



# International gender commitments to national action

Integrating gender in climate change policies and processes

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## INTRODUCTION

The international community has increasingly signalled a commitment to address gender issues in the global climate change negotiations, and in national-level implementation of climate action. This policy brief explores how this commitment has been put into practice, and identifies key challenges that still remain.

## LIMA WORK PROGRAMME AND ITS GENDER ACTION PLAN

At the international level, gender-related elements have been integrated into the 2015 [Paris Agreement](#) and in multiple decisions of the UN Framework Convention on Climate Change (UNFCCC) – including the 2014 [Lima Work Programme on Gender](#) (LWP) and its [extension](#) in 2016; the 2017 [Gender Action Plan](#) (GAP); and the [Enhanced LWP and GAP](#) in 2019. (For a detailed history of the negotiations on gender under the UNFCCC, see the [Pocket Guide to Gender Equality under the UNFCCC](#)).

The first phase of implementing the LWP and GAP was reviewed in 2019 at COP25 in Madrid, leading to the adoption of the Enhanced LWP and GAP for the 2020-2024 period. The Enhanced LWP and GAP establishes systems and processes for knowledge exchange and capacity building for implementation; and outlines the continued need for mainstreaming gender across “*all relevant targets and goals in activities under the Convention*” to increase effectiveness, fairness, and sustainability.<sup>1</sup>

The LWP and GAP provide the UNFCCC Secretariat with a platform to monitor and track progress on gender; and provide Parties to the UNFCCC guidance on setting up initial instruments, mechanisms, and tools to increase women’s empowerment and gender equality in the implementation of climate action. This includes action to plan and implement their commitments under the Paris Agreement, through Nationally Determined Contributions (NDCs), National Adaptation Plans (NAPs), National Communications, and also broader national sustainable development plans and processes. The contexts and capacities of these Parties vary, however, resulting in diverse approaches to implementation and varied progress. A key limitation for many countries appears to be the lack of resources and support to translate international commitments to national level implementation.

The Enhanced LWP recognises that climate change impacts on women and men can often differ owing to historical and current gender inequalities and multidimensional factors, and can be more pronounced in developing countries and for local communities and indigenous peoples. This establishes the foundation for gender responsive climate action that is context specific, and based on a recognition that certain populations are more disadvantaged. The LWP further encourages Parties to:

- Appoint and provide support for National Gender and Climate Change Focal Points (NGCCFPs) for climate negotiations, implementation, and monitoring.
- Submit information on efforts and steps taken to implement the Enhanced LWP and its GAP in their national reporting under the UNFCCC process.
- Provide support for developing country Parties to address gender-related action under the Convention and the Paris Agreement, including in relation to the GAP.
- Engage in the implementation of the gender-related activities within the GAP.

The LWP also encourages the UNFCCC secretariat to continue its gender-related functions, including, among others:

- Preparing an annual gender composition report and a biennial synthesis report on progress in integrating a gender perspective into constituted body processes.
- Providing capacity building support to constituted bodies and secretariat staff in integrating a gender

perspective into their respective areas of work.

- Facilitating support for building and strengthening the skills and capacities of NGCCFPs.
- Enhancing communication and information-sharing through existing UNFCCC web-based resources and communication activities.

The enhanced GAP, annexed to the LWP, retains the five priority action areas of the initial GAP:

- **Capacity-building, knowledge management, and communication** to enhance the systematic integration of gender considerations into climate policy and action.
- **Gender balance, participation, and women's leadership** in the UNFCCC process.
- **Coherence**, to strengthen the integration of gender considerations within the work of UNFCCC constituted bodies, the secretariat, and other UN entities and stakeholders.
- **Gender-responsive implementation and means of implementation**, 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.
- **Monitoring and reporting**, to improve tracking of the implementation of, and reporting on, gender-related mandates under the LWP and its GAP.

Tables are included in the GAP for each of these areas, listing specific activities; assigning lead responsibilities (to Parties, organisations, the research community, the secretariat etc.); specifying a timeline; identifying deliverables and outputs; and indicating the level for implementation (national, regional, international etc). For instance, Parties are expected to take the lead (with relevant organisations) in strengthening capacity building efforts to mainstream gender in formulating, implementing, monitoring, and reviewing national climate change policies, plans, strategies and action, including NDCs, NAPs, and National Communications. The timeline for this activity (A.1 in the tables) is ongoing, until COP30 in 2024. The deliverable is “*implementation of capacity-building for developing gender-responsive climate change policy*”; and the level of implementation is identified as regional and national.

In another example, activity A.2 calls on the UNFCCC secretariat to take the lead on discussing and clarifying the role and the work of NGCCFPs, including through providing capacity building, tools and resources, sharing experiences and best practices, workshops, knowledge exchange, peer-to-peer learning, mentoring, and coaching. The deliverable for this activity is a in-session workshop at the 52nd meeting of the UNFCCC Subsidiary Bodies in 2020, to come up with recommendations on the role of the NGCCFPs. The level of implementation is identified as international. Other activities assigned to Parties include:

- Initiatives for capacity building in leadership, negotiation, and facilitation of negotiation for women delegates (B.1); and the promotion of travel funds to support the equal participation of women in national delegations to UNFCCC sessions.
- Engaging women's groups, gender institutions, local communities, and Indigenous Peoples in climate processes and initiatives as stakeholders, knowledge-holders, and decision-makers (D.5).
- Sharing experiences on, and supporting, capacity building on gender-responsive budgeting (D.1).
- Enhancing information, data collection, and analysis (A.3, D.4, and D.7), to strengthen the understanding of gender-differentiated issues, impacts, and opportunities (A.4, D.4).
- Exchanging information, lessons learned, and solutions (D.2, D.3, D.6), and building coordination with national plans and UN entities and processes, particularly the [2030 Agenda for Sustainable Development](#) (C.3).
- Using this information to mainstream gender in climate policy, action, and budgets (A.1, D.1), and contribute to the capacity of diverse actors and stakeholders to fully and effectively participate in processes (B.1 and B.3).
- Varied and innovative means for communicating and building capacity are encouraged for different stakeholders and the public (A.5).

## NATIONAL APPROACHES TO IMPLEMENTATION

Over the past five years, countries have focused on building their capacity, structures, and strategies to finalise their first round of NDCs and prepare for their implementation. They have started mainstreaming gender in national climate change planning and programming, including NDC-related processes. Countries vary in the extent to which they have included gender in their NDCs – some identify capacity gaps and needs to ensure a gender-responsive approach. The following examples highlight entry points for integrating gender into NDCs (and climate plans and measures more broadly) in support of UNFCCC goals.

### **Albania: National Communications as an entry point**

Albania did not include any reference to women or gender in its initial NDC, submitted in September 2016, but took initial steps to address gender and climate change linkages shortly thereafter. The country used the UN Development Programme's (UNDP) *Gender Responsive National Communications Toolkit* to develop guidelines for mainstreaming gender in climate change, and reported on this action in its *third National Communication* to the UNFCCC in 2016. These national guidelines were developed through a consultative process with diverse stakeholders, which culminated in a workshop that identified key challenges to mainstream gender, including the lack of: adequate disaggregated data; awareness of gender issues across climate sectors; capacity; and resources. The process took into account different perspectives and knowledge, and noted preliminary successes, lessons learned, and next steps to enhance work on gender-related policy and practice in Albania.

The third National Communication of Albania also highlights the involvement of representatives from the Ministry of Tourism and Environment in inter-ministerial committees for drafting the *National Strategy and Action Plan on Gender Equality 2016-2020*, and the *National Review for implementation of the Beijing Platform for Action (Beijing +25)*. This was a stepping-stone to further coordination and collaboration between the Ministry of Tourism and Environment and the Ministry for Social Welfare and Youth, which is the lead authority on gender equality in Albania.<sup>2</sup>

In 2019, Albania drafted an action plan to integrate gender equality in climate change policies and plans.<sup>3</sup> In addition, the Ministry of Tourism and Environment is working on the country's fourth National Communication, which will include gender elements like its predecessor. A small budget has been allocated for the 2019-2021 period as part of the project with UNDP to prepare the fourth National Communication, to: strengthen the capacities of institutions on gender and climate; identify groups, institutions, government bodies, and non-government organisations (NGOs) that will be affected by climate change; train gender focal points on climate change; and identify gender inequalities created by climate change in the particularly vulnerable Vjosa river basin.

Albania has also undertaken a study on *Gender differences and civic participation of local communities on environmental information* with help from UNDP, highlighting women and men's respective roles in decision-making related to the environment at household and community levels.<sup>4</sup> In addition, the country has appointed a NGCCFP from the Ministry of Tourism and Environment.<sup>5</sup>

### **Cambodia: Scaling up success**

Cambodia has shown how gender-responsive actions within a project can be systematically scaled up into sub-national and national planning processes.

In 2009, Cambodia received support from the Least Developed Country Fund (LDCF) for a project on *Promoting Climate-Resilient Water Management and Agricultural Practices in Rural Cambodia*, based on the priority areas identified in its 2006 *National Adaptation Programme of Action (NAPA)*. In 2011, the project

received further assistance from a project on “Engendering UNDP Cambodia’s Environment and Energy (E&E) Portfolio” – a joint initiative by UNDP Cambodia, the UNDP Asia-Pacific Regional Centre (APRC), and ENERGIA. The initiative supported: reviews of the LDCF project document for the identification of specific gender concerns and gender mainstreaming entry points; capacity building workshops for project staff on the concepts of gender, gender mainstreaming, and the linkages between gender, energy and environment; and the preparation of gender action plans, including by identifying gender goals, activities to achieve them, and a monitoring and evaluation plan to track progress.<sup>6</sup> Rapid Gender Assessments (RGAs) were conducted to fill the gaps in the previously conducted Vulnerability Reduction Assessments (VRAs), which did not include gender.

As a result of the intervention, the project went on to train women in activities such as volunteering for early warning systems; irrigation maintenance and management; the use of new technologies such as solar pumps; and home gardening, to generate extra income. Once the results from the project were visible, the lessons and approaches were scaled up to local- and national-level policy planning, through capacity building of 1,489 local authorities and villagers; and involving local government staff in conducting VRAs/RGAs. This played a significant role in mainstreaming gender at district and provincial levels, resulting in horizontal scaling up of the RGA methodologies to other communes, and to the five-year Provincial Development Plans and three-year Provincial and District Investment Programmes in provinces.

Subsequently, the learning from this pilot project was vertically scaled up to the national level, and used for developing procedures and guidelines for mainstreaming climate change into sub-national planning, by the National Committee for Democratic Development and the Ministry of Planning. In addition, the lessons were integrated into the Climate Change Action Plan (CCAP) of the Ministry of Agriculture, Forestry and Fisheries – one of nine sectoral plans under the 2014-2023 [Cambodia Climate Change Strategic Plan \(CCCSP\)](#). This strategic plan will be used by Cambodia to implement its intended NDC. Gender is also a consideration in the CCAPs of other sectors, including the Ministry of Environment.

The Ministry of Women’s Affairs (MoWA), which was also engaged in the development of other sectoral CCAPs, developed a *Strategic Plan on Gender, Climate Change, Green Growth, and Disaster Risk Management* as its CCAP. This has been integrated into the CCCSP and its implementation budget. The Gender Mainstreaming Action Groups previously established by MoWA as a mechanism for cross-sectoral integration and gender-budgeting is integral to the allocation of budgets to gender and climate action items.<sup>7</sup> MoWA had also incorporated climate change into the national *Five-year Strategic Plan for Gender Equality and Women’s Empowerment 2014–2018*, and established a Gender and Climate Change Committee to oversee work on institutional strengthening, capacity building, and mainstreaming of gender across sectors, services, and plans. The Gender and Climate Change Committee, meanwhile, in collaboration with the Ministry of Environment and its Department of Climate Change, has developed an enhanced 2013-2023 *Gender and Climate Change Strategic Plan* featuring gender analysis on existing vulnerabilities and inequities, as well as opportunities, particularly in green growth development.<sup>8</sup>

### **Cote d’Ivoire: Building evidence and political will**

Growing political will within Cote d’Ivoire to mainstream gender across climate change actions has attracted international and regional support for policy, planning, and implementation of activities. Cote d’Ivoire’s [intended NDC](#) takes gender into account in mitigation and adaptation related sectors, recognising women as beneficiaries and stakeholders, and presenting contextual information on the specific vulnerabilities of women in these sectors.<sup>9</sup>

Following the development of the NDC, an inter-ministerial committee was set up for planning and NDC implementation, with representation from the Ministry of Solidarity, Family, Women and Children, which is in-charge of gender issues. In 2016, the country developed a roadmap for climate commitments and actions, including the need to identify specific gender-responsive actions. As a result, the NAP Global Network supported work on the integration of gender into Cote d'Ivoire's NAP process, initiated in 2016; and funds from the UNDP NDC Support Programme were used for an analysis of the state of mainstreaming gender in climate change policies and programmes, largely focused on mitigation, to inform the development of a National Strategy on Gender and Climate Change, set to be validated in 2020. The Strategy highlights the links between gender and climate change for key stakeholders, along with gaps and challenges, with evidence proposing guidance toward the national strategy.<sup>10</sup> Cote d'Ivoire was also part of the Economic Community of West African States (ECOWAS) programme for gender mainstreaming in energy access.

This work on gender at the national level coincided with Cote d'Ivoire's efforts to access funds from the Green Climate Fund's (GCF) Readiness Programme, to develop a NAP. In 2017, as part of readiness support from GCF, the country received support for a communication and gender sub-unit within the project management unit, to integrate gender in all its activities.<sup>11</sup>

Cote d'Ivoire has continuously demonstrated political will and commitment to integrate gender in climate change activities – for instance, by using general support programme funds for a gender analysis, despite not receiving dedicated gender support from the NDC Support Programme. The NGCCFP and NDC Partnership Focal Point in the National Climate Change Programme have worked to ensure the participation of the Ministry of Solidarity, Family, Women and Children in the National Climate Change Programme, and to set up a gender unit within this Programme. These arrangements aim to enhance coherence and integration between climate change action and efforts to implement the Sustainable Development Goals (SDGs), and provide capacity building opportunities to support gender-responsive implementation of the NDC.

### **Ireland: Support for gender-just climate action at home and abroad**

Ireland has been a leader in celebrating and promoting women's rights and empowerment to enhance gender equality. The country has provided support through international financial institutions and bilateral aid, particularly to promote women's participation and leadership, and are increasing domestic efforts to support inclusive and equitable policies and programmes in Ireland. The linkages between gender and climate change enabled through Ireland's support were highlighted in a 2018 government policy brief on *Women as agents of change: Towards a climate and gender justice approach*.<sup>12</sup> In February 2019, the government launched *A better world: Ireland's new policy for international development*, which identifies gender equality as one of four policy priorities for Ireland's development funding, in addition to climate action, reducing humanitarian need, and strengthening governance.

Climate change and the transition to a low-carbon economy are also central tenets in Ireland's enterprise and future jobs strategies, which make it a priority to ensure that women realise their full potential as the economy transitions.<sup>13</sup> The Sustainable Energy Authority of Ireland (SEAI) is an organisation that is actively addressing gender equality across its programmes, and working to enhance women's leadership through networking and capacity building. Following on the best practices of the Science Foundation Ireland, SEAI has established and supports an active *Women in Energy Network* aimed at generating discussion on both women's participation and SEAI's role in increasing how organisations should consider and address gender inequality issues.

Additionally, Ireland's first statutory *National Adaptation Framework* recognises the need for a gender-responsive approach, as outlined under UNFCCC Article 7, though this nascent framework has yet to include reporting on progress.<sup>14</sup>



## **Mexico: Integrating gender in planning and national budgeting**

Mexico has played a visible role in promoting gender-responsive climate action under the UNFCCC, and has been a leader in domestic action on gender and climate change. The country has multiple reinforcing systems to enhance gender equality in national climate change planning, institutional development, and policies, including through gender-responsive budgeting.

A **General Climate Change Law** was approved in 2012 as the guiding instrument for national policy on environmental protection, sustainable development, and the preservation and conservation of ecosystems. A supportive institutional structure was also established, including a **National System for Climate Change** (NCCS), which includes an Inter-ministerial Commission on Climate Change (with 13 federal ministries), and National Institute for Ecology and Climate Change at the federal level. The Federal Congress (which includes the Senate and the Chamber of Deputies) is part of the NCCS to coordinate action at the sub-national level, with the States and national associations of municipal officials. Finally, a Climate Change Council was created to advise the government.

At the policy level, a **National Climate Change Strategy: 10-20-30 Vision**, the more immediate **Programa Especial de Cambio Climático** (PECC), and state and municipal programmes were aligned, and Mexico is now considering medium- and long-term provisions (ten, twenty, and forty years). Both, the National Climate Change Strategy and PECC include consideration of intersectional gender dimensions in the design and implementation of climate policies and programmes.<sup>15</sup>

In addition, Mexico's national annual budget has seven priority agendas, including gender equality and climate change. Funds are earmarked for gender equality, and the gender equality agenda is tracked through tools that categorise programmes into one of three gender equality goals (eradicating discrimination against women, ending violence against women, and achieving gender equality), and consider the expenditure on women and men by different government institutions. While the climate change priority is currently tracked at the programme level (for both mitigation and adaptation), there are plans to align the climate and gender agendas through a gender mainstreaming approach, which involves a gender diagnostic tool to assess differences and inequalities and a sector-based gender analysis.<sup>16</sup> Finally, Mexico's **intended NDC** recognises human rights and gender equality as crosscutting elements for the entire national strategy.

## **Sudan: Aligning with the LWP and its GAP**

Sudanese women have been a driving force for gender considerations in climate change action at the national level. Sudan's intended **NDC** includes the intention to establish of women's cooperatives in the agricultural sector, and enhance the participation of women in adaptation, including through a development programme for rural women.<sup>17</sup> Gender sensitivity is also identified as a foundational principle in the country's **NAP**.<sup>18</sup> In addition, the High Consultative Committee for Implementation of the Paris Agreement (HCCIPA) includes a specific branch dedicated to capacity building and gender.

A workshop on gender and climate change in 2017 considered how to integrate gender into national policies and decision-making, ensure women's empowerment and equity, and promote gender-responsive climate policy and gender mainstreaming in the implementation of the UNFCCC. As a result of the workshop, a Gender and Climate Change Group (GCCG) was created to develop, with the NCCGFP, a three-year gender action plan through full and equal participation of diverse stakeholders, including women's organisations at the national and local level.<sup>19</sup> The action plan was subsequently developed to closely align with the priority areas of the LWP and its GAP.

## **Uruguay: Capacity building for cross-sectoral gender integration**

In Uruguay, capacity building has been a critical element for considerable progress in integrating gender in national climate planning and implementation processes. The country has developed strategic in-house training on gender mainstreaming in climate change for government officials.<sup>20</sup> Capacity building for officials through this training led to the creation of an ad hoc gender and climate change working group in the National Climate Change Response System.<sup>21</sup> This group advocated for, and made possible, gender mainstreaming across several ministries for climate policy instruments, including in the [National Climate Change Policy \(PNCC\)](#), [NAP Agriculture](#), and in the process for updating the initial NDC.

Uruguay has reported on specific tools developed to support these activities, including: a gender-sensitive NDC monitoring, reporting, and verification system; an initial gender analysis of the national greenhouse gas inventory; and a disaster risk management system that integrates gender considerations. Following the use of these tools, 30 of the 96 emissions reduction activities planned for 2020-2025 are considered gender responsive.<sup>22</sup>

Uruguay has also integrated gender considerations into sectoral NAPs for cities and infrastructure, coastal adaptation, and agriculture. The [NAP Agriculture](#) programme supports a gender-responsive approach, including through a stakeholder capacity building workshop in 2017; and through ongoing research to strengthen the inclusion of gender dimensions in monitoring adaptation in the agriculture sector, particularly in rural areas. For instance, the results of a pilot study on closing the gender data gap, carried out across relevant ministries (including the Institute of Women's Affairs within the Ministry of Social Development) are being incorporated into local and national planning processes.<sup>23</sup>

In its submission on the LWP and GAP, Uruguay reported on projects implemented with support from the UNFCCC Financial Mechanism that incorporate a gender-responsive approach;<sup>24</sup> and on public education and communication efforts, such as a workshop on gender and climate-related emergencies and disasters for journalists and communicators.<sup>25</sup> Finally, the country's commitment extends to gender balance and leadership in the UNFCCC process – 60% of the delegation to the UNFCCC consists of women.<sup>26</sup> Uruguay has also appointed a NGCCFP.<sup>27</sup>

## **Vanuatu: Engaging across sectors through a robust gender framework**

A robust and engaged institutional framework for gender in Vanuatu has enabled integration of gender and climate change across sectors. The framework includes the [Department of Women's Affairs](#) within the Ministry of Justice and Community Services (MJCS); the Vanuatu National Council of Women, a women's umbrella organisation set up in 1980; and a National Women's Group that has been engaged as a key stakeholder in climate processes.

The broader policy framework for gender includes the 2015-2019 [National Gender Equality Policy](#), which recognises climate change as a continuing challenge and includes data on gender-differentiated roles and impacts.<sup>28</sup> The policy includes indicators for mainstreaming gender and ensuring that climate change and disaster risk reduction policies, projects, and governance mechanisms are gender responsive. In addition, in 2017, Vanuatu's Council of Ministers issued a call for five ministries to adopt gender-responsive planning and budgeting, including the Ministry of Climate Change.<sup>29</sup>

Vanuatu's climate policy framework includes:

- An initial NDC, submitted in 2015, which considers the differentiated impact of climate change on women, men, and youth.

- The [National Climate Change and Disaster Risk Reduction Policy 2016-2030](#)<sup>30</sup> and the [2018 National Policy on Climate Change and Disaster-Induced Displacement](#),<sup>31</sup> developed in consultation with the National Women’s Group. Both these policies include gender equity and responsiveness as crosscutting issues in their guiding principles, strategic actions, and sectoral-level interventions
- The [Vanuatu Agricultural Sector Policy 2015-2030](#), which includes equal opportunities in agriculture as a specific objective, and policy directives on mainstreaming gender and supporting women in all agricultural initiatives – including through the allocation of sufficient funds.<sup>32</sup>
- Vanuatu’s NAP process, which is underway – but next steps have already been identified for improving integration of gender.

The [Vanuatu National Vulnerability Assessment Framework \(VNAF\) – A Guide for Sustainable and Transparent Climate Resilience Investment Decisions](#) was developed in 2018 by the National Advisory Board on Climate Change and Disaster Risk Reduction, to enable the channelling of finance to people who live in places that are most vulnerable to climate change and disasters. The VNAF is designed to facilitate a more systematic collation and analysis of climate and disaster vulnerability data to effectively inform resilience decision making, and has a strong focus on gender and social equity.

As a country that is increasingly at risk of climate disasters, Vanuatu is moving beyond policy and planning, to ensure that key institutions and projects integrate a gender-responsive approach in climate and disaster risk reduction programmes. For instance, a [Markets for Change](#) project supported by UN Women included climate change and disaster risk reduction assessments in the markets covered by the project. “Market disaster preparedness and action plans” aligned with the National Disaster Plan were developed, and vendors and local authorities were trained in disaster risk reduction measures. The community-based [Disaster READY](#) project also strengthened leadership by women and girls in disaster planning, resilience, and response through participation in Community Disaster and Climate Change Committees, School Disaster Committees, and a [Women’s Weather Watch](#) programme.

Increasing women’s leadership in emergencies in local communities – targeting both host communities and emergency evacuees – has also been integrated in programmes, with a focus on confidence building and self-esteem; building an understanding of the humanitarian system and of different agencies providing support and how to access it; and response services for those experiencing gender-based violence.

## CAPACITY BUILDING EFFORTS AND RESOURCES

While action to enhance a gender-responsive approach is gaining traction at the national level, it needs to be complemented by targeted support from specialised institutions, particularly to enhance women’s capacity to hold governments accountable, support gender analysis and inclusive policy development, provide knowledge-sharing platforms, and emphasise the importance of women’s participation and engagement in decision-making at all levels. The following examples highlight such efforts, and include links to resources for readers to learn more, and potentially engage with these initiatives.

### ***Feminist Participatory Action Research (FPAR)***

FPAR is an [action research initiative](#) by the Asia Pacific Forum on Women, Law and Development (APWLD), which builds the capacity of women at the grassroots level in Asia to monitor their government’s implementation of NDCs – in particular of gender safeguards and efforts to ensure the meaningful engagement of women in decision-making processes related to climate change. The results of the monitoring will be shared in national, regional, and international forums in the lead up to the 2023 Global Stocktake, to

hold governments accountable for implementing the Paris Agreement. FPAR is currently being implemented in Nepal, Indonesia, Philippines, Pakistan, Kyrgyzstan, Vietnam, and Thailand.<sup>33</sup>

### **Gender Climate Tracker (GCT)**

The GCT App and web platform provide information on how countries are implementing gender-responsive climate policy.<sup>34</sup> They provide policymakers and advocates with easily accessible information related to the process and outcomes of the UNFCCC negotiations, from cataloguing every decision referencing gender, to revealing each Party's composition of men and women across the past 40 negotiation sessions, and displaying a gender analysis of each Party's NDC. Interactive components allow anyone to submit country-specific resources related to gender and climate action, from analyses to strategic plans, and reports of projects implemented to needs assessments. NGCCFPs are also provided a collaborative space to upload and share resources.

### **National Adaptation Plan (NAP) Global Network**

The NAP Global Network supports developing countries in their NAP processes, with gender as a key theme.<sup>35</sup> The Network provides support for, among other things, gender analysis, knowledge sharing, capacity building, tool development, and implementation of the enhanced GAP. See, for instance, the *Toolkit For a Gender Responsive Process to Formulate and Implement National Adaptation Plans (NAPs)*.

### **NAP-Ag Programme**

The NAP-Ag Programme of the Food and Agriculture Organization of the UN (FAO) has ramped up its activities to support mainstreaming of gender. With UNDP, NAP-Ag is collaborating with nine countries to build the capacity of key stakeholders and improve gender-related knowledge to enhance adaptation planning and implementation in the agriculture sector. See, for instance, *Training guide: Gender in adaptation planning for the agriculture sectors*.

### **NDC Partnership**

In 2018, the NDC Partnership commissioned a Gender Scoping Assessment to identify knowledge gaps, effective practices, knowledge resources, challenges, and opportunities to mainstream gender in NDC processes and revisions. In 2019, the Partnership adopted a NDC Partnership Gender Strategy.

### **NGCCFPs**

As part of the decision on gender and climate change at COP22, Parties were asked to designate NGCCFPs. Capacity building efforts, needs assessments webinars, and training sessions were facilitated by the UNFCCC secretariat and partner institutions to support appointed NGCCFPs. The Enhanced LWP and GAP encourages Parties and stakeholders to continue supporting focal points, and identify terms of reference based on context and capacity of each country for increased coherence and coordination among climate and gender instruments and systems. See *Capacity Building and Training Needs for NGCCFP* (available in multiples languages).

### **NDC Support Programme**

UNDP's NDC Support Programme has a specific thematic focus on gender, and is piloting the integration of gender-responsive measures into NDC planning and implementation in 17 countries, with nine countries receiving financial support: Bhutan, Chile, Colombia, Ecuador, Ghana, Kenya, Lebanon, the Philippines, Uganda, and Zambia. The programme collaborates with governments and engages existing national gender-related processes and mechanisms to integrate gender equality and climate change into NDC policy and planning. It encourages institutional coherence and supports capacity building, sector-specific gender analysis, the development of indicators, generation of gender-related data, and knowledge-sharing to improve reporting on gender. See *Gender and NDCs: Country Progress and Key Findings*.

## Women Delegates Fund (WDF)

The WDF aims to increase the representation of women on national delegations, particularly from Least Developed Countries (LDCs) and Small Island Developing States (SIDs), to the UNFCCC. Since 2009, the WDF has provided travel support to over 140 individuals to participate in 34 UNFCCC negotiating sessions. The Fund also sponsors a “Night School” to train delegates prior to each meeting. The Night School is open to any delegate attending the negotiations, and has trained approximately 500 individuals. In 2017, WDF started a multi-day workshop training programme that integrates leadership development with modules on negotiation skills and knowledge of the UNFCCC processes. Regional training workshops, with 15-20 participants each, have been delivered in the Caribbean, Asia, Francophone Africa, and the Pacific. See [Women’s Participation Statistics in Climate Diplomacy](#).

## Women and Gender Constituency

The Women and Gender Constituency (WGC) holds an annual contest, launched in 2015, to highlight [Gender Just Climate Solutions](#). The contest showcases small-scale, community-led projects that hold potential for replication and scaling-up. WGC works with the [Climate Technology Centre and Network \(CTCN\)](#) to provide technical support to the winners to seek funding to scale up. However, with more than 100 entries each year, and only €2,000 in prize money for each of the three winners, the gap between available funding and potential demand is growing more stark.

## UNFCCC Gender Team

The UNFCCC secretariat’s Gender Team [provides](#) tailored technical knowledge and capacity building on gender and climate change. Since the LWP first requested a senior gender focal point in 2014, the team has grown to three full-time staff. The review processes of the LWP and GAP were coordinated by the Gender Team, drawing from their synthesis and analyses of submissions. See [Gender and climate change: Progress on the implementation of the Lima Work Programme on Gender and its Gender Action Plan](#).

# GENDER AND FINANCE

As national governments ramp up their actions to integrate gender into their climate policies and programmes, finance for implementation will become even more critical. While on the one hand the existing sources of climate finance will need to become more gender-responsive, the amount of climate finance will also need to increase. The current annual financial flow amounts to US \$681 billion,<sup>36</sup> but a gap remains between available climate finance and what will be needed to implement NDCs.

The operating entities of the UNFCCC Financial Mechanism – including the Green Climate Fund (GCF) and Global Environment Facility (GEF) – and the Adaptation Fund have made substantial efforts to integrate gender considerations into fund programming guidelines and structures. At the policy level, the operating entities have developed and continue to refine gender integration policies, including time-bound gender action plans, and gender-related performance indicators. Still, mobilisation of financial resources toward robust implementation of these policies remains a challenge. The implementation of the LWP and GAP are also dependent on approved financial allocation in the secretariat budget.

A comprehensive measure for funds used specifically to enhance, mainstream, or implement gender activities does not exist. However, the funds available to the UNFCCC secretariat and other bodies for gender-related work indicates that this area is grossly under-funded. In 2018-2019, for instance, the secretariat received only US \$870,965 for “*strengthening gender mainstreaming in climate change action and the UNFCCC process*”

and the secretariat through coordination, collaboration, advocacy and capacity-building”.<sup>37</sup> And while the Standing Committee on Finance (SCF) was encouraged “to continue to enhance its efforts towards ensuring gender-responsiveness in implementing its workplan”,<sup>38</sup> there is no line item to support this work in the draft UNFCCC Programme Budget for 2020-2021.<sup>39</sup> The failure to explicitly detail the funding needed by the UNFCCC Gender Team to fulfil their responsibilities (including those included in the new five-year GAP), or for the SCF to act on its workplan, makes it impossible to track whether sufficient funds were made available to achieve these goals.

The funds provided for gender and climate change activities through bilateral aid are also inadequate. Just 3% of climate-related overseas development assistance (ODA) was aimed at gender equality as a principal objective in 2014, while it was a secondary objective for 28% of ODA.<sup>40</sup>

### **Green Climate Fund (GCF)**

Since 2015, the GCF requires its implementing entities to have their own gender policies or action plans, and proposals to the GCF have to include gender analysis. The GCF adopted an updated *Gender Policy and Action Plan 2020-2023* in 2019.<sup>41</sup> As of September 2017, 84% of GCF-approved funding proposals contained an initial gender assessment, and 67% included a project-level gender and social inclusion action plan.<sup>42</sup> As of spring 2020, 99 projects of the 124 approved by the GCF have a gender action plan on record on the GCF website.<sup>43</sup> The GCF and UN Women have also developed a training manual on *Mainstreaming Gender in GCF Projects* for National Designated Authorities (NDAs), national governments, and implementing entities.<sup>44</sup>

### **Global Environmental Facility (GEF)**

Although the GEF has made significant progress on gender issues, including through the adoption of an updated *Policy on Gender Equality* in 2017 and in the programming of the LDC Fund and Special Climate Change Fund, its potential for impact is limited by the limited financial resources available. The GEF replenishment for climate change over the 2018-2022 period is 30% lower than the previous replenishment for 2014-2018.<sup>45</sup>

The GEF’s most recent evaluation in 2017 found that 98% of the projects funded by the GEF across all its five focal areas (not only climate change) had a gender mainstreaming strategy – a significant increase from 58% before the initial gender strategy was adopted in 2011.<sup>46</sup> In the climate change focal area, however, it found that further clarity and guidance is needed on the existing gender policy, and strategies do not translate into gender-responsiveness – only 5% of projects demonstrated successful gender integration.<sup>47</sup>

Following the evaluation, the 2017 Policy on Gender Equality requires project proposals to include gender (or socioeconomic) analysis; articulation of gender-responsive measures; and gender-sensitive indicators.<sup>48</sup> The updating of GEF’s gender policy was facilitated by an Inter-Agency Working Group called the *GEF Gender Partnership*, with representatives from other UN Agencies, financial institutions such as the GCF, the Climate Investment Fund and the Adaptation Fund, secretariats of relevant multilateral environmental agreements, civil society organisations, the *GEF Indigenous Peoples Advisory Group*, and other key partners.<sup>49</sup> In 2019, Parties to the UNFCCC lauded GEF’s implementation of the new gender policy and approval of the gender implementation strategy.<sup>50</sup>

### **Adaptation Fund**

The Adaptation Fund served the Kyoto Protocol in the years following its inception in 2010, but will now also serve the Paris Agreement. It has been supportive of gender equality throughout its history, and adopted a *Gender Policy and Action Plan* in 2016, for the 2017-2019 period. The Fund also provided additional guidance to accredited entities in 2017 on how to improve the gender responsiveness of projects and programmes.<sup>51</sup>

The Adaptation Fund has a readiness programme with a **Technical Assistance Grant** for the Gender Policy, to support national implementing entities in building internal capacity.<sup>52</sup> Its *Medium Term Strategy 2018-2022* prominently highlights support for gender equality as part of the Fund's mission. The revision to the Adaptation Fund Project Performance Report template in 2019 requires reporting on gender equality at the inception, implementation, and final stages of projects.<sup>53</sup> The Fund has also conducted an **assessment** of its implementation of the *Gender Policy and Action Plan*, with a view to updating it in 2020.<sup>54</sup>

### **Coherence in the gender policies of the financial mechanism**

Efforts are being made to ensure coherence among the gender policies of the operating entities of the UNFCCC Financial Mechanism. The GCF and GEF collaborated closely on the development of their respective gender policies and updates, and drew on the experiences and gender indicators of other financial institutions. However, there is varying support for creating a baseline standard on gender across the funds, and thus the support for implementation of the policies and their principles vary.<sup>55</sup>

The SCF has called for case studies, examples, and evaluations of gender mainstreaming and impact measurement by climate finance providers in its preparations for the 2020 biennial assessment of climate finance.<sup>56</sup> This could contribute to further transparency and increased knowledge sharing.

## **RECOMMENDATIONS**

There is no single solution to integrating gender-responsive principles and approaches into climate planning, processes, policies, and practice. A broad, holistic, and collaborative approach, across institutions and (global, national, and community) governance levels, with meaningful engagement from all stakeholders, is essential. While the UNFCCC's GAP framework provides guidance on priority themes and actions, and this brief identifies a diverse array of approaches employed by countries and stakeholders, there are still significant gaps. Action should be ramped up and spread out to minimise business-as-usual practices, and avoid piecemeal, ineffective action.

There are broad elements for action that can be used as a foundation by all actors, including:

- **Commitment:** Political leaders and policy-makers from the highest level onwards should sign on and signal their commitment to gender-responsive climate action, while identifying feasible and strategic entry points.
- **Financing:** Securing, channelling, and tracking the effectiveness of dedicated finance for mainstreaming gender into climate change responses is essential, including by: ensuring that national and local budgets are gender-responsive; accessing finance available for this purpose from international and national sources; and promoting small grants and local climate projects especially aimed at achieving gender equality and mainstreaming.
- **Alignment, coordination, and engagement:** This can be achieved by establishing cross-sectoral and cross-level systems, mindful of gender balance; while systematically and consistently promoting inclusive, equitable, and participatory engagement for all stakeholders.
- **Capacity building and mainstreaming:** The capacity of all relevant actors and stakeholders for gender integration and facilitation of gender-responsive approaches will need to be continually developed, not just through sporadic training, but also through sustained and institutionalised processes.
- **Monitoring, evaluation, and reflection:** Data and evidence on gender and climate linkages, outcomes, benefits, and challenges will help to improve, sustain, and ramp up efforts, particularly when teamed with opportunities to revisit and revise existing efforts on the basis of monitoring and evaluation results.
- **Knowledge exchange:** The generation of knowledge and a wider base of evidence on gender and climate

linkages, relevant to specific contexts and sectors, and widespread access to this information through open channels for exchange will help to scale up, and improve the effectiveness of, efforts over time.

- **Regulation:** Multilateral, national, and local regulation is essential to ensure that gender considerations are respected by all actors, including the private sector and multinational corporations.
- **Comprehensive implementation:** A commitment to human rights, a just transition, and environmental integrity can also serve as entry points for sector-wide implementation.

In addition, specific actors can play specific roles, while respecting the diversity of their circumstances.

## **National governments**

A starting point for national governments can be to identify and map existing gender-related policies, processes, and practices; and women and gender-related groups and specialists, to engage, for instance, through a national roster of experts.

An urgent priority will be to ensure coherence in policy-making across all sectors. The process of ensuring coherence can be institutionalised through the creation of cross-sectoral committees or the nomination of focal points; or through other systems to ensure regular exchange of information between relevant sectors. Channels of communication will need to be open between climate-relevant sectors and the government agencies that are in charge of gender equality and follow up on gender-related multilateral processes such as the [Convention on the Elimination of All Forms of Discrimination Against Women \(CEDAW\)](#); [Beijing Platform for Action](#); [Commission on the Status of Women \(CSW\)](#); and other human rights instruments. Such channels can include planned interactions between these agencies – for instance, in 2018, the Government of Jamaica’s Climate Change Division, UN Women, and the National Adaptation Plan (NAP) Global Network organised a workshop on Integrating Gender Considerations in the National Adaptation Planning Process. Gender and climate change Focal Points from Jamaica, Saint Lucia, and Antigua and Barbuda also attended.

National governments also need to invest in gender-disaggregated data collection and gender analysis for the sectors that are included in their NDCs and NAPs. Elements such as age, geographical conditions etc. will also need to be included, for a more complete picture. For instance, WEDO worked with Environment and Climate Change Canada (a department of the Government of Canada) in 2018 to produce an initial [baseline gender review](#), focused on food security, human health, climate change attitudes and behaviours, and climate change-related employment and governance. The review identified areas where further data and research were needed, and where policymakers could begin consideration of gendered dimensions in planning.

National governments should facilitate regular training on gender and climate change, including for gender-related government agencies; all climate-related sectors; and non-government agencies and actors working on gender. For instance, the Climate Change Unit at the Ministry for Water and Environment in Uganda has developed a [short course](#) on gender and climate change in Uganda. It aims to promote an understanding of the causes of climate change and its impact on development and gender relations in Uganda, and to build local capacity to design and implement gender-responsive climate change policies, strategies, and programmes.

Finally, national governments should make it mandatory to engage gender and climate change experts in climate-related analysis, planning, implementation, and monitoring and evaluation.

## **Development partners and donors**

Development partners and donors can play a critical role by allocating specific funds to countries and implementing partners for advancing gender equality in NDCs, NAPs, and other climate-related processes. In particular, they can:



- Develop policies and mandates to advocate and ensure that specific funding is earmarked for a gender-responsive approach.
- Enhance engagement and collaborative efforts with leading institutions working on gender and climate change (including research institutions).
- Prioritise stocktaking of good practices and share lessons learned across sustainable development programming.

### **Financial Mechanism**

The UNFCCC Financial Mechanism and its operating entities should place gender equality front and centre of all activities, to ensure that gender considerations are taken into account in all the climate-related projects and programmes that they fund. In particular, they should adopt policies and guidelines to:

- Encourage climate finance providers to improve tracking and reporting on gender-related aspects of climate finance, impact measurement, and mainstreaming.
- Ensure integration of gender consideration in the preparation of, and in activities relating to, National Communications, NDCs, NAPs, Technology Needs Assessments, and the Capacity-building Initiative for Transparency.
- Increase coordination, at the national level, between their designated authorities and implementing partners to ensure gender integration.
- Work and collaborate with national gender agencies and experts, while recognising them as key stakeholders in climate-related activities.
- Recognise women's groups as experts in designing initiatives and in determining priorities, and ensure that they can receive funds directly.

### **UNFCCC secretariat**

The UNFCCC secretariat can continue to play a critical role in coordinating and engaging diverse groups to build capacity and a knowledge base on gender and climate change; and to facilitate learning, development of resources, and knowledge sharing. In addition, the secretariat can help build the capacity of NGCCFPs and national systems; and incentivise/increase reporting on women's participation and leadership in the UNFCCC and in constituted bodies.

### **International community**

The international community can advocate, and continue to raise awareness on, a feminist and gender-responsive approach to address the climate crisis. It can play an important role in information gathering and exchange and in knowledge creation, and help close gaps.

### **Women, feminist, and grassroots organisations**

Groups that are already working on gender at the national and community levels will have to be proactive in connecting with climate institutions and NGCCFPs to build partnerships and knowledge on the gender-climate nexus, and to become engaged in climate processes. They should also:

- Explore opportunities for engagement in climate project planning and implementation, beyond engagement in consultations.
- Seek out, engage, and build networks with civil society organisations working on the gender and climate nexus.

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