous people platform

Note: One party suggest to consider dividing this priority area into possible actions to be undertaken at the global level (including in the context of the UNFCCC processes) and national-level implementation activities.

Knowledge management and communication

- Better communications tools/outreach strategy (tailored)
 - Develop tailored communications messages and tools (based on research and evidence; including indigenous communications)
- Collaboration, partnerships, synergies, coherence with different actors / themes
- Identifying knowledge gaps; bridging the knowledge gaps and evidence

- Enhance data
 - Data on the gender-differentiated impacts of climate change, intersectionality
 - Mapping – including of reports (e.g. constituted bodies) and knowledge portals
- Developing and identifying existing methodologies, tools, guidance for gender-responsive climate policies and actions and to measure the cost and benefit of such policies and actions.
- Knowledge platforms
 - Create, enhance and strengthen communities of practice and “expertise-knowledge hubs” (including roster of gender experts) utilizing information available at the UNFCCC National Gender and Climate Change Focal Point Portal .

Gender balance, participation and women’s leadership

- Strengthen commitment to gender balance in panel discussions across the UNFCCC.
- Promote women’s, indigenous women and young women’s meaningful participation and leadership in the UNFCCC process (including through coaching and mentoring)
- Continue efforts to collect and track data on women’s meaningful participation across the UNFCCC.
- Improve transparency and geographic balance of travel funds for participation in UNFCCC process.
- Promote and enhance gender equality in Party delegations.
- Enhance understanding of the role of National Gender and Climate change focal points and the gender focal points of constituted bodies (and consider which priority action area this might most appropriately sit under).
- Consider linkages and streamlining between this priority area and the priority areas on capacity building and implementation, including for women and men national climate change focal points.

Coherence

- Coherence is an important cross-cutting aspect of the LWPG and the GAP but there is flexibility on how this could be reflected. It could be a separate priority area included in the title of another priority area or reflected as a broader objective.
- Advance efforts to identify entry points in integrating gender considerations across UNFCCC constituted bodies
- We should reflect on the meaning of coherence. Coherence as understood by Parties refers to:
 - How Parties are implementing policies with a gender lens;
 - Being aware of existing processes linking with gender and being consistent, synergetic, not repeating what others are doing;
 - Role of coordination of the Secretariat;

- Logical design and implementation of activities and policies that need to take place at a national and subnational level to avoid duplication
- Dismantling silos
- Coherence is an important piece in the current UN system reform.
- Advance understanding of gender and climate change activities, approaches and strategies across the UN system.

Gender-responsive implementation

- Share knowledge and lessons learned, including at the regional level, on integrating gender in the planning and implementation of national climate policies, plans and strategies, including NDCs and NAPs.
- Promote engagement of major stakeholders, including the private sector and philanthropic organizations in implementation of gender-responsive programs.
- Encourage parties to include gender considerations into national budgets related to climate
- Share experiences in integrating gender-responsive budgeting into climate finance and national budgets.
- Promote the leadership and engagement of women in the transitions to [green economy] [low emissions economy], including in STEM fields and R&D.
- Encourage climate finance providers to improve the inclusion of gender considerations and tracking and reporting on gender-related aspects of climate finance, impact measuring and mainstreaming (based on Katowice mandate: Decision 3/CMA.1, FCCC/PA/CMA/2018/3/Add.1, p. 27);
- Work with climate finance providers to encourage them to provide technical support to local, grassroots and indigenous communities to access finance and/or streamline procedures and processes to be inclusive of all the beneficiaries, in particular, women's groups and community organizations.
- To create synergies with the TEC and CTCN in relation to their efforts in promoting gender-responsive technologies for mitigation and adaptation actions.
- Facilitate coordination among national gender equality mechanisms and climate change.

Monitoring, evaluation and reporting [and learning]

- Reporting on integration of gender in the implementation of GAP
 - Mapping and consolidation of mandates
 - Guidance on reporting, including development of checklists
 - Engagement with Constituted bodies
- Strengthening evidence of effectiveness of gender interventions
 - Synthesis of benefits of gender action
 - Quantitative and Qualitative data
 - Research dialogue /engagement with research community and implementing entities
 - Identifying sectors that are performing well/lagging behind in terms of the evidence base
- Knowledge exchange on lessons learned in terms of reporting, strengthening and guidance

II- POLITICAL DIALOGUE

Bearing in mind the need for the enhancement and effective mainstreaming of a gender responsive approach both within the guidance and the work of the Convention and the Paris Agreement, and in national policies and programmes, three questions were made to all participants to reflect on the importance of gender in climate action:

- *What are the main advantages of extending the period of implementation of the Gender Action Plan in terms of programming and implementation?*
- *What actions under the priority areas will be essential to achieve a relevant and transformative Gender Action Plan?*
- *How can the review of the LWP and the new GAP identify further activities under the Convention and the Paris Agreement to provide further guidance on how Parties should mainstream gender responsiveness into their national policies and programmes?*

The political dialogue was chaired by Ms. Lorena Aguilar, Vice-Minister of Foreign Affairs of Costa Rica, who highlighted the mandate given to review Lima Work Program and work on a new Gender Action Plan during COP25. In this regard, it was informed that according to the in-coming Presidency, Chile, a Workshop on Gender will take place during November 28 and 30.

During the debate, there was a strong support and recognition to the host for including gender as part of the political dialogues in the PreCOP and the unique opportunity given, to advance this important issue in the climate agenda. Countries conveyed their appreciation for the Lima Gender Work Program in Gender (LWP) and its Gender Action Plan and their contribution to advancing gender-responsive climate actions.

There was a general agreement on the need to extend the mandate of the LWP and the Gender Action Plan for a period of five years. Also, a call to support national-level implementation and move

forward to the implementation phase of the Paris Agreement was highlighted by most of the countries. Interventions included the support to a more comprehensive and inclusive climate agenda, integrating gender, human rights, indigenous people's needs and social elements in climate action. Furthermore, parties emphasized the key importance of finance, technology, capacity building, health prevention (through the elimination of fossil fuel subsidies), advances in gender equality in national delegations, the role of private sector, as well as to ensure coherence in implementation.

ANNEX 1

PRE-COP Workshop

Inputs for dialogue Lima Work Programme on Gender and its Gender Action Plan under the UNFCCC

Recognizing climate change can have different impacts on women and men, girls and boys, and that women and girls are particularly vulnerable. Women are also powerful agents of change, particularly given that their livelihoods often depend on sectors where the impacts are felt more acutely, such as agriculture, forestry, and water. The Parties support inclusive and gender-responsive climate policies and programs, which recognize that women's and girls' full and meaningful participation are critical to an effective global response.

Welcoming that the Lima Work Programme on Gender (LWPG) and its Gender Action Plan (GAP) have helped to drive significant progress to highlight gender equality in the UNFCCC. There is a valuable role for the LWPG and GAP to continue to guide the work of the UNFCCC and its Parties by articulating the rationale, evidence for, and benefits of gender-responsive climate action and setting out practical, concrete activities to advance this work in the UNFCCC context. The GAP has proven valuable in communicating the importance of gender-responsive climate action across the UNFCCC, particularly through its focus on coherence.

Noting that the GAP adopted at COP 23 demonstrated significant progress in outlining relevant priorities for gender and climate issues in the UNFCCC and established a practical and achievable work plan. Significant steps have been taken to advance this work, but there is still more to be done. The negotiating phase has advanced and significant milestones have been reached; now more emphasis is needed on the implementation phase and activities of the GAP should reflect this focus.

Acknowledging that women remain under-represented in climate-related decision making at all levels. The Secretariat's most recent gender composition report (FCCC/CP/2018/3) shows women made up only 37 percent of delegates at COP23 and 24 percent of Heads of Delegation. These figures have not improved significantly in recent years. The Parties welcome the continued regular sharing of information on the gender composition of UNFCCC bodies and the information that Parties may provide on a voluntary basis regarding gender balance in national delegations, including heads of delegations, as adopted in 23/CP.18. This monitoring and reporting provide helpful information on efforts to promote gender balance across UNFCCC work.

I. LIMA WORK PROGRAMME

The Parties view the LWPG and its GAP as complementary. While the LWPG sets out the broad rationale, evidence for, and benefits of gender-responsive action, the GAP operationalizes and guides this work into a concrete plan in the context of the UNFCCC's work. The Parties believe an enhanced GAP should build on experience with the existing plan, especially aspects that have been particularly effective, and should remain closely linked with the LWPG.

The work programme should reflect 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.

In order to best serve a more action-oriented structure, the Lima Work Programme and the gender action plan should be considered as one broad agenda, which aims to set objectives, targets and timelines, and which contains an action plan that works to achieve these objectives. As an outcome of COP 25, the decision on the LWPG decision will include an annexed GAP.

An enhanced GAP should be extended to five years to enable a longer time for implementation, in turn supporting a more strategic approach to achieving objectives set out in the LWPG (in line with the NDC review process, as well as a mid-term stocktaking process), with a mid-term review during the third year to assess progress in implementation and to update if necessary.

II. STRUCTURE

For transparency and to facilitate monitoring and reporting, the GAP structure below is proposed:

Activities	Timeline	Responsible Actors	Level of Implementation	Deliverables
		<i>Specify: global, regional, national</i>	<i>Specify: global, regional, national</i>	

III. PRIORITY AREAS AND ACTIVITIES SUGGESTED

A. PRIORITY AREA: KNOWLEDGE MANAGEMENT¹ AND COMMUNICATION/ KNOWLEDGE-BUILDING AND KNOWLEDGE MANAGEMENT

- Request the Secretariat to develop and conduct a communication strategy by SBI 54 that could take into consideration the following elements:
 - Addressing barriers to reaching women, e.g., internet access and language

¹ Knowledge management understood as the process of creating, sharing, using and managing the knowledge

- Employing new communication tools like blogs
 - Finding solutions to effectively communicating on the GAP
 - Campaign to address the private sector
 - Intensify online knowledge-sharing and learning
- Request the Secretariat to hold a specific dialogue under the SBI focused on gender considerations in the context of technology development and transfer, just transition and decent work, and economic diversification.
 - Request the Secretariat, in collaboration with Parties, UN agencies, relevant and observer organizations to hold a workshop to advance coherence/harmonization between the gender considerations and action plans of the Paris Agreement, Agenda 2030, the Rio Conventions on climate change, biodiversity and desertification, the Sendai Framework and the Beijing Platform for Action.
 - Incite Parties, relevant and observer organizations to share best practices in, and challenges to, creating policies and programs that help enable women to secure jobs in their local economies given ongoing energy and environmental transitions, particularly as it pertains to industries more vulnerable to the effects of climate change.
 - Invite the IPCC to establish a Gender Committee & Gender Policy, including consideration of gender balance and gender-related issues in selecting authors, review editors, expert meeting participants, and reviewers
 - Invite the IPCC to produce a comprehensive report on gender and climate change by 2021.
 - Invite Parties, relevant and observer organizations to make a submission that could support the development of the IPCC comprehensive report on gender and climate change by December 2020. Possible elements of the submission: information on the differentiated impacts of climate change on women and men, and the role of women as agents of change on climate change.
 - Request UN-Women, in alliance with Parties and non-party organizations, to develop a community of practice and expertise-knowledge hubs (i.e., transport, renewables, REDD+, landscape restoration, urbanism) to provide technical advice, advance the capacity of Parties to accelerate gender-responsive efforts of initiatives, programs, and projects at the national level, and feed into the development of methodologies, tools, guidance for gender-responsive climate policies and actions and to measure the cost and benefit of such policies and actions.

B. PRIORITY AREA: CAPACITY BUILDING

- 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.
- Request the Secretariat to strengthen the National Gender & Climate Change Focal Points (NGCCFP) network through specific capacity building, knowledge-exchange, and networking opportunities.
- Invite the Secretariat, Parties, relevant and observer organizations to provide training and capacity-building for women delegates, including young women, to build their leadership and negotiations skills;
- Invite Parties, United Nations entities and relevant organizations to enhance the capacity of Parties and stakeholders to develop gender-responsive policies, plans, and programs on adaptation, mitigation, capacity-building, technology, and finance, through the use of such mechanisms as workshops, technical assistance, etc., amongst others.
- Invite Parties, relevant and observer organizations to provide capacity-building of government officials in the generation, development and dissemination of gender indicators, methodologies, tools, and gender-responsive budgets.
- Invite the Facilitative Working Group (FWG) of the Local Communities and Indigenous Peoples Platform (LCIPP), to the extent consistent with its work program and within existing resources, to build capacity for the engagement of indigenous women and women from local communities into the UNFCCC process.

C. PRIORITY AREA: GENDER BALANCE, PARTICIPATION AND WOMEN'S LEADERSHIP

- Request the Executive Secretary of the UNFCCC to establish a directive to support the Secretariat's participation in panels that respect gender parity and restrain the participation of the Secretariat in all-male panels.
- Request the Secretariat to create an online "Roster of Experts" on gender and climate change issues for the UNFCCC website or add "gender" as a thematic area to the current roster of experts.
- Call upon the Secretariat to conduct an in-session workshop on SBI 53 to:
 - Clarify the role of the gender focal points at national level, in the constituted bodies and in the Secretariat and ways and means in which they should engage with one another

- (i.e. knowledge sharing, monitoring, reporting and training of trainers to enhance the implementation of the GAP at the national level);
- Define an outreach strategy with Parties to confirm the designation of gender and climate change focal points at the national level;
 - Prepare a report and timetable for the execution of recommendations from the workshop; and
 - Request parties to present submissions.
- Request the constituted bodies to appoint a gender focal point.
 - Invite Party and non-Party stakeholders to support travel funds through voluntary contributions to enhance the participation of women delegates from developing countries, ensuring clarity and transparency on the mechanism on how travel funds select participants, by:
 - Institutionalizing travel funds for women delegates through set quotas on the UNFCCC travel fund
 - Assigning resources directly to national or regional organizations from developing countries
 - Invite Parties to ensure the full, equal, and meaningful participation of women from all backgrounds, stakeholders from all levels of society, in national consultations on their NDC implementation and review.
 - Invite Parties to commit to gender balance in co-leadership or rotating leadership positions and among speakers when constituting panels.
 - Invite Parties to further support and develop the technical expertise of women in their institutions, including through the establishment of participation quotas in national trainings.

D. PRIORITY AREA: MEANS OF IMPLEMENTATION

- Request the Secretariat to conduct an in-session workshop at SBI 52 to exchange information on lessons learned by Parties that integrated gender in their first NDCs (results, impacts achieved, main challenges, among others), as well as the actions that Parties are taking to mainstream gender into their NDC revisions. Secretariat to prepare a synthesis report on guidance and tools for Parties (from the workshop).
- Request the Secretariat to hold an in-session dialogue on SBI 55 on the implementation of gender budgeting, focusing on sharing experiences and innovative approaches in order to understand the impacts such measures have on countries' climate policies and programs.

Secretariat to prepare a synthesis report on guidance and tools for Parties (from the workshop).

- Invite Parties, donors and observers to commit and support the SG's Climate Action Summit initiative: on climate actions that contribute to gender equality and the empowerment of women and girls by:
 - Adopting and implementing gender-responsive climate change action plans, policies or strategies.
 - Promoting and enhancing innovative tools that demonstrate and measure the transformative power of women's and girls' leadership in modifying patterns of consumption to reduce carbon emissions.
 - Fostering women's and girls' full participation and leadership in mitigation and adaptation measures, including in science, technology, research, and development.
 - Tracking progress by including in their regular reporting to UN bodies and other related fora: i) efforts, actions, initiatives supporting the implementation of gender-responsive climate policies and programs; ii) percentage of climate-related programs that incorporate gender considerations;
- Invite Party and non-Party stakeholders to support the development of gender-responsive national plans and reports including NDCs, Adaptation Communications, National Adaptation Plans, Technology Needs Assessment, reports to various finance mechanisms, among others;
- Invite Parties to facilitate regular coordination among national gender equality mechanisms, women's organizations and climate change departments/bodies at the national level
- Encourage 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).
- Urge United Nations entities and related bodies to support gender-responsive implementation in their respective climate and/or environmental programmes and activities;
- Request the Global Environment Facility (GEF) and the Green Climate Fund (GCF), as operating entities of the financial mechanism, to:
 - Develop simplified procedures to facilitate direct access to climate finance for grassroots women organizations and indigenous and local communities (e.g., national and sub-nation small grants facilities under Enhanced Direct Access);

- Institute the rule of subsidiarity (i.e., implementation at the most local level possible) to strengthen the role of local and indigenous women's and indigenous peoples' groups and local communities to serve as executing entities for on-the-ground project/program implementation in partnership with accredited implementing entities;
 - Encouraging climate finance providers to improve tracking and reporting on gender-related aspects of climate finance, impact measuring and mainstreaming (Katowice mandate: Decision 3/CMA.1, FCCC/PA/CMA/2018/3/Add.1, p. 27);
 - Inviting the Standing Committee on Finance to host a dialogue on the implementation of its commitment to integrate gender considerations into its work, emphasizing the relevance of gender-responsive access to finance in the implementation of climate action (from GAP 1.0, not implemented).
- Urge implementing entities/financial service providers (including multilateral, regional development banks, climate funds, bilateral development agencies, national banks, cooperatives, local government/cities coalitions, philanthropic organizations, private sector) to strengthen access to climate finance for women's groups/organizations and gender-responsive projects including by:
 - Committing to dedicate specific funds for mitigation and adaptation initiatives led by women and women's organizations and networks;
 - Providing technical support to local, grassroots and indigenous communities to access finance and/or streamline procedures and processes to be inclusive of all beneficiaries, in particular, women's groups and community organizations;
 - Tracking and assessing the impact of climate finance on the enhancement of women's lives through gender-responsive climate projects/programmes;
 - Adopting measures that encourage the contribution and participation of women, as stakeholders and beneficiaries, in national mechanisms for coordination and allocation of funding, and throughout the funding cycle - from design to implementation, and to monitoring and evaluation, including through a particular focus on participatory monitoring approaches.
 - Request the Technology Executive Committee to mainstream gender equality in the operationalization of Article 10, including through activities to:
 - Identify up-scalable and replicable projects with gender responsive technology integration, including from good and best practices (such as award schemes) of grassroots women's climate projects, in cooperation with CTCN, the Women and Gender Constituency and other relevant stakeholders.
 - Facilitate the implementation of a collaborative technology transfer scheme between developed and developing countries, that consistently ensures that implementers - and the technical assistance provided to them - are gender-responsive.

- Develop a policy brief on gender and technologies, serving the two previous recommendations.
- In cooperation with UNEP-DTU Partnership and CTCN, provide trainings to relevant stakeholders and parties on how to conduct gender-responsive Technology Needs Assessments as well as to encourage and support local or national technical training programs on technology targeted at women and women's groups.

E. PRIORITY AREA: MONITORING AND REPORTING

- Request the Secretariat to report biannually on the implementation of the GAP, including on the use and management of financial resources managed by the Secretariat for the Lima Work Programme and the Gender Action Plan.
- Request the UNFCCC Secretariat to include requirements for reporting on progress in gender mainstreaming into the reporting guidelines to the UNFCCC (such as the guidelines on the National Communication, Nationally Determined Contributions, Biennial Update Reports and other reports);
- Request the Secretariat to keep track and produce a synthesis report (at the end of 2020 and updated every year) on Parties that have produced gender-responsive climate change action plans, policies or strategies and keep track and analyzed the primary regular reporting by Parties to UN bodies and other related fora in relation to efforts, actions, initiatives supporting the implementation of gender-responsive climate policies and actions.
- Request the Constituted Bodies to report yearly on implementation of gender mandates and request the Secretariat to prepare a synthesis report on this.
- Request GCF and GEF to report to the COP on: how gender-responsive considerations have been mainstreamed in the projects related to the implementation of NDCs; the percentage of climate-related programs submitted to climate finance mechanisms that incorporate gender considerations; and the impact of climate finance on the enhancement of women's lives.
- Invite Parties to collect and evaluate sex-disaggregated data on the impact of the phasing out of and redirection of fossil fuel subsidies through country to country peer reviews. Peer reviews are an effective tool to measure and evaluate gender-responsive climate action.

ANNEX 2

- Implementation of the Lima work programme on gender and its gender action plan. Report by the secretariat. Executive summary:
<https://unfccc.int/documents/200637>
- Informal note by the co-facilitators. Gender and climate change. SBI50:
https://unfccc.int/sites/default/files/resource/SBI50.IN_i16_1.pdf