

NAP Global Network Submission on progress, challenges, gaps and priorities in implementing the gender action plan, and on future work to be undertaken on gender and climate change

27 March 2024

Mandate

Decision 15/CP.28, paragraph 2, invited Parties, United Nations entities, the UNFCCC constituted bodies and relevant organizations, in accordance with their respective mandates and priorities, to submit their inputs on progress, challenges, gaps and priorities in implementing the gender action plan, and on future work to be undertaken on gender and climate change, with a view to the submissions informing the final review of the implementation of the enhanced Lima work programme on gender and its gender action plan.

Implementing Gender Action Plan Activities: Excel Sheet Annex

A separate submission will be made to submit the Excel template provided by the Secretariat, containing activities that contribute to the implementation of the gender action plan.

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Views on the review of the Gender Action Plan

The process of reviewing the gender action plan (GAP) must be given sufficient time if it is to be meaningful and lead to an enhanced plan that is effective in advancing gender-responsive climate action across the different negotiating streams (on mitigation, adaptation, loss and damage, and means of implementation and support). The workshop at SBI60 is an essential element of the review, providing an opportunity to bring Parties, United Nations entities, the UNFCCC constituted bodies and relevant organizations together to reflect on progress, challenges, gaps, and priorities in implementing the gender action plan (GAP), as well as future work to be undertaken. This workshop must allow time for reflection and broad participation, while recognizing the other demands on the National Gender and Climate Change Focal Points (NGCCFPs) – taking this into account, three days seems reasonable.

DISCLAIMER

This submission is made without prejudice to further submissions from the NAP Global Network and its secretariat, the International Institute for Sustainable Development (IISD). The views and inputs stated in this submission do not necessarily reflect the views, inputs, policies or opinions of the funders and participants of the NAP Global Network, nor of the funders, partners and participants of IISD initiatives.

No liability is assumed for the accuracy or uses of the information provided. Please note that this submission neither aims to reinterpret any existing decisions under the United Nations Framework Convention on Climate Change nor does it intend to pre-empt any potential future decisions under the Convention. As a technical submission, the exact language used should not be understood to change or reinterpret anything contained in relevant decisions under the United Nations Framework Convention on Climate Change and other relevant international treaties and laws.

The following sections outline potential enhancements that could improve the impact of the GAP. Recognizing that acting on these would represent a significant update to the existing GAP, additional time may be needed beyond COP29. Parties could consider agreement on the Lima work programme, including the priority areas of the GAP, at COP29, with the establishment of a process to elaborate the enhanced GAP by COP30.

Views on further work to be undertaken on gender and climate change

The following sections present views on further work to be undertaken on gender and climate change.

What has worked well and could be continued?

The GAP has been useful in increasing awareness of the need to integrate gender considerations in climate action. The following aspects of the existing GAP represent strengths:

- In general, the priority areas within the existing GAP provide the framework needed to advance gender-responsive climate action.
- The specific references to NDCs, NAPs, and national communications are helpful in establishing a clear mandate for Parties to integrate gender considerations in these processes.
- The call for coherence across Constituted Bodies has led to progress in linking gender to important areas of work, including adaptation and NAPs.
- The efforts to clarify the role and strengthen the capacities of the national gender and climate change focal points (NGCCFPs) have been useful and should be continued.
- The emphasis on disaggregated data, gender analysis, and evidence-based decision making is essential and must be continued.
- Gender-disaggregated tracking of participation in the UNFCCC process (including case studies presenting analysis of speaking times) has reinforced the need for better gender balance.
- Collaboration with the Intergovernmental Panel on Climate Change (IPCC) and Local Communities and Indigenous Peoples Platform (LCIPP) in organizing dialogues.

What has not worked well and why?

Some of the weaknesses of the existing GAP include:

- The binary framing of gender and the lack of recognition of the need for an intersectional approach for climate action to yield equitable benefits.
- Without clear mandates for the integration of gender considerations across other negotiation streams, there has been a siloing of gender issues under the GAP, limiting a more systematic approach to advance gender-responsive climate action.
- The limited guidance for Parties on concrete actions to be taken at national level to advance gender-responsive climate action can make it difficult for NGCCFPs and other

relevant actors to collaborate in implementing the pertinent activities of the GAP within countries.

- The lack of concrete targets or indicators and the reliance on voluntary submissions on gender (vs. the use of gender and social information to be submitted in mandatory instruments such as NDCs and BTRs) has made it challenging to assess progress in a systematic way.
- There is not enough attention to the need for efforts across governments to advance gender-responsive climate action within countries – much of the responsibility for implementing the current GAP at Party level is placed on the NGCCFPs.

What else may be needed to facilitate greater gender integration in climate policies, plans, strategies, and action?

The following improvements or additional elements could strengthen the impact of the GAP in facilitating integration of gender in climate policies, plans, strategies, and action:

- **Establish a longer implementation period – 10 years would be preferable.** This will allow for more time for the entities involved in its implementation to make more progress in advance of the periodic reviews. It would also allow Parties to draw on the subsequent Global Stocktakes and submissions of the Biennial Transparency Reports (BTRs) to inform the progress.
- **Establish clear and meaningful linkages with other important areas of climate action,** including the UAE Framework for Global Climate Resilience, the Work Programme on Just Transition Pathways, the Enhanced Transparency Framework and its Technical Expert Review, and the Sharm el-Sheikh mitigation ambition and implementation work programme, as well as national policies and plans, including National Adaptation Plans (NAPs), Nationally Determined Contributions (NDCs), and long-term low emissions development strategies (LT-LEDS).
- **Include concrete targets for advancing gender-responsive climate action, as well as indicators** that enable progress to be systematically tracked across the different negotiating streams (on mitigation, adaptation, loss and damage, and means of implementation and support), linking these to other relevant indicator frameworks where possible (such as those to be developed under the UAE-Belém work programme).
- **Call for integration of information on gender in key reporting mechanisms** under the UNFCCC, notably BTRs and National Communications, in line with the targets and indicators mentioned above.
- **Establish a process for reviewing progress that is aligned with the Global Stocktake** (for example, with a ten-year GAP, the midpoint review could occur in 2029, drawing on GST-2 and the information contained in countries' third BTRs, and the final review could occur in conjunction with GST-3).
- **Identify clear actions to be taken by Parties, United Nations entities, the UNFCCC constituted bodies, and relevant organizations** to advance gender-responsive climate action, with the Secretariat playing a facilitative role.

- **Emphasize the need for actions across governments**, not just by the NGCCFPs, to advance gender-responsive climate action at the national level, as well as attention to gender considerations throughout implementation and
- **Acknowledges that additional resources are needed for climate action to be gender-responsive**, with commitments carried through implementation and monitoring, evaluation, and learning (MEL) – this needs to be reflected in discussions around means of implementation and support.
- **Adopt a framing of gender issues that acknowledges gender diversity and the need for intersectional approaches** – incorporating language similar to that in Decision 1/CMA.5, paragraph 122, which refers to factors such as socioeconomic status, gender, age, minority status, marginalization, displacement, or disability, could be helpful in this regard.

How can an activity's alignment of objective/purpose, (measurable) deliverable/output/result and possible impact/effect/outcome be assured?

With a longer implementation timeframe, an enhanced GAP could **include outcome-level objectives, targets, and indicators, rather than relying solely on deliverables and outputs** which can make it difficult to capture collective progress. These could also help to clarify the linkages with other UNFCCC processes, as well as actions to be taken at national level to advance gender-responsive climate policies, plans, strategies, and action.

Who (Parties, constituted bodies, specific entities, etc.) will implement the activity?

Clearer articulation of responsibilities for implementation at different levels (international, regional, national) would provide a better basis for action by the relevant entities. This could include references to other government actors beyond the national gender and climate change focal points – emphasizing, in particular, the **need for collaboration between the ministries responsible for climate change and gender** – as well as more specific references to the types of relevant organizations that are implicated in the different activities.

What linkages to other UNFCCC processes, milestones or timelines may be relevant?

As noted above, it would be helpful to **align the reviews of the GAP with the GST and submission of BTRs**. This would require additional effort to ensure that countries are systematically integrating gender and social considerations in BTRs and other submissions that will inform the GST.

In establishing targets and indicators for the GAP, it would be useful to **link with the UAE-Belém work programme**, as well as other relevant frameworks within UNFCCC processes.



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