



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

Brussels, 02/04/2024

Subject: Submission for the final review of the progress of implementation of the activities contained in the GAP

Introduction/background

The EU and its Member States (MS) acknowledge the progress accomplished under the enhanced Lima Work Programme (LWPG) and the Gender Action Plan (GAP), while also recognizing delays caused by the COVID-19 pandemic.

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

The full, meaningful and equal participation of women in climate action to implement the Convention and the Paris Agreement, and ensuring gender-responsive implementation and means of implementation, are vital for raising ambition and achieving the climate goals (see also 1/CP.26), as well as for ensuring a just transition to climate neutrality, and must be considered across relevant agenda items.

Despite gender disparities in ownership and access to resources, such as land, credit and technology, and persisting under-representation in decision-making positions, women and girls play a crucial role as leaders and agents of change in responding to climate change. Addressing gender equality within climate change action can thus contribute to both achieving gender equality as well as promoting effective mitigation and adaptation measures.

Effects of climate change and environmental degradation are felt most acutely by women and girls, as well as other segments of the population who contribute the least to them and who are in vulnerable or marginalized situations, owing to intersecting factors such as geography, poverty, age, sexual orientation and gender identity, indigenous or minority status, socio-economic or health situation, national or social origin, birth or other status as well as disability.

With this submission, the EU responds to the call for submissions from COP28 to provide inputs on progress, challenges, gaps and priorities in implementing the Gender Action Plan, categorized by deliverable or output for each activity under the Gender Action Plan, and on future work on gender and climate change.



1. Review of the GAP

2.1 The progress of implementation of GAP activities

2.1.1 Mandated activities and NGCCFPs

The EU recognizes the importance of National Gender and Climate Change Focal Points (NGCCFP) and the importance of appointing NGCCFPs by individual Parties, as each Party has different risks and opportunities in tackling climate change. In line with our mid-term review, 15 MS have appointed at least one NGCCFP¹, as well as one European Commission representative.

The EU and its MS recognise the added value for a NGCCFP to be in charge also of other climate items, in that it allows for better outreach and enhanced mainstreaming, especially through the ability to connect with other negotiators and the head of delegation. On the other hand, such a cumulation of tasks and responsibilities often puts the role of NGCCFP to the side of their main occupation and limits the possible engagement of the NGCCFP.

Although the appointment of NGCCFPs and their active participation can bring about progress and be a good implementation tool as such, it should rather be considered a means and not an end. Depending on parameters such as their mission statement, the ministry or agency in which they are based, whether they are more focused on international, national aspects or both, or of the breadth of their portfolio, NGCCFPs may have very different experiences.

A number of these NGCCFPs have participated in the activities outlined under activity A2, including formal and informal workshops, as well as actively providing input for recommendations under the outputs defined in the GAP.

The Secretariat has also provided several capacity-building opportunities, tools and resources at regional and national level, which are valuable for implementing the GAP. The European Union sees great value in reports by the Secretariat, such as the annual report on gender composition, the biennial synthesis report on progress in integrating a gender perspective into constituted body processes or on the joint dialogue on advancing the leadership and highlighting the solutions of women from local communities and Indigenous women in climate policy and action.

¹ Austria, Belgium, Croatia, Denmark, Finland, France, Germany, Hungary, Ireland, Italy, Luxembourg, Netherlands, Portugal, Spain, Sweden



2.1.2 Overall implementation by the EU

The third Action Plan on Gender Equality and Women's Empowerment in External Action 2021–2025 (GAP III) of the EU Commission shows the EU's dedication to advancing gender equality and responds to activities A and D in the UNFCCC's GAP.

The GAP III centres on five pillars:

1. Introduction of stringent rules for applying and monitoring gender-mainstreaming across all sectors, with 85% of all new actions contributing to gender equality and women's empowerment;
2. Development of a shared strategic vision and cooperation amongst MS;
3. A focus on key thematic issues in activities with full integration into the green transition, digital transformation, and security frameworks, these issues include: gender-based violence (GBV); healthcare; sexual and reproductive health rights (SRHR); education; participation and leadership; and the economic, social, and political empowerment of women and girls;
4. Leading by example through gender-responsive and gender-balanced leadership at top political and management levels;
5. A stronger focus on monitoring and evaluation and measuring results. A comprehensive, solutions-based approach to tackling gender inequalities is key to progress, and the EU has sought to achieve this by complementing overarching policies with individual MS actions and activities.

The mid-term report on the GAP III (Action Plan on Gender Equality and Women's Empowerment in External Action 2021–2025), concluded in 2023, finds that:

- The EU and its Member States promote women's equal participation and leadership in international climate negotiations and governance and in policy-making.
- The EU is also a major contributor to global multi-donor initiatives² and new investments mobilised under Global Gateway through EFSD+, which support partner governments to mobilise public and private climate-financing, and to encourage gender-responsive climate-mitigation and climate-adaptation plans that involve women, youth and local and marginalised communities.

² EU financial commitments with gender equality and women's empowerment as a policy objective in climate adaptation and mitigation, biodiversity and environment protection increased from an annual average of EUR 1 733 million in 2014 - 20 to EUR 1 755 million in 2021 and EUR 3 400 million in 2022 (representing respectively 68% and 83% of commitments in these sectors)



- Major Team Europe Initiatives are providing technical assistance and contributing to funding for gender-responsive and inclusive development in partner countries, including through support for women's entrepreneurship and employment in the green, blue and circular economies.
- Women and youth are also driving the shift towards improved climate-resilient food systems. EU-funded programmes have successfully involved women in ecosystem restoration and focused on structural barriers that limit women's access to productive resources, services and markets in agriculture and fisheries and aquaculture.

The implementation of a gender perspective in climate policies is an important priority for the EU and its Member States. Under the European Green Deal and the adopted Fit for 55 legislative package, the European Commission has put forward legislation that emphasizes the relevant linkages between gender and climate. In the Fit For 55 Communication³, the European Commission emphasizes that climate action offers a unique chance to reduce pre-existing inequalities worsened by inaction. The European Climate Law⁴ also includes the requirement to make the transition socially just and fair through appropriate education and trainings.

On **Priority Area D – Gender-responsive implementation and means of implementation**

- The EU and its Member States have agreed on two key pieces of legislation that reflect the intersection between climate and gender.

1. The EU Strategy on Adaptation to Climate Change⁵ highlights the importance of fostering local, individual and just resilience, with help of several forms of EU financial support and through reskilling and requalification programs. It also outlines the importance of tailored measures that are needed to address the disproportionate impact climate change has on vulnerable groups and on human rights.
2. The Social Climate Fund⁶ contains specific measures to address social impacts arising from the green transition and specifically from the emissions trading for the sectors of buildings and road transport. The Fund, will provide support targeted to the vulnerable groups especially for those in energy and transport poverty, recognizing that women are disproportionately affected by it, in particular single mothers, single women, women with disabilities and elderly women living alone. In the Social Climate Plans that each Member State must provide, an explanation must be given on how the measures and investments aim to address gender inequality. The Plans should have an investment component that promotes the long-term solution of reducing fossil fuels

³ [EUR-Lex - 52021DC0550 - EN - EUR-Lex \(europa.eu\)](#)

⁴ [Regulation - 2021/1119 - EN - EUR-Lex \(europa.eu\)](#)

⁵ [EUR-Lex - 52021DC0082 - EN - EUR-Lex \(europa.eu\)](#)

⁶ [Social Climate Fund: Publications Office \(europa.eu\)](#)

reliance. The budget is EUR 65 billion for the period of 2026-2032. Together with the national financing of the Plans, it will mobilise at least EUR 86.7 billion to increase the energy efficiency of buildings, decarbonisation of heating and cooling of buildings, including through the integration in buildings of renewable energy generation and storage, and to grant improved access to zero- and low-emission mobility and transport.

2.1.3 Implementation per priority area under the GAP

Priority Area A

On **priority area A - capacity-building, knowledge management and communication** - MS have agreed on two Council Recommendations that aim to further information sharing, technical expertise and iterative policy design in regard to climate and gender considerations. The Council Recommendation on a fair transition towards climate neutrality⁷ provides specific examples on elements that can help in promoting a fair and just green transition, while the recommendation on developing social economy framework conditions⁸ provides guidance to MS to link design of the social economy with aspects related to the green transition, as well as the industrial policies.

The European Pillar of Social Rights and the Action Plan for its implementation has as one of his main objectives to ensure that the green transition to climate neutrality is just. Its main actions are centred on skills promotion and vocational education and improving education among others.

Several MS have made progress in implementing **Activity A.1**, in putting efforts in better integrating gender in their climate policies, plans, strategies and action, at all the steps ranging from formulating, implementing to monitoring the policies. **Italy, Sweden, Czech Republic, Austria, Spain and France**, for example, have national climate action plans and strategies that includes gender equality, often with more detailed plans underway. There is a growing understanding that mentioning gender equality does not mean it will be mainstreamed and concretely implemented. Hence some member states are working on enhancing capacity-building of civil servants in charge of climate policies, including on sex-disaggregated data and gender analysis (**Activity A.3**). These capacity-building activities also strengthen coherence (**Priority Area C**).

In **Sweden**, the Gender Equality Agency provides capacity development support and coordination on gender mainstreaming to government agencies. This includes agencies related to environment and climate change, for example the National environmental Protection Agency, the Swedish Forest Agency and the Swedish Energy Agency.

⁷ eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52021DC0801

⁸ [pdf \(europa.eu\)](#)



In the same way, **Spain** has included gender mainstreaming as one of the main area of work of its National Adaptation Climate Change Plan, with activities including the development of specific support tools (guides, reports, checklists, etc.) for the integration of gender differences in adaptive responses as well as of guidelines for the consideration of gender differences in risk perception, environmental knowledge and behaviours, lifestyles and existing adaptation measures.

In **Austria**, the Strategy for Adaptation to Climate Change includes a dedicated chapter on integrating gender aspects into climate policy. It highlights the significance of providing equal opportunities for women and men to participate in, shape, and decide on social processes related to climate change adaptation measures. The recommendations aim to implement gender-specific analyses of climate change in Austria, involve gender experts in climate-related processes, ensure representation in decision-making processes, and avoid placing additional burdens on women through necessary climate policy measures, such as increased care costs.

France is currently in the process of elaborating a new international strategy for gender equality, the International Strategy for a Feminist Foreign Policy, to be launched in 2024 for a 5-year period, in which the gender and climate nexus has been identified as one of the 6 main strategic sectors. The priorities and actions have been co-constructed by a working group consisting of representatives of different ministries involved, civil society organizations working on gender and/or environment, think tanks and other actors with expertise on the topic.

Germany is also implementing a Feminist Foreign Policy approach and developed climate-specific guidelines that focus on tackling inequalities in Germany's climate and energy policy, recognizing that women and diverse societal groups are important stakeholders and leading players in climate and energy diplomacy and aiming to counterbalance the specific impacts of the climate crisis on women and marginalized groups.

When it comes to "strengthening the evidence base and understanding of the differentiated impacts of climate change on men and women and the role of women as agents of change and on opportunities for women" (**Activity A.4**), numerous MS have conducted research or collected data and many have worked through their statistical agencies to produce or better use sex-disaggregated data, with the Just Transition domain emerging as a particular area of interest.

An important activity under **priority area A** is the enhanced capacity building for the collection and usage of sex-disaggregated data and gender analysis in the context of Climate Change, which is linked to **Priority area D Activity 7** – enhancing the availability of this data. The **European Institute for Gender Equality** released in 2023 their Gender



Equality Index, which focused on the green transition in transport and energy, with the collection sex-disaggregated data at its heart⁹ (see key statistics in the annex).

Estonia commissioned a study on the links between equality and the green transition in its national context. In the same way, in **Poland**, the Institute of Public Affairs produced a report analysing the attitudes of rural women towards climate change and environment.

In **Czech Republic**, the Strategy for Gender Equality 2021-2030 contains an activity on strengthening expert knowledge on gender-sensitive approaches towards climate change impacts and on the preparation of analysis on climate change impacts in healthcare and social services for men and women.

Aspects on which we experience a lack of data include the gender disparities in climate-related behaviours such as meat consumption or car use, as well as on the differentiated impacts of climate policies on men and women. On this, the **Nordic Council of Ministers** have carried out a few studies in recent years, such as “How climate policies impact gender and vice versa in the Nordic countries” in 2022, providing useful insights for other MS.

At EU level, the 2025 Statistics of Income and Living Conditions¹⁰ (EU-SILC) will have a module on energy and environment. This will create new possibilities in future analyses of climate change from a gender perspective, including cross analysis between replies on energy and environment.

Some Member States have also implemented initiatives helping to inform the general population about gender and climate issues, contributing to activity A.5. For instance, in **Spain**, the AdapteCCa platform¹¹ for exchange of information on impacts, vulnerability and adaptation to climate, includes a specific microsite on the gender approach and gender mainstreaming, which is progressively updated to make publicly available online reports and other online tools, published by different entities and that are useful in this area.

Priority Area B

On **Priority Area B – Gender Balance, Participation and Women's leadership** - the Commission published its Gender Equality Report in 2023¹², which finds that more work is needed on improving representation in the field of environment and climate change. Women account for 26.7% of members of the highest decision-making bodies in the European agencies working in areas related to the environment and climate change. At

⁹ <https://eige.europa.eu/publications-resources/publications/gender-equality-index-2023-towards-green-transition-transport-and-energy>

¹⁰ [Modules - Eurostat \(europa.eu\)](#)

¹¹ <https://adaptecca.es/sectores-y-areas/Integracion-del-enfoque-de-genero>

¹² [2023 report on gender equality in the EU \(europa.eu\)](#)



the national level, women make up 33.1% of ministers in all Member States dealing with environment or climate change level, 30.4% of the members of the committees dealing with the environment and climate change are women.

Regarding capacity-building and travel funds to enhance women's participation in the UNFCCC process (**activities B.1 and B.2**), several Member States including **Italy, Sweden, Austria, France, Finland, Germany, the Netherlands** and **the European Commission** provide funding both through the UNFCCC and other organisations to support the participation of women from developing countries, including from SIDS and LDCs.

As an example, **France** contributes since 2018 to financing capacity building workshops for French-speaking African women negotiators through the Francophone Institute for Sustainable Development. Organized in partnership with the African Group of Negotiators since 2023, it also includes a peer mentoring program and a travel support funding, of which 50 women negotiators from the African Group of Negotiators benefited in 2023 to attend the SBs in Bonn and COP28.

EU delegations have continued working on gender balance and women's participation in its internal functioning, including in leadership positions and in terms of speaking time, drawing inspiration on the Secretariat's reports on gender composition.

In a complementary manner to strengthening the capacity of women, the EU is also working to strengthen the capacities of all its experts in taking gender into account, to broaden the ownership of the issue. To this end, during its presidency of the Council of the EU, **Sweden** notably organized workshops on gender mainstreaming for the different EU expert groups within the UNFCCC EU team, a key initiative identified as to be reproduced regularly to enable better mainstreaming.

The **External Action Service (EEAS)** of the EU organised a seminar in 2023 for EU MS and its delegations on Women's empowerment in international climate governance. The discussions centred on importance of gender balance and participation in the context of decision-making and international governance.

Priority Area C

Regarding **coherence**, the current work programme and action plan focus on coherence within the UNFCCC and between the constituted bodies, but the priority area could also be applied on national level, enhancing coherence among different ministries or government agencies. The difficulty in maintaining regular interactions and cooperation between government bodies and agencies over gender policies is commonly witnessed by EU Member States. Yet, several Member States have been able to implement processes to facilitate internal coordination.

For instance, **Spain** has established, by law, Equality Units in each ministerial department of the State Central Administration, which are responsible, among other things, of ensuring gender mainstreaming in the activities of the respective departments. The



Czech Republic created a transectoral Department for Gender Equality who is actively involved in commenting on climate strategies. Belgium's Institute for the Equality of Women and Men aims to enhance gender equality in all policy areas, including climate policy. It is similarly true for **Sweden** and **France**, where gender equality and climate coordinators are present in the concerned government departments to ensure general consistency of works and budget.

Finland has had a national Gender Action Plan under every government since 2003. While the next Gender Equality Action Plan is being prepared, the plan '*Making Finland a global leader in gender equality - Government action plan for gender equality 2020–2023*' is still ongoing, with climate as one of its 6 priorities.

Priority Area D

Gender-responsive implementation and means of implementation have proven to be key in our action at European level, as they are levers for large-scale transformative action. They also bring their share of challenges, since they often require large-scale and systemic changes, which are slower to implement.

On advancing gender-responsive budgeting into national budgets to advance gender-responsive climate policies, plans, strategies and action, several Member States such as **Czech Republic**, **Sweden**, **Austria**, **Belgium** and **France** have ongoing work on the subject, some of which is already reflected in the EU submission¹³ from July 2022 on implementation of **activity D.1**. In **the Netherlands** and **Germany** gender-responsive budgeting is one of the priority areas of its Feminist Foreign Policy.

The EU is also dedicated to gender mainstreaming climate finance and regularly supports it, such as in the guidance given to multilateral funds and multilateral development banks. As part of implementing **activity C.4 and priority area D**, the EU submission to the Standing Committee on Finance (SCF) "recall the critical importance of the GCF's Gender Policy and Gender Action Plan, encourage the GCF to closely monitor the implementation of this action plan, and urge the Fund to enhance the Plan's ambition in its next version to be adopted for the 2024-27 programming period."

The EU MS and the Commission also support gender-responsive approaches in climate finance through bilateral partnerships and multilateral platforms like the NDC Partnership or the InsuResilience Initiative, which is captured through national reporting by some MS to bodies such as the Organisation for Economic Co-operation and Development (OECD).

Membership of the OECD Development Assistance Committee (DAC) was also highlighted as an enabler of gender budgeting and gender-responsive climate financing by Member States. In line with the policies of the DAC, those MS who report

¹³ <https://www4.unfccc.int/sites/SubmissionsStaging/Documents/202208011447---CZ-2022-07-26%20EU%20Gender%20budgeting%20submission.pdf>



to the OECD DAC regarding their spending on overseas development, track their official development assistance funding with a gender marker. This marker denotes whether funding is gender-principal, gender-significant, or if it does not target gender:

- Principal (marked 2) means that gender equality is the main objective of the project/programme and is fundamental in its design and expected results. The project/programme would not have been undertaken without this objective.
- Significant (marked 1) means that gender equality is an important and deliberate objective, but not the principal reason for undertaking the project/programme, often explained as gender equality being mainstreamed in the project/programme.
- Not targeted (marked 0) means that the project/programme has been screened against the gender marker but has not been found to target gender equality.

As part of its feminist foreign policy and to facilitate access to climate finance for grassroots women's organizations (part of **activity D.2**), **France** has launched in 2020 its Support Fund for Feminist Organizations to fund the activities of feminist movements around the world, with a budget of 250 million euros for 2023-2027. As part of it, the "Feminists for Climate and Environment Alternatives" program, led by a consortium of civil society organizations that manage intermediated funds, contributes to the strengthening and development of feminist grassroots organizations in the promotion of women's rights and empowerment in the face of climate and environmental issues.

Similarly, **the Netherlands** SDG5 fund, worth a total of €500 million over the period 2021-2025, funds women's rights organisations working on the promotion of equal rights for women and girls in all their diversity, gender equality and sexual and reproductive health and rights, with climate as one of its thematic focus areas.

One of **Germany's** International Climate Initiative (IKI) goals is to promote gender-responsive and gender-transformative approaches and to require gender-responsive project planning as a minimum standard from IKI implementing organisations. It has set up a community of practice to support implementing organisations, enhance knowledge exchange and lessons learned regarding their experiences in putting the IKI gender strategy into action and in promoting gender justice in the context of their projects.

In line with **activity D.3**, several Member States including **Italy, Sweden, Austria, Germany** and **France**, put special emphasis on the need to advance women in STEM (Science, Technology, Engineering and Mathematics).

In **Italy**, the main public research and technology organizations are adopting a gender-sensitive approach to technology development and design of technological solutions in energy and climate change. Italy also foresees the establishment of a Focal point for the gender dimension in R&D activities and projects, and the commitment to promote



training, professional and participatory training courses to increase the presence of women in the energy and technology sector engaged in decarbonizing the production system.

Spain has made gender mainstreaming a strategic objective of its Just Transition Strategy, targeting specifically women workers affected by the coal-phase out process in Spain and unemployed women living in territories covered by the strategy. The strategy includes prioritization of women, as in the development of employment-generating business projects and training and insertion programmes, as well as dedicated initiatives, such as the 2023 training course on installing solar photovoltaic systems, which only targets and grants unemployed women¹⁴.

Austria's commitment on this subject also contributes to the implementation of **activity D.4**, with FEMtech, a database of more than 2,000 female experts in technology and natural sciences including energy and climate change. The database has a particular emphasis on climate-related research, it aims to strengthen women's participation and leadership and highlight their expertise in male-dominated fields as well as promote women's careers in research and technology, including by a variation of network activities.

Italy, through C3E International (IEA) and (CEM) supported collection of data on gender equality in the energy sector, which points to the importance of international collaboration, and public-private partnerships. **Italy, Sweden, Germany, Finland, France, Spain, Austria and the Netherlands** have subscribed to the Campaign Equal by 30¹⁵, which works to accelerate gender equality and diversity in clean energy transitions and close the gender gap by 2030.

To this end, **Germany** implements the Women Energize Women campaign to empower, inform and connect women and feminized people/gender minorities who are actively engaged in the energy industry worldwide. The campaign organises conferences, panel discussions at key conferences and trade fairs such as the Berlin Energy Transition Dialogue, COP28, Smarter e or Intersolar, as well as networking events.

Several Member States put a special emphasis in protecting and preserving the local, indigenous and traditional knowledge and practices in their country. As an example, in **Sweden's** new climate action plan, one of the main principles is that the transition must be conducted in a socially sustainable manner, by taking people's pre-conditions and economy into consideration and creating opportunities to influence the transition – as well as stating that gender equality and climate action are mutually reinforcing. In **Finland** and in **Sweden** there is also a national law on consultations that stipulate a legal

¹⁴ <https://www.fundacionnaturgy.org/fundacion-naturgy-el-instituto-para-la-transicion-justa-y-la-upm-lanzan-el-primer-curso-de-formacion-de-instalaciones-fotovoltaicas-dirigido-solo-a-mujeres-desempleadas/>

¹⁵ <https://www.equalby30.org/en>



obligation for governments and state agencies to consult the Sami people on matters that concern them, contributing to both **activities D.3 and D.5**,

Indeed, participation of feminist and women's organizations, national women and gender institutions and diverse groups representing society is key in implementing just, accepted and efficient climate policies. **France's** International Strategy for a Feminist Foreign Policy, to be released in 2024, is co-constructed with civil society, with more than 20 working meetings and more than 200 people consulted, which will also help regarding accountability and for its appropriation by a diversity of stakeholders.

In addition to exchanges with other Parties on the sidelines of the COPs and SBs, the 27 EU MS and the Commission benefit very much from the ability to share daily good practices, challenges and lessons learned (**activity D.6**).

More formally, as part of the **European Commission's** Mutual Learning Programme on Gender Equality, **the Netherlands and Slovenia**, with support from the Commission, organised in February 2024 an interactive seminar for EU MS officials and independent experts on gender and climate action. It discussed thematic areas such as women's labour market participation in green sectors, women in leadership, gender-inclusive initiatives to advance the green transition and the importance of sex- and gender-disaggregated data in the development and monitoring of actions.

Regarding the use and production of sex-disaggregated data for gender analysis (**activity D.7**), many member states, including **Ireland, Belgium, Cyprus, Poland, Spain, Czechia, the Netherlands, Estonia, Sweden and France**, reported progress and ongoing work with their national statistics agencies.

In **Ireland**, the National Dialogue on Climate Action also collects data on the different ways in which men and women are impacted by climate change, along with the differences in their attitudes and in what climate actions they choose to take.

Spain's Institute for Women, within its database on "Mujeres en Cifras"¹⁶, launched in 2022 a new subsection on sex-disaggregated indicators related to Environment, Climate Change and Ecology which is progressively updated.

Priority Area E

Most Member States do monitor and report on the implementation of gender-responsive climate policies. Because of accountability processes, either on climate or on gender, many Member States must report regularly to their national parliaments to

¹⁶ <https://www.inmujeres.gob.es/MujerCifras/Home.htm>



explain how gender policies are being implemented. Others can also rely on public independent bodies to monitor progress and gaps.

Spain for instance, as part of its pledge at the Generation Equality Forum (2021), publishes an annual report on its commitments to the Action Coalition on Feminist Action for Climate Change.

2.2 Challenges met when implementing the GAP

One of the key challenges identified when implementing the GAP is related to measuring the implementation and success of activities outlined in the current GAP. Exchanges between EU gender and climate experts working on UNFCCC processes show a consensus around this shared difficulty. This can be explained by their mandates: many of the experts are not responsible for national implementation. In fact, decisions in the EU and its MS are often taken in different governing bodies and ministries, sometimes with few linkages between national implementors and experts knowledgeable of the climate and gender nexus. There is a common perception that the two dimensions, gender and climate change, are separate and not inherently linked, this may be due to a lack of knowledge or expertise on gender among climate experts and policymakers. There is also a risk of involved parties suffering from "perspective fatigue" meaning they have too many perspectives to consider: gender and intersectionality, and climate, environment, and nature.

Another main challenge is the need to collect more sex- or gender-disaggregated data in order to improve knowledge and understanding of gendered impacts of climate change and climate action. There is a lack of both production and use of sex- and gender-disaggregated data. Even when data is available, it seems to be still underused in climate policymaking. However, more data have been made available regarding the share of women in green jobs and on the impacts of climate change on women and men within the EU.

The EU and its MS express concerns about various challenges such as a lack of explicitly dedicated institutional framework or legal basis for gender and climate change and a lack of a specific budget on climate change/environment and gender issues. The lack of dedicated institutions responsible for following up on gender and climate change is also related to the lack of monitoring and evaluation – elements that would increase knowledge and implementation.

Some EU MS have highlighted that the activities related to funding and budgeting (A.5, B.2, D.1 and D.3) are difficult to implement especially due to the lack of financial or human resources. Furthermore, there are challenges within some government departments to actively include and implement gender equality aspects into strategic policy documents, due to some of the obstacles mentioned above such as lack of training and



coordination within government agencies, as well as because of an unfortunate prioritization of issues, with gender being overshadowed by other issues.

Regarding activity A.5, social media are continuously changing, and communication activities should be responsive to the public's needs and preferred communication channels. Misinformation and disinformation are increasing challenges, especially through social media. In general, scientific papers show that women and girls are more concerned about climate change, and future communication activities should take different needs of different groups in society into account.

2. Future work on gender and climate change

3.1 Overarching Objectives:

The EU and its Member States believe that continued and enhanced work on both gender equality and climate change is of utmost importance, and that the two topics are mutually reinforcing, meaning the more gender-responsive climate action, the better the implementation.

As stated in the EU's current NDC, we are committed to promoting a human rights-based and gender-responsive approach to climate action, promoting social justice, fairness and inclusiveness in the global transition towards climate neutrality, as well as full, equal and meaningful participation and engagement of women in climate-related decision-making and fully meeting our human rights obligations when taking action to address climate change.

The outcome of the first Global Stocktake underlines the importance of inclusive, multilevel, gender-responsive and cooperative action by Parties and non-Party stakeholders alike to accelerate the delivery of the Paris Agreement's implementation (1/CMA.5, para. 161) and encourages Parties to implement climate policy and action that is gender-responsive, fully respects human rights, and empowers youth and children (para. 178). The EU and its MS are committed to support this approach. The upcoming review of the enhanced Lima work programme on gender and its gender action plan will be crucial to identify lessons learned and areas for further improvement, which will need to be taken into account for the next steps following-up on the Global Stocktake (see also 1/CMA.5, para. 179).

In general, better knowledge on gender issues is required and gender equality must be taken into account and mainstreamed in all steps of mitigation or adaptation processes. In fact, gender aspects need to be considered at every step in the process of decision-making, including in designing finance models for climate change adaptation.



The EU has consistently advocated for more gender mainstreaming within the UNFCCC process, where it is beneficial to maintain efforts to continue the work on coherence across COP and CMA items, among constituted bodies, and between work programmes. A continuation of the Enhanced Lima Work Programme should explore linkages to other work programmes in mitigation, adaptation, just transition, agriculture etc. An enabler for better gender mainstreaming under the UNFCCC process, including in relation to the Mitigation Work Programme, the Just Transition Work Programme and the Global Stocktake, could be to mandate the CMA to consider gender at its future sessions. One could also consider targeting activities to specific actors; specialist in a specific sector, or a certain role in local government etc; to better reach the implementers of climate policies.

Just transition is more recognized now than during the development of the last GAP, and hence there are many aspects of just transition that should look at the potential different needs of men and women, including access to quality green jobs, energy and transport poverty, up- and reskilling and empowerment of women and girls in the green transition, etc.

Additionally, as the GST outcome includes sustainable lifestyles, it would be interesting to follow up on this with a gender-perspective as we know women tend to keep more sustainable lifestyles – exploring why and what behaviours can be enhanced. This could be done in connection to “sustainable cities” as well as in re-shaping agriculture, to name a few examples.

The EU and its Member States agree that mainstreaming gender is still one of the biggest challenges and thus a main priority. In implementing climate action, there are still many areas in which consideration of gender could be improved. In an effort of going further in gender mainstreaming, some Member States suggest adding awareness-raising activities for negotiators. Thus, it could be wise to shift the next GAP's general focus on capacity-building from gender and climate change focal points to a broader audience, so that the gender topic is brought to a higher and broader level.

As one of the main challenges is the lack of production and use of gender-disaggregated data, the EU believes a continued work programme should continue to facilitate strengthening the evidence base, not only on gendered impacts on climate change but also on climate mitigation and adaptation policies. As there are already UN structures related to statistics and data, these could be used to map existing indicators and consider complementing these in order to better monitor progress and exploring ways to apply an intersectional approach in developing and implementing climate policies, plans, strategies and action. Under this priority, statistical institutions could also benefit from additional global exchanges on gender and climate/environment data as was held prior to COP28, where both data producers and users can meet and discuss.

While there is a need for more sex- or gender-disaggregated data, we also identify a need to avoid introducing additional reporting requirements on Parties. The burden laid down on data collectors and analysts should not be underestimated. Nevertheless, we



note that the Enhanced Transparency Framework (ETF) MPGs already allows Parties to report integration of gender perspectives in their climate action on gender-related aspects and that, based on experiences gained from reporting through the first BTRs, any additional gender-related reporting guidance deemed necessary can be addressed when the MPGs are reviewed (i.e. no later than 2028).

A continuation of the work programme could further explore links with non-UNFCCC matters, such as the Convention on the Status of Women. In order to improve coherence, some Member States suggested drawing on the gender plans of action adopted in other multilateral fora. For example, it was suggested to draw inspiration from the structure of the Gender Plan of Action adopted at COP15 of the Convention on Biological Diversity, which includes overall expected outcomes, with fairly broad objectives, supported by indicative actions and possible deliverables, which gives common objectives to a diversity of actors, at different scales, to implement in their own context. Overall, some MS have indicated that they would welcome a next GAP that could function more as a facilitating tool to strengthen gender-responsive action and implementation on the ground. To be able to take the next steps in advancing gender equality in the context of climate change, we believe it is important to engage women and girls and men and boys in all their diversity, civil society organizations, and national women and gender institutions in the process of developing, implementing, and updating climate policies, plans, strategies and action, as appropriate, at all levels. We also see the need to recognize men and boys' role in achieving gender equality and engage them as gender equality champions.

Last but not least, we need to continue addressing and preventing harassment, including sexual harassment, at UN climate conferences and ensuring they are safe spaces in which women and minorities are being motivated and encouraged to participate. The EU welcomes the strengthened UNFCCC Code of Conduct to this effect and will be vigilant about its respect by all participants.

3.2 Possible future activities:

- To further enhance the effectiveness of the GAP, it is important to strengthen coherence among constituted bodies. This could be done, for example, by establishing guidelines for reporting on gender activities for constituted bodies.
- New activities in a new Work Programme and GAP should, as part of the GST outcome, focus further on enhancing gender equality when elaborating and implementing the next round of NDC:s, for example through an exchange on best practices on how to include gender equality in NDC:s and LTS:s. As gender equality is especially important in implementation of climate action; Parties and other relevant stakeholders could also exchange on best practices as they did during previously successful activities such as D6; "Exchange information on lessons



learned among Parties that have integrated gender into national climate policies, plans, strategies and action".

- As the new BTR-reporting start this year and if the timing allows (i.e. work continues in 2025), one activity next year could be a capacity-building session on how to report on gender mainstreaming of climate activities in the reporting. This session could also include examples from the first round of BTRs.
- Establish a link between the Enhanced Lima Work Programme, and the newly established work programmes in mitigation, adaptation, just transition, agriculture, etc.
- Strengthening the evidence base not only on gendered impacts on climate change but also on climate mitigation and adaptation policies should continue.
 - Map existing indicators and consider complementing these.
 - Inviting UN organisations to facilitate another global exchange on gender and climate/environment data, as done prior to COP28
- Crash course under UNFCCC to make sure gender mainstreaming is carried out by all (building on already available resources, such as the UNFCCC pocket book on gender and climate).
- Capacity-building session on guidance for national socio-economic impact assessments. National experts could exchange best practices on how one can construct assessment frameworks for climate policies that include potential effects on gender equality.

Annex

EIGE Gender Equality Index 2023: The European Green Deal - Key Findings

- Energy poverty is strongly influenced by the existing economic and social inequalities, whereby low income, demographic characteristics, the policy framework, social support mechanisms and the quality of housing, shape who is exposed to energy poverty. Data from Eurofound shows that the majority of lone parents (49% of lone fathers and 44% of lone mothers) were anticipating difficulties paying utility bills (electricity, water and gas) (Eurofound, 2022a). For many with lower incomes, higher energy prices can lead to indebtedness, and eventually to disconnection from energy services, 6% of general population in EU had arrears on their utility bills in 2021 and as many as 13% of single mothers.



- Developing a competitive and sustainable transport system that reduces the impact on environment and climate is key to a gender-equal green transition. Women and men have diverse travel patterns, resulting in different use of sustainable transport options and, thus, differential contributions to emissions. EIGE data shows that women are slightly more likely than men to opt for low carbon-emission modes of transport on a daily basis (22% of women and 19% of men). To go to work on a typical week, 66% of women and 70% of men in the EU report using a car among their top three options. Women are more likely than men to walk (46% versus 43%) and to use public transportation (34% versus 29% for male respondents).
- Women's contribution to the transport and energy sectors is still largely untapped. With 22% of EU transport workers and 24% of energy sector employees being women, both sectors are still male-dominated and marked by persistent horizontal and vertical gender segregation. For example, in the EU electricity and gas sector, only 20% of women compared to 34% of men are employed in supervisory positions. In transport women are slightly more likely than men to hold supervisory responsibilities with 19% of women employees and 17% of men in supervisory positions. This average masks important variations by education levels with the likelihood of supervisory responsibilities among women increasing with education levels. The ongoing process of the energy transition, and towards low-carbon transport systems provides new opportunities for a more inclusive workforce. It also calls for more dynamic efforts to attract and retain women workers to both sectors.