

Submission by the Federative Republic of Brazil

**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 to be undertaken on gender and climate change**

According to decision 15/CP.28, para. 2, the Federative Republic of Brazil hereby provides inputs on the implementation of the Gender Action Plan (GAP), with a view to inform the enhanced Lima Work Programme on Gender (LWPG) and its GAP. This submission does not preclude additional information that may be provided after the deadline (decision 15/CP.28, paragraph 3), as it may contribute to discussions undertaken during the sixtieth session of the UNFCCC Subsidiary Body for Implementation (June 2024) and the sixty-first session of the UNFCCC Subsidiary Body for Implementation (November 2024).

Brazil fully supports the mandate to initiate the final review of the implementation of the LWPG and its GAP at its sixtieth session (June 2024), identifying progress, challenges, gaps and priorities, with a view to concluding the review at its sixty-first session (November 2024). Collective action and international cooperation are at the center of the UNFCCC regime and should guide the timely review of the aforementioned documents.

Decision 1/CMA.5, on the outcome of the first global stocktake, recognizes gender equality as a cross-cutting consideration in actions that address climate change and calls for the implementation of gender-responsive initiatives. The acknowledgement of the review of the LWPG, as well as the need to advance in this agenda was an important signal sent by the Parties of the Paris Agreement adopted under the United Nations Framework on Climate Change (UNFCCC) that points to the need for more ambition.

Through reports, decisions, workshops, papers and many other instruments, the LWPG and its GAP have attempted to both bring awareness on the misrepresentation of women in decision-making, especially in the constituted body processes, and on the differentiated impacts of climate change on women. These efforts highlight the criticalness of integrating gender considerations in climate policies, plans and actions. Even though information has been circulated, there is still a substantial implementation gap. As long as gender considerations remain a siloed discussion within an agenda item, our collective goal of achieving gender-responsive climate policy will fall short.

In this regard, intersectionality should be further explored in this new phase of the work program. Although women can be considered as a particular group, various elements influence the degree of sensitivity of certain groups of women to climate change. We envision discussions which include – although not limited to – the following perspectives:

- (i) improving data collection, understanding the different degrees of vulnerability to the adverse effects of climate change to which women are subjected;
- (ii) Understanding how gender, race, age, physical conditions, social inequalities, among other elements have an impact on women's ability to respond to climate change;

- (iii) Unpacking means of implementation: There is still need to clarify how much climate finance, capacity-building and technology transfers reaches women in all their diversity

Initiatives like the Global Conference on Gender-Environment Data<sup>1</sup> that took place at COP28 should continue to be encouraged. Parties, organizations and the research community could work together to find ways to bridge existing gaps and translate data already in place into climate action. The UNFCCC Secretariat could collect existing initiatives that enhance data related to gender and climate change and elaborate a portfolio Parties could use to improve national efforts.

Even though advances were made with respect to representation, there is still a long road ahead. The annual report on gender composition prepared by the UNFCCC secretariat is crucial to understanding how this topic has been dealt with over the years. In this sense, the last report highlighted that gender balance among Party delegates was achieved for the first time at the fifty-eighth UNFCCC Subsidiary Body for Implementation (June 2023). Nonetheless, the number of female delegates elected to the position of Chair or Co-Chair of a constituted body decreased.

### **1. Progress, challenges, gaps and priorities in implementing the Gender Action Plan**

One of the main challenges to implementing the LWP and its GAP continues to be the **lack of means of implementation**. Increasing the gender-responsiveness of climate finance and simplified access of women to climate finance have been mentioned in previous decisions by the Conference of Parties. However, there has not been an effective mobilization of resources to meet these purposes. According to UNDP, only 0.01 percent of global finance supports projects that address both climate change and women's rights<sup>2</sup>. This percentage is alarming not only because gender equality is an unavoidable platform to ensure just transition but also because, even though women are at the forefront of the fight against climate change, their needs and demands fail to be addressed accordingly.

To have Parties leading activities without sufficient gender-responsive finance, technology transfer and capacity-building is the first step of inaction. Ambition must come from language and concrete measures that drive implementation. This message is at the core of the UNFCCC regime.

Due to the many challenges faced in implementation of the programme at the global level, **national progress**, especially from developing countries, should be acknowledged. The fact that our countries are taking concrete steps to promote gender equality despite the lack of funds proves the commitment of developing country Parties to this agenda. The review should recognize these actions and present them as evidence that even more could be achieved with available means of implementation.

It is also important to note with appreciation how **previous decisions paved the way** to progress in many areas, such as the promotion of gender balance in national delegations (decision 24/CP.27), the specific mention of leadership by local communities and Indigenous

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<sup>1</sup> <https://www.eventcreate.com/e/cop28genderdata/>

<sup>2</sup>

<https://www.undp.org/sites/g/files/zskgke326/files/publications/UNDP%20Gender%20and%20Climate%20Finance%20Policy%20Brief%205-WEB.pdf>

women (decision 3/CP.25), support to the role of national gender and climate change focal points (decision 20/CP.26) and incentives to the preparation of technical papers that explore linkages between gender and other UNFCCC workstreams. Reinforcing this positive trend will be crucial in future meetings, as the adverse effects of climate change continue to deepen gender inequalities and increase vulnerabilities.

## **2. Inputs to the review of the enhanced Lima Work Programme on gender and its GAP, including on future work to be undertaken on gender and climate**

As mentioned, there is room to bring **intersectionality** into the discussion. To better understand the disproportionate effects of climate change, it is necessary to acknowledge the existence of compound effects of women, depending on their age, ethnicity, socioeconomic status, among others. This is the case of girls, for instance, whose special circumstances were acknowledged in different opportunities of the LWP and its GAP. It is also the case of **Indigenous Women**, who are vital to climate action but have limited access, space and representation in mechanisms in which climate change is discussed and decisions are made<sup>3</sup>. In Brazil, a recent study revealed that women and people of African descent are one of the population subgroups most affected by heatwaves<sup>4</sup>, an information that suggests the existence of intersecting inequalities. Brazil believes the LWP and its GAP are sufficiently developed to allow for this type of cross-cutting discussion.

Brazil sees added value in the organization of periodic **regional dialogues**, in addition to the workshop on the synthesis report, which will be held in advance of the sixtieth session of the **Subsidiary Body for Implementation** (decision 15/CP.28 para 4). Bringing discussions to the regional level allows Parties to reflect on common challenges and exchange views on solutions and best practices. The structured dialogues could be synthesized in a report and taken to the consideration of the Parties at the following session of the **Subsidiary Body for Implementation**.

Further work can be undertaken with a view to understand **how gender can be mainstreamed into new frameworks** under the UNFCCC regime, such as the just transition work programme (decision 3/CMA.5), the Global Goal on Adaptation framework (decision 2/CMA.5), and what lessons can be learned out of the first Global Stocktake (decision 1/CMA.5).

Finally, the lack of **disaggregated data** is a challenge faced by many Parties. Enhancing Parties' capacities for collecting, analyzing and applying such information into their public policies is the basis for an effective implementation of the programme and its plan.

## **3. National actions**

In line with the priorities established by the Action Plan on Gender and Climate Change, Brazil has implemented the following actions:

### **Priority Area A: Capacity building, knowledge management, and communication**

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<sup>3</sup> [https://lcipp.unfccc.int/sites/default/files/2022-](https://lcipp.unfccc.int/sites/default/files/2022-04/AIPP%20Climate%20justice%20for%20indigenous%20women.pdf)

[04/AIPP%20Climate%20justice%20for%20indigenous%20women.pdf](https://lcipp.unfccc.int/sites/default/files/2022-04/AIPP%20Climate%20justice%20for%20indigenous%20women.pdf)

<sup>4</sup> <https://journals.plos.org/plosone/article?id=10.1371/journal.pone.0295766>

Regarding action A.4 of the GAP (*strengthen 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*), the Ministry of Women promoted the **National Seminar on Women and Climate Justice**<sup>5</sup>, with representatives from several women's organizations.

The goal was to provide a public forum for representatives of women's movements from rural areas, forests, and waters, who have been directly impacted by the various consequences of climate change. As an immediate result, it was possible to gather information that will help the government to understand the panorama and develop a collective planning process with the participation of women's organizations and movements to develop priority actions for technical and policy guidelines.

The National Seminar on Women and Climate Justice inaugurated a series of dialogues with women's organizations that will take place during 2024. Face-to-face meetings with women from different territories and biomes will be organized to develop political and technical guidelines for addressing the injustices caused by climate change in women's lives.

The opening event gathered 150 women representatives from organizations and entities of women from all Brazilian biomes, and the government, represented by the Minister of Women, Cida Gonçalves.

The event was organized by Brazil's National Secretariat for Institutional Articulation, Thematic Actions, and Political Participation (SENATP/Ministry of Women), in partnership with UN Women and the German Agency for International Cooperation GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit), and the National Council of Extractivist Populations (CNS).

### **Priority area B: gender balance, participation and women's leadership**

The **reestablishment of the Ministry for Women** was an important initiative to ensure the implementation of policies for women. This ministry has the authority to formulate, coordinate, and execute policies and guidelines for women's rights, to engage in cross-sectoral and cross-cutting coordination, among other prerogatives. Its coordinated action has been essential for the development, implementation, and monitoring of gender-responsive climate change policies.

Brazil has been making efforts to **increase female participation in its delegation**. At COP27, women represented only 12% of the country's negotiators, whereas the Brazilian core delegation to the SB60 is expected to have 38% of female participation, including its Head of

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<sup>5</sup>

<https://www.gov.br/mulheres/pt-br/central-de-conteudos/noticias/2023/novembro/seminario-debate-propostas-das-mulheres-para-a-cop-28>>

Delegation. During COP28, Brazil had an Indigenous woman as Head of Delegation for the first time and the total of two women leading the delegation throughout the event. Such actions reflect the country's commitment to expanding the diversity of its delegation and promoting female participation in decision-making.

Regarding action B.1 of the GAP (*promote initiatives for capacity-building in leadership, negotiation and facilitation of negotiation for women delegates, including through webinars and in-session training to enhance women's participation in the UNFCCC process*) Brazil organized several **panels at the Brazil Pavilion during COP28**, e.g., (i) “Nothing About Us, Without Us: Perspectives of Black Women on race, gender, and territory in the development of climate action policies with racial and socio-environmental justice”; (ii) “Women for Climate Justice: Intergenerational Dialogues between young activists and female leaders in spaces of power”; (iii) “Sacred Water Women: Voices of resilience from Indigenous peoples and traditional peoples of African descent and the climate”; (iv) “Women and Climate Justice: G20 and the Global South”.

### **Priority area C: coherence**

The efforts to bring greater coherence on gender and climate change discussions integrate Brazil's foreign and domestic policies and are reflected in different spheres. In early 2024, for the first time, Brazil adopted the **Declaration on the Feminist Foreign Policy for Latin America and the Caribbean**<sup>6</sup>, reaffirming its commitment to eliminate all forms of violence and discrimination against women and to make concrete initiatives towards gender parity and gender equality in the region.

The **Belém declaration**<sup>7</sup>, signed under the Amazon Cooperation Treaty (ACTO), a document that unifies the objectives of eight Amazon countries, has gender equality, with active participation and promotion of women's rights, as one of its cross-cutting themes. Strengthening the leadership and participation of women, including Indigenous women and women of African descent, was also highlighted as a priority.

### **Priority area D: gender-responsive implementation and means of implementation**

The project of **multi-year Plan (PPA)** for 2024-2027 – an instrument of governmental planning that sets guidelines, objectives and targets for the Brazilian Public Administration expenses – encompassed five cross-cutting agendas: children and teenagers; women; racial equality; Indigenous Peoples; the environment, including the fight against climate change. In an inclusive and participatory process, Brazil aims to promote women's empowerment by creating mechanisms for enhancing women's capacities for climate change-related planning and effective management. As one of the cross-cutting agendas, a gender perspective is expected to guide implementation of all proposed initiatives related to climate change.

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<sup>6</sup> [https://www.gov.br/mre/pt-br/canais\\_atendimento/imprensa/notas-a-imprensa/declaracao-sobre-a-politica-externa-feminista-da-america-latina-e-do-caribe](https://www.gov.br/mre/pt-br/canais_atendimento/imprensa/notas-a-imprensa/declaracao-sobre-a-politica-externa-feminista-da-america-latina-e-do-caribe)

<sup>7</sup> <https://www.gov.br/planalto/pt-br/assuntos/cop28/belem-declaration>

Regarding action D.1 (*share experiences*), Brazil has participated in the following events, during COP28:

- Walking the Talk event: Gender Equality in the Paris Agreement (COP28)
- Ministerial Dialogue on Gender-Responsive Just Transitions and Climate Finance event (COP28)
- Climate, Gender, and Conflict Nexus: Exploring Challenges and Solutions event (COP28)

On action D3 (*strengthen, protect, and preserve local, indigenous, and traditional knowledge and practices across different sectors to enhance climate resilience and promote the full participation and leadership of women and girls in science*), Brazil has also advanced in training and providing support for women belonging to African-derived communities and Indigenous Peoples.

- The "Atlânticas, Beatriz Nascimento Women in Science Program," the largest national program of sandwich Ph.D. and post-doctorate scholarships abroad dedicated to African-descendent, Indigenous, quilombola and Romani women. By investing in the education and scientific advancement of female leaders from traditional communities, the program also contributes to the strengthening and development of these territories;
- The National Policy for Territorial and Environmental Management of Quilombola Communities (PNGTAQ) includes among its guidelines the promotion and increased participation of quilombola women and youth in territorial and environmental management, recognizing the importance of gender and generational equity. The PNGTAQ also explicitly states as one of its objectives the encouragement and strengthening of productive activities carried out by women to promote gender and generational equity in income-generating strategies in quilombola territories;

Regarding action D.5 (*engage women's groups and national women and gender institutions in the process of developing, implementing and updating climate policies*), the Ministry of Women actively participates in the **Temporary Technical Group on Climate Change Adaptation (GTT-Adaptation)**. The GTT-Adaptation initiative aims to develop a national adaptation plan with a gender perspective and women's leadership. It is expected to conclude its work by September, with a subsequent public consultation phase in October 2024.

Brazil's new National Adaptation Plan (Climate Plan or 'Plano Clima') will encompass 15 sectoral plans with a cross-cutting approach to gender. Additionally, women are expected to lead the planning and implementation of climate policies from the grassroots in local communities to the political-administrative spheres of decision-making.

As for action D.6 (*exchange information on lessons learned among Parties that have integrated gender into national climate policies, plans, strategies and action, as appropriate*), the "Quilombo das Américas Program," relaunched at COP28, aims to articulate the struggle of quilombola people in Latin America and articulates traditional knowledge, environmental protection and the fight against climate change. This program could be a space for exchanging experiences that integrate gender and climate from the perspective of African-derived

traditional communities and quilombos. Brazil has already signed a Memorandum of Understanding with Colombia as part of this initiative.

Concerning action D.7 (*enhance the availability of sex-disaggregated data for gender analysis*), the Brazil supported the development of **research and studies at Brazilian universities**, aiming to deepen knowledge and expand the database regarding the relationship between gender and climate change. Among these efforts, the following projects stand out:

- “Women's Biomes: The Resumption”, at the Federal University of Acre (UFA);
- “GAIA Project - Gender, Agroecology, and Equality in the Amazon. Women of the Countryside, of the City, of the Forests, and of the Waters with Social Justice and Sustainability in the Tocantina Amazon”, at the Federal University of Pará (UFPA);
- “Womanhood, Culture, and Care: Cartography of Healing Women in the Interior of Rio Grande do Norte”, at the Federal University of Rio Grande do Norte (UFRN).

Finally, the Racial Equality Hub, also related to action D.7, collects disaggregated data, highlighting links between gender and climate change from a racial perspective. It is therefore aligned with the idea to bring more clarity to the role of intersectionality in the climate change agenda. The platform is expanding, so as to include data on climate change and its impacts on People of African descent, particularly women.