

WOMEN & GENDER CONSTITUENCY

Submission on the Paris Agreement's First Global Stocktake

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Title: Submissions of views from Parties and non-Party stakeholders on the elements for the consideration of outputs component in support of the global stocktake:

Note: *The Women and Gender Constituency aligns with the submission made by CAN International, thus, this specific submission should be considered as an addition to the detailed submission by CAN International.*

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1. Introduction

About the Paris Agreement Global Stocktake

The 2023 Global Stocktake, as the inaugural assessment under the Paris Agreement, evaluates progress toward its long-term goal of limiting global warming to under 1.5°C above pre-industrial levels and increasing the ability of Parties to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development. The two years long process is set to conclude at COP28, where parties will adopt a CMA decision and potentially a political declaration.

Following the conclusion of the technical dialogues, parties and non-party stakeholders have been invited to submit their inputs regarding the **elements for the consideration** of output components in support of the global stocktake. This submission is a response to that call. The Women and Gender Constituency (WGC) emphasizes the critical importance of the drafting process, negotiations and implementation of the first GST decision to prioritize inclusivity and equity and

be guided by the best available science. The final decision to be adopted during COP28 should ensure effective and inclusive Paris Agreement implementation, commit to allocate new, additional, adequate, and predictable resources, and guide the formulation and updating of Nationally Determined Contributions (NDCs).

The 2023 Global Stocktake marks a pivotal moment for raising the ambition of future climate action, necessitating the integration of scientific evidence, promoting social justice, climate justice, the realization of human rights, meaningful participation and inclusivity, and a commitment to advancing gender equality and feminist principles to ensure a livable planet and wellbeing of people and planet.

2. Collective progress and challenges

The (IPCC) reports, available scientific evidence and GST co-facilitators summaries, clearly indicate:

- **insufficient progress:** despite the commitments made under the Paris Agreement, current actions are still strongly insufficient to limit global temperature rise to 1.5 and support equitable and inclusive climate resilience and low greenhouse gas emissions development;
- **increased impacts:** extreme weather events, sea-level rise, and biodiversity loss are rapidly increasing and compounding, and disproportionately affecting vulnerable and marginalized groups, including women and girls in all their diversity, indigenous peoples, Afro descendants, and other discriminated groups living in poverty;
- **unequal distribution of benefits and costs** including unequal access to finance and technology, with strong gender-differentiated impacts. The IPCC warns of the risks of poorly designed mitigation options, with adverse socio-economic and environmental impacts, including on biodiversity, food and water security, local livelihoods, and on human rights, gender equality and the rights of Indigenous Peoples.

Specifically, despite the slight overall increase of climate financial flow from developed countries to developing countries, only a miniscule percentage of climate finance is channeled directly to women's and gender-rights organizations, exacerbating inequalities in adapting and responding to climate change impacts. Women's rights organizations, community-based entities and local institutions across the world are unable to access climate finance due to structural barriers including accreditation process and funding systems which have been designed to service big institutions and multilateral organizations. The frontliner responders are left with no support to build their resilience and sustain the integrity of our ecosystems. Current climate finance mechanisms and channels in the majority fail to empower particularly affected population groups including women, Indigenous Peoples, youth and people living with disability, to meaningfully engage in climate finance decision making for localized finance implementation.

Financial support for climate adaptation continues to significantly trail behind investments in mitigation efforts, creating a troubling imbalance that falls short of meeting the escalating global demands for enhancing climate resilience, particularly among disadvantaged and marginalized

communities, including women, diverse gender groups, Indigenous Peoples, youth, and people with disabilities. At the same time, the vast majority of current climate finance flows to developing countries are delivered in the form of loans, many of them non-concessional, instead of grants. This increases the unsustainable debt burden of developing countries, undermines their right to sustainable development and reduces their fiscal space thereby preventing them from appropriately acting against climate change and responding to climate shocks, including through their inability to adequately invest in social support systems, instead relying on the unpaid care work of women and girls to absorb climate shocks in communities, victimizing women doubly. Therefore, the Global Stocktake (GST) must play a pivotal role in outlining strategies to optimize the quality and focus of climate finance provision with a strong emphasis on achieving an appropriate balance between adaptation and mitigation investments. This entails a robust consideration of the indispensable role played by public and grant-based resources in bolstering adaptation measures and outcomes.

While recognizable efforts have been made to integrate gender considerations in the National Adaptation Plans (NAPs) and the National Determined Contributions (NDCs) especially in developing countries, these plans do not integrate gender specific measures, nor gender budgeting and they are hugely underfunded, pushing millions of frontline communities at the edge of climate crisis. In parallel, **community led adaptations and mitigation co-benefit initiatives are drastically under-recognized and supported**. The focus on big, top-down adaptation initiatives imposed on communities instead of emerging from communities has resulted in maladaptation as referenced in the IPCC's sixth assessment report.

The commitment to phase out fossil fuels and subsidize is yet to be materialized with some of the countries moving in opposite directions. Efforts to cut global emission are wrapped in false distractions. Carbon markets, carbon sinks, geoengineering and other market-based solutions are dangerous and unsustainable and some are implemented without prior-informed consent of the communities, abusing their rights and limiting their ability to sustain their lives. Technology transfer as envisioned in Technology framework under Article 10, paragraph 4, of the Paris Agreement, decision 15/CMA.1 “3. (b) *Be designed and implemented in a manner that facilitates the active participation of all relevant stakeholders and takes into account sustainable development, gender, the special circumstances of the least developed countries and small island developing States, and the enhancement of indigenous capacities and endogenous technologies*” is yet to be achieved.

Lastly but critically important, the generation and use of gender disaggregated data is still at the lowest despite repeated calls and guidance to countries and Parties to generate and use gender data to inform their climate actions, programming and budgeting. Data regarding women's participation and engagement of women in climate actions at global and regional level are being collected with less consistency at national level. Yet, despite statistical evidence which clearly indicates women's participation and engagement in climate change policies and programs is below parity, concrete actions are yet to be taken to address the participation gap.

3. Opportunities and effective mechanisms and strategies

Gender Action Plan: The enhanced gender action plan sets out objectives and activities under five priority areas that aim to advance knowledge and understanding of gender-responsive climate action and its coherent mainstreaming in the implementation of the UNFCCC and the work of Parties, the secretariat, United Nations entities and all stakeholders at all levels, as well as women's full, equal and meaningful participation in the UNFCCC process and national- and local-level climate policy and action. Adequate resourcing of the Gender Action Plan and national gender and climate change policy coordination will contribute to gender mainstreaming within UNFCCC and in the work of Parties.

National Gender and Climate Change Focal Points: The Enhanced Lima Work Programme on Gender, in decision 3/CP.25, paragraph 11 "*Encourages Parties to **appoint and provide support for a national gender and climate change focal point for climate negotiations, implementation and monitoring***" has resulted in more than 100 Parties to appoint their national gender and climate change focal points. However support for this role has been inconsistent and varies from one country to another. Investing and supporting NGCCFP is a promising strategy to ensure greater gender mainstreaming and bridging the global and national commitment, policy and implementation gap.

Gender and Environment Data Alliance: Co-convened by WEDO and IUCN, [GEDA](#) serves as a specific, dedicated entity to compile, curate, and communicate data at the intersection of gender and environment. GEDA helps connect the dots among the gender-environment data that does exist, and gets this knowledge and information into the hands of decision makers and data users working to advance climate resilience and transformative environmental policy. The Alliance also seeks to explore the current landscape of data and data methodologies to then expand the scope of available information. This includes elevating traditional and Indigenous knowledge, as well as data collected through feminist participatory action research, and advocating for such data to be included in official statistical systems. Supporting and building partnerships with GEDA can accelerate production and/or use of gender disaggregated data in the climate action.

Gender Just Climate Solutions: Established in 2015 parallel to the Paris Agreement, the Gender Just Climate Solutions Awards program aims at showcasing, amplifying and scaling gender-responsive transformative climate initiatives. These locally-driven solutions promote democracy, making gender equality and women's rights central to just climate action. Three awarded solutions, over a dozen additional honorees, and solutions from Women and Gender Constituency Members are featured in a publication every year. All the solutions featured in each publication are displayed in [an online directory](#), where they can be sorted by country, region, and topic. These solutions are testimony of the rich and valuable climate actions led by women and communities across the world. Recognizing and supporting locally led climate actions by making resources available for them will contribute to resilience building and reduction of losses and damages caused by climate crisis and maladaptation.

New Collective Quantified Goal: This ongoing process to determine a 2025-onward climate finance goal in terms of quantity and quality speaks to the necessity of developed countries delivering on their climate finance obligations for the goals of the Paris Agreement to be achieved. The process of setting an ambitious NCQG with consideration of the needs and priorities of

developing countries, including for gender-responsive adaptation and accessible funding for locally-led initiatives that integrate gender equality (as outlined above) poses an opportunity to rebuild trust among Parties after the ongoing failure to deliver the promised \$100 billion/year by 2020. The GST must encourage ambitious climate finance at the broadest level, reflected in the NCQG and the process to develop it, as well as the promotion of multilateral funding mechanisms that support gender-responsive climate action and transparency and accountability in reporting. Failure to catalyze effective climate action must be recognized as a failure in part of the delivery of finance, through lack of adequate and appropriate funding, including adaptation finance, grant-based finance, and finance flowing to the local level.

Coherence with other mechanisms: Effective implementation of the gender-transformative climate actions require system transformation, whole of government and whole of society approach. At the global level it requires building synergies and integration with other related global frameworks, conventions and processes. The Commission on Status of Women (CSW66) agreed conclusions is an opportunity to advance climate and gender equality in CSW and UNFCCC. The newly adopted Gender Plan of Action at Convention of Biological Diversity, the development of the Sendai Framework gender action plans are critical in centering women and human rights in environment and biodiversity protection and disaster risk reductions. Lastly, most of the financial mechanisms, including the Green Climate Fund, Adaptation Fund, World Bank and alike have existing gender action plans and strategies. Efforts need to be made to ensure these gender action plans and strategies are fully implemented to achieve their intended outcomes and by extension to achieve Paris Agreement long term goals.

4. Key political Messages

Thus the WGC recommends that the political outcome of the Global Stocktake should integrate the following messages to ensure climate actions are gender-transformative.

Overall Political message

System Change: **Recognize** the current dominant economic system operates on the conflict between capital and life. It is rooted in principles that prioritize profit, commodify people, and exploit the planet, pushing the world to the edge of a climate crisis. **Urges** parties on the urgent need for systemic change, not only to address the climate crisis and related injustices but also to achieve equity, equality, social and economic justice for the well-being of both people and the planet, without exacerbating the debt burden in developing countries

Inclusion and equitable participation: **Ensure** full, inclusive and gender-equitable public participation in decision-making, with increased mandatory ex-ante and periodic human rights and gender equality impact assessments. Ensure that gender equality, equal access to decision making, and benefit sharing are integrated into all climate change actions, including through gender-responsive means of implementation. Sex and gender disaggregated data and analysis of the underlying causes of any gender disparities must be mainstreamed in all information, communication and reporting systems.

CBDR: Recognize that just and gender-responsive climate actions may take different forms, but fundamentally they must: respect and promote human rights and gender equality; ensure sustainable development and environmental integrity; require fair, equitable, ambitious and binding mitigation commitments in line with the principles of Common but Differentiated Responsibilities (CBDR). Call for urgent and prioritized adaptation action and resources that respond to the most vulnerable countries, communities and populations; demand a sustainable energy paradigm that prioritizes safe, decentralized renewable energy systems that benefit people and communities; ensure adequate, new, additional and predictable climate finance for developing countries; provide resources to address loss and damage already incurred from climate inaction.

Adaptation, Loss and Damage

- **Commit** to balance of adaptation and mitigation investments with public and grant-based resources for adaptation while ensuring women led and community led adaptation initiatives are adequately funded and supported.
- **Urge** parties to use technical resources developed and the scientific resources synthesized by the Adaptation Committee and the Least Developed Countries Expert Group to assist developing countries in addressing gaps and needs related to the process to formulate and implement national adaptation plans, including in assessing adaptation needs, applying regional approaches to adaptation planning, promoting linkages between adaptation and development, and strengthening gender considerations in national adaptation plans;
- **Encourage** Parties to consider rising healthcare costs as part of adaptation planning and to include gender-responsive actions in the health sector consistent with resilient and low-carbon healthcare service provision in NDCs
- **Urge** parties to enhance the adaptation outcomes for the most vulnerable within and across countries and regions through rights-based and gender-responsive approaches focusing on equity and inclusivity, and address vulnerability that is exacerbated by inequity and marginalization linked to e.g., gender, ethnicity, low incomes, informal settlements, disability, age, and historical and ongoing patterns of inequity such as colonialism, especially for many Indigenous Peoples and local communities.
- **Urge** all countries to strengthen equity, inclusivity, and rights-based approaches in adaptation planning, including in the context of the NAP review planned for 2024, to enhance gender-transformative adaptation outcomes for the most vulnerable, in line with their needs and priorities and the best available science.
- **Urge** Parties to establish the Loss and Damage Fund at COP28 as the principal multilateral structure to catalyze and channel funds to address loss and damage, being responsible for providing the majority of finance that is based on the principles of CBDR-RC and equity; new and additional to ODA and to other climate finance; grant-based and public; human rights-based, people-centered and gender-responsive; grounded in a polluter pays approach; and accessible, predictable, and adequate.

- **Encourage** Parties to ensure that affected communities, particularly women, often marginalized gender groups and Indigenous Peoples, have meaningful and effective participation in the operationalization and decision-making in the fund, including with a designated seat and voting power within the LDF governance structure.

Mitigation

- **Recognize** the need for great coherence and policy alignment in defining and rolling out approaches for Just Transition, paying great attention to human, women and workers' rights, justice aspects.
- **Ensure** right to information, informed consent, adequate compensation for loss of livelihoods which takes into consideration gender dimensions in all just transition programs and initiatives.
- **Recognize** the right for and access to sustainable energy for all, in affordable ways, using local, renewable resources, where available including resourcing women and community lead energy initiatives.
- **Consider** gender-differentiated health implications when prioritizing mitigation and adaptation actions across sectors to be included in NDCs. Maximizing health gains of climate action also offers associated economic gains.
- **Urges** all Parties to include social equity considerations and human rights-based approaches, including gender equality and respect for the rights of Indigenous Peoples, in the context of mitigation strategies.

Means of Implementation

- **Recognize** the need for equity and inclusion in climate finance provision and implementation that addresses local priorities and needs by considering gender, human rights, Indigenous Peoples rights, intergenerational equity, particularly in relation to vulnerable, and marginalized communities.
- **Increase** the scale of climate finance provided through simplified and enhanced direct access modalities to directly affected communities and women and diverse gender groups at the forefront of climate change, by multiplying and expanding financial mechanisms prioritizing localized small-grants approaches to address their needs and priorities and empower particularly affected population groups including women, Indigenous Peoples, youth and people living with disability, to meaningfully engage in local climate finance decision-making. Parties should progressively increase over time the percentage of climate finance provided this way with accountability by individual funding mechanisms and for aggregate climate finance flows to developing countries through relevant reporting and verification under the Enhanced Transparency Framework.
- **Recognize** that technology transfer and capacity-building efforts must be gender-responsive, taking into account the different technological needs, ancestral techniques and forms of knowledge, capacities of all groups, and addressing/cutting down the structural barriers that prevent women's access to and participation in technological innovation and knowledge-sharing.

- **Urge** parties to consider their obligations regarding technology development and transfer to be designed and implemented in a manner that facilitates active participation of all relevant stakeholders and takes into account sustainable development, gender, the special circumstances of the least developed countries and small island developing States, and the enhancement of indigenous capacities and endogenous technologies.
- **Urge** Parties to identify gaps in gender mainstreaming in climate policies and programs and provide recommendations for integrating gender considerations and gender indicators into all topics, including mitigation, adaptation and loss and damage, at all stages of the policy and program cycle.
- **Ensure** that the means of implementation, such as finance, technology transfer, and capacity-building, are gender-transformative, and support the needs and priorities of women and other marginalized groups.
- **Urge** Parties to scale up the generation and use of gender-disaggregated data to adequately analyze and respond to the gender-differentiated impacts of climate change, and integrate gender disaggregated baselines, targets and approaches into countries' climate change planning, reporting and accountability frameworks.
- **Urge** Parties to recognize and protect (the role of) women and girls in all their diversity as agents of change in climate mitigation and adaptation action by promoting their leadership and expertise, supporting their full, equal, and meaningful participation in decision-making processes, and addressing intersectional gender-based barriers that limit their contribution to climate policy and action.
- **Ensure** monitoring and reporting encompasses the engagement of women and girls in all their diversity in the national and global GST processes, including identifying gaps and challenges, to inform the next round of the global stocktake.
- **Recognize** that inclusive decision-making, with Indigenous Peoples and local communities, as well as recognition of the inherent rights of Indigenous Peoples, including Free, Prior and Informed Consent, is integral to successful adaptation and mitigation across forests and other ecosystems.
- **Recognize** the central role that Indigenous Peoples, women and girls, private forest owners, local farmers and communities play in land-based mitigation, and urges all Parties to strengthen gender-transformative land tenure rights to further enhance this potential.

5.0 Conclusion

Overall, the Paris Agreement Global Stocktake can promote gender-just climate actions, ranging from improving gender-disaggregated data and mainstreaming gender into all aspects of climate policy and actions, to supporting women's leadership and participation in climate decision-making and ensuring that climate finance and technology transfer are gender-responsive. These actions are critical for ensuring that climate action is effective, just, and equitable, and for addressing the intersecting challenges of climate change and gender inequality.

About the Women and Gender Constituency:

The Women and Gender Constituency (WGC) is one of the nine stakeholder constituencies of the United Nations Framework Convention on Climate Change (UNFCCC). Established in 2009, the WGC now consists of 44 members (women's and environmental civil society organizations accredited to the UNFCCC framework), and an advocacy listserv with more than 600 advocates. The Constituency works to ensure that human rights and gender equality are firmly anchored in all climate actions under the UNFCCC and to challenge the extractive, exploitative and patriarchal economic model which has resulted in the climate crisis.