

Submission to the UN Framework Convention on Climate Change

On the development of a new Gender Action Plan

31 March 2025

Background

At COP 29, Parties to the UN Framework Convention on Climate Change (UNFCCC) concluded the final review of the Enhanced Lima Work Programme on Gender (Enhanced LWPG) and extended it for 10 years. Parties further decided to develop a new gender action plan (GAP) in a process that will be initiated at the sixty-second session of the Subsidiary Body for Implementation, in June 2025, with a view to recommend a decision for consideration and adoption at COP 30, 10 - 21 November 2025 ([Draft Decision -/CP.29](#)).

At SB 62, Parties and observers will come together to discuss the design, including the structure and content of the activities in the new Gender Action Plan (GAP) at an in-session workshop. Against this background, a [call for submissions related to the workshop](#) has been initiated. UN-Women intends to respond to the call and share its ideas, guidance and inputs for the in-session workshop on the development of the new GAP.

UN-Women envisions the new GAP to become a transformative guide that accelerates the ambitious implementation of the Enhanced LWPG to ensure that gender equality considerations are fully integrated into all climate policy and action and at all levels. This requires the new GAP to become a holistic instrument/tool that clearly sets out its purpose and objectives, that is action oriented and coherent with the Gender Action Plans of other multilateral processes and agreements, that is user-friendly to inspire an inclusive implementation of policies, plans and strategies on climate change at all levels, and that includes a solid and comprehensive follow-up and review mechanism.

UN-Women's submission therefore proposes a comprehensive approach to the development of the new GAP and an overarching new structure. The submission also recommends preserving its existing priority areas and suggests changes to activities, including the addition of new ones, in order to strengthen the utility of the GAP as a gender mainstreaming tool. Moreover, it identifies key actors for the implementation as well as their contributions, and sets out ambitious pathways for implementation, monitoring and reporting. Overall, UN-Women proposes the new GAP is developed in alignment with the vision of feminist climate justice¹ and guided by the following eight principles:

1. **Coherent:** The new GAP should strive for policy coherence with other international and regional agreements and treaties on gender equality, sustainable development, climate change, environment, disaster risk reduction, gender equality² and human rights, especially

¹ UN Women. 2023. [Feminist climate justice: A framework for action](#). UNW: New York.

² The Agreed Conclusions of the sixty-sixth Commission on the Status of Women, whose theme was "Achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental and disaster risk reduction policies and programmes," can be accessed [here](#).

the gender action plans of the other Rio Conventions and the Sendai Framework for Disaster Risk Reduction.

2. **Transformative:** The GAP should set ambitious goals and targets to be achieved by activities that address the root causes of gender inequality and climate change to inspire countries to effectively elevate their ambitions at the intersection of gender equality and climate change mitigation, adaptation and resilience at all levels.
3. **Inclusive:** Effective implementation requires active engagement of all stakeholders at all levels, including governments, civil society, private sector, academic and technical institutions with the support from regional and international partners.
4. **Just and equitable:** The GAP should acknowledge and address the disproportionate impacts of climate change on marginalized groups due to historical, current and intersecting forms of discrimination, gender inequalities and multidimensional factors, while promoting fair and equitable access to resources, decision-making, and benefits.
5. **Partnership-oriented:** Resources, including financial, human and related resources, leveraged through multistakeholder partnerships must be included in the GAP, otherwise its successful implementation will be compromised. It should include provisions for securing the engagement of all actors at different levels, from the subnational to global levels in support of gender-responsive climate policy and action.
6. **Applicable:** The GAP will have a set of general principles/actions that should be adapted at the national/subregional/local levels. The new GAP should inspire each country to develop their own context-specific plan in an inclusive, whole-of-society approach that effectively serves the NDCs, NAPs and LT-LEDS, among other national policy instruments on climate change.
7. **Measurable and accountable:** The process for implementation, monitoring, reporting and review, as well as voluntary commitments by Parties, and other global, regional and country stakeholders must be laid out, including a set of gender-specific indicators that governments can voluntarily adopt and report on. By monitoring gender-responsive climate policies and measures and sharing good practices, the GAP can foster peer-to-peer learning, identify remaining gaps, and create opportunities for civil society and other stakeholders to contribute to policy oversight.

Proposed Structure for the GAP

UN-Women proposes a new structure that aligns with the [current GAP's](#) five priority areas that provides background on the plan's purpose, sets clear objectives, explains the priority areas and activities, and sets out a pathway for implementation. As a tool for implementation, monitoring and reporting, it should be accompanied by user-friendly guides, summaries or pointers for different actors.

The structure aligns with the gender action plans developed for the Rio Conventions and the Sendai Framework for Disaster Risk Reduction. The new GAP should have an introductory text on the

rationale and objectives of the plan and then focus on tables of potential actions and results. An example of a relevant outline for the new GAP is as follows:

1) Purpose

- *The gender action plan will support / lead to the more effective and efficient implementation of the UNFCCC and the Paris Agreement, as well as the work of Parties, the UNFCCC Secretariat, and relevant stakeholders.*
- *Application of relevant research and statements by international bodies that identify the need for a stronger focus on gender equality in climate action.*

2) Objectives

- *Agree on gender equality objectives, including promoting and protecting all human rights, in particular, the right to a clean, healthy and sustainable environment.*
- *Increase policy coherence with international, regional and national climate change and environmental policies, in particular, the Rio Convention and the Sendai Framework gender action plans.*
- *Mainstream gender equality, rights and women's and girl's empowerment in all relevant UNFCCC streams of work.*

3) Priority Areas and Activities

- *Describe gender equality priorities and actions, including potentially new priority areas, assign clear responsibilities and levels of implementation.*
- *Provide guidance and tools, including examples for successful implementation.*

4) Implementation

- *Process for implementation, monitoring, reporting and review, voluntary commitments by Parties, and other global, regional and national stakeholders.*

5) Annex: Gender Action Plan (Activity Table)

Priority Areas

As the five priority areas are already familiar to governments and stakeholders, maintaining them will facilitate the integration of the GAP provisions and indicators into existing national, regional, and international guidance and monitoring mechanisms.

- Priority area A: capacity-building, knowledge management and communication
- Priority area B: gender balance, participation and women's leadership
- Priority area C: coherence
- Priority area D: gender-responsive implementation and means of implementation
- Priority area E: monitoring and reporting

[Proposed Additional] Activities

Strong statement on retention of current GAP activities. The current gender action plan contains / encompasses significant / important activities to advance gender equality in climate action. In addition to the existing activities in the current GAP, the following tables provide relevant examples of additional activities for each of the five priority areas.

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

Activities	Responsibilities	Timeline	Deliverables	Level of Implementation
Promote women's participation and leadership in all UNFCCC delegations, including accredited non-Party delegations.	Leading: UNFCCC Secretariat Contributing: Parties, United Nations entities, relevant organisations	Ongoing to the midterm review of the Enhanced LWPG	Analysis of women's participation and leadership in all delegations and constituencies	International

Priority area C: *coherence*

Activities	Responsibilities	Timeline	Deliverables	Level of Implementation
Mainstream gender equality and women's and girl's empowerment into all relevant UNFCCC workstreams	Leading: Parties, UNFCCC Secretariat Contributing: Other United Nations system entities, other UNFCCC constituencies	Ongoing to the midterm review of the Enhanced LWPG	Monitoring reports Gender-responsive BTRs and GSTs	International
Enhance coordination between the UNFCCC and other relevant international and regional agreements and treaties, including the other Rio Conventions and the Sendai Framework, ECOSOC's CSW, CEDAW and the UN General Assembly	Leading: UNFCCC + UN System Contributing: Parties, Rio Convention Secretariats, UNDRR, other	Ongoing to the midterm review of the Enhanced LWPG	Meeting reports Policy documents and action plans on gender-responsive synergies	International National

	UNFCCC constituencies			
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Priority area D: gender-responsive implementation and means of implementation

Activities	Responsibilities	Timeline	Deliverables	Level of Implementation
Develop and disseminate knowledge on the climate and care economy nexus and integrate into climate policy and action across relevant UNFCCC thematic processes and in women's participation and leadership	UN System, Parties, academia, all relevant UNFCCC Constituencies	Ongoing to the midterm review of the Enhanced LWPG	Knowledge products	International
Track and address gender-based violence in the context of climate change, with a particular focus on violence during disasters and against women environmental human rights defenders.	Leading: Parties Contributing: United Nations, relevant organizations	Ongoing to the midterm review of the Enhanced LWPG	Synthesis report on GAP submissions BTRs and GSTs	National, International
Track and address gender equality and women's and girl's empowerment, safety and security in the context of a changing climate, including in conflict settings	Leadings: Parties Contributing: United Nations, relevant organizations	Ongoing to the midterm review of the Enhanced LWPG	Relevant national policies, strategies and plans on climate change	National

Priority area E: monitoring and reporting

Activities	Responsibilities	Timeline	Deliverables	Level of Implementation
Integrate gender-specific indicators, and collect, analyze, disseminate and use disaggregated data and gender statistics for the monitoring and reporting of all climate and disaster risk reduction policies, actions and impacts.	Leading: Parties, the Gender and Environment Data Alliance (GEDA) Contributing: Secretariat, United Nations,	Ongoing to the midterm review of the Enhanced LWPG	Submissions Synthesis report on the submissions Calls to Action	National International

	relevant organizations			
Enhance cooperation for the collection, analysis, dissemination and use of disaggregated data and gender statistics with relevant international and regional agreements, treaties and processes, including across existing science-policy interfaces.	Leading: Parties, academia, UN System Contributing: other relevant organizations	Ongoing to the midterm review of the Enhanced LWPG	IPCC, SPI and IPBES reports Sendai Monitor Women Count Gender Climate Tracker	National International

Key Actors and Contributions

- Call for whole-of-society approach
- UN-Women's contributions

Implementation, Monitoring and Reporting

Process for implementation, monitoring, reporting and review, voluntary commitments by Parties, and other global, regional and national stakeholders.

Proposed In-Session Workshop

UN-Women proposes the following agenda for the In-Session Workshop at SB62, for Parties and observers to come together to discuss the design, including the structure and content of the activities in the new Gender Action Plan (GAP). The Workshop should offer dedicated expert input as well as interactive formats to provide an open space for knowledge sharing and meaningful discussions.

Segment 1 of In-Session Workshop:		
<i>Creating a shared understanding of the current Gender Action Plan and the linkages with other Multilateral Processes</i>		
Time	Agenda	Responsible
3 hours	<i>Background and Introduction</i> <ul style="list-style-type: none"> • Gender Equality at the UNFCCC • Introduction into the Lima Work Programmes on Gender and the UNFCCC Gender Action Plans 	UNFCCC Secretariat UNFCCC Secretariat

	<i>Interactive Discussion or Exercise</i> <i>Gender Equality in relevant Multilateral Processes</i> <ul style="list-style-type: none"> • Overview of the Rio Earth Summit and Agenda 21 • UNCBD and the Gender Plan of Action • UNCCD and the Gender Action Plan • UNDRR and the Sendai Gender Action Plan <i>Interactive Discussion or Exercise</i>	UNEP? UNCBD UNCCD UNDRR All participants
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Segment 2 of In-Session Workshop:		
<i>Showcasing the Gender Action Plan in Climate and Environmental Policy and Practice</i>		
Time	Agenda	Responsible (Proposed)
3 hours	<i>Gender Equality in Climate, Environment and Disaster Risk Reduction Policy and Action</i> <ul style="list-style-type: none"> • Addressing Gendered Impacts of Climate Change and Environmental Degradation through Unpacking Gender Terminology • Synergies across policy and action <i>Interactive Discussion or Exercise</i>	CSOs/WGC UN-Women/UN Entity All participants

Segment 3 In-Session Workshop:		
<i>Unpacking the UNFCCC Gender Action Plan</i>		
Time	Agenda	Responsible
3 hours	<i>Designing the UNFCCC Gender Action Plan</i> <ul style="list-style-type: none"> • Purpose and Objectives • Structure • Priority Areas and Activities • Monitoring and Reporting: A 10-year GAP <i>Interactive Discussion or Exercise</i>	UNFCCC Secretariat and all participants All participants

Segment 4 of In-Session Workshop:		
<i>Implementing the Gender Action Plan and way forward</i>		

Time	Agenda	Responsible
3 hours	<i>Integrating gender equality into climate policy and action</i> <ul style="list-style-type: none"> • Gender analysis, disaggregated data and gender statistics • Developing gender-responsive NDCs, NAPs and LT-LEDS • Best practices in monitoring and reporting • Integrating gender perspectives into relevant UNFCCC workstreams 	Parties Parties Parties Parties
	<i>Interactive Discussion or Exercise</i>	All participants