

Submission by Out for Sustainability (Out4S)

On the Format and Scope of the In-Session Technical Workshop to be Held at SB62

Mandate: Decision -/CP.29, paragraph 15

Date: May 15, 2025

Submitted via the UNFCCC Submission Portal

1. Introduction and Alignment with Existing Submissions

Out for Sustainability (Out4S) welcomes the opportunity to submit its views on the format and scope of the in-session technical workshop to be held at the sixty-second session of the Subsidiary Body for Implementation (SB62), in accordance with Decision -/CP.29, paragraph 15.

As a member of the Sexual and Reproductive Health and Rights (SRHR) & Climate Justice Coalition and the Women and Gender Constituency (WGC), and as an active ally of the Gender and Environment Data Alliance (GEDA), we fully align ourselves with the principles and recommendations laid out in their submissions. We echo their call for a transformative, rights-based Gender Action Plan (GAP) that prioritises the lived experiences and leadership of those at the intersections of multiple forms of marginalisation.

This submission is grounded in our ongoing advocacy to make climate action inclusive of historically excluded communities. Intersectionality is not a peripheral concern—it is foundational to the legitimacy, effectiveness, and justice of the UNFCCC's gender agenda. Therefore, we call for the SB62 workshop to explicitly address the integration of intersectionality into both the process and content of the revised GAP.

2. Momentum for Intersectionality in the GAP Process

There is demonstrable momentum among Parties and observers toward integrating intersectionality in the next iteration of the GAP. The submissions from the SRHR & Climate Justice Coalition, WGC, and GEDA all incorporate intersectionality as a core organising principle—either directly or through references to multiple and overlapping identities and vulnerabilities.

Furthermore, the COP29 decision extending the GAP and mandating a review process has opened an important political window for a more robust and inclusive framework. Numerous observers at SB60, including grassroots groups, UN agencies, and human rights defenders, have underscored the limitations of previous GAP iterations in addressing the compound barriers faced by women, girls, and gender-diverse people who live at the margins due to their ethnicity, disability, socioeconomic status, sexual orientation, or migration status.

The upcoming SB62 technical workshop must capitalise on this political appetite and institutional mandate by facilitating an in-depth and action-oriented discussion on

intersectionality. Doing so would ensure the revised GAP is responsive to the full diversity of gendered experiences and better equipped to drive inclusive climate resilience.

3. Clarifying the Concept of Intersectionality in the UNFCCC Context

Intersectionality is a framework for understanding how multiple and overlapping social identities—including but not limited to gender, race, disability, age, class, sexual orientation, gender identity and expression, and Indigenous status—interact with one another and with systems of power and discrimination. First introduced by legal scholar Professor Kimberlé Crenshaw, intersectionality has since evolved into a cornerstone of inclusive policymaking across human rights, development, and public health fields.

Within the context of climate change, intersectionality is essential for uncovering how structural inequalities amplify exposure to climate risks, limit access to adaptation resources, and silence the leadership of affected groups. Applying an intersectional lens means going beyond binary sex-disaggregated data and recognising the differentiated experiences within groups labeled “women” or “marginalised populations.”

Intersectionality is not a theoretical exercise—it is an operational tool to improve equity, accountability, and results. For the UNFCCC, this means recognising that the climate crisis is not gender-neutral, nor is the experience of “womanhood” or “vulnerability” uniform. Intersectionality helps tailor adaptation, mitigation, loss and damage, and financing responses to the lived realities of communities disproportionately impacted by climate change.

4. Historical and Institutional Precedents for Intersectionality

While intersectionality has long been recognised in international human rights and sustainable development fora, it has only recently begun to gain traction within UNFCCC decision-making.

In 2023, intersectional approaches featured in multiple reports submitted to the Human Rights Council, including those by the Special Rapporteur on Climate Change and Human Rights, and were explicitly referenced in COP29 discussions. However, the most significant formal precedent came with the adoption of the **UAE Framework for Global Climate Resilience** under the Glasgow–Sharm el-Sheikh work programme on the global goal on adaptation ([Decision 2/CMA.5, paragraph 14](#)). This marked the first time the term “intersectional approaches” appeared in a UNFCCC outcome document, establishing a policy anchor for further elaboration and operationalisation across the Convention.

Other multilateral bodies—such as ECOSOC, the UN General Assembly, and the Human Rights Council—have used intersectionality to frame their approach to loss and damage, just transition, and environmental justice. The Convention on Biological Diversity (CBD) has adopted a Gender Plan of Action that explicitly references intersectional data and gender-based violence. These precedents offer models for the UNFCCC to follow.

Given these converging norms and mandates, the [technical report](#) and workshop at SB62 presents an ideal venue to formalise intersectionality as a guiding principle of the GAP.

In parallel, evidence from the [NAP Global Network's 2023–2024 synthesis report](#) reinforces that countries are already moving toward integrating intersectionality into their national adaptation planning. The review found that while most of the 56 National Adaptation Plans (NAPs) submitted as of mid-2024 referenced gender, a growing number also acknowledged how gender intersects with other forms of identity—such as age, Indigeneity, disability, and sexual orientation—to shape climate vulnerability and adaptation capacity.

In addition to these institutional and Party-led developments, the scientific community has reinforced the importance of intersectional approaches in climate policy. The Intergovernmental Panel on Climate Change (IPCC) Sixth Assessment Report (AR6) recognises that vulnerability is exacerbated by intersecting factors such as gender, ethnicity, disability, age, and income—especially for Indigenous Peoples and local communities (very high confidence). It further affirms that “vulnerabilities and climate risks are often reduced through carefully designed and implemented laws, policies, participatory processes, and interventions that address context-specific inequities” (high confidence). AR6 highlights the need for policy responses that prioritise equity, gender equality, and justice by promoting rights-based approaches, social safety nets, and inclusive participation in climate governance. These findings validate the inclusion of intersectionality in the GAP, particularly as a tool for improving adaptation effectiveness and reducing structural climate risks. By reflecting the most up-to-date consensus from global science, the UNFCCC can ensure that its Gender Action Plan aligns with the evidence base underpinning the Paris Agreement’s objectives.

5. Recent Developments: Intersectionality in Multilateral Climate Fora in 2024

The year 2024 marked a significant turning point in the recognition and operationalisation of intersectionality across multilateral climate and human rights platforms. Despite ongoing resistance in some negotiating spaces, the consistent engagement of Member States, experts, and civil society organisations has advanced the use of intersectionality as a critical tool for shaping inclusive and equitable climate policy. This progress not only affirms the relevance of intersectionality but also lays the groundwork for its systematic integration in the revised Gender Action Plan (GAP) and its supporting technical workshop.

UN ECOSOC Partnership Forum (January 2024):

The [Forum's review of SDG 13](#) (“Climate Action”) centred on the differentiated impact of climate change on marginalised communities. It placed particular focus on the vulnerabilities faced by women and girls, Indigenous Peoples, and LGBTI communities. This early-year milestone underscored the need to embed intersectional analysis into global climate responses from the outset of the 2030 Agenda’s second implementation phase.

UNFCCC SB60 (June 2024):

At the 60th Subsidiary Body meetings, intersectionality featured prominently in side events hosted by the SRHR & Climate Justice Coalition and GEDA. These events explicitly called for

intersectionality to be mainstreamed in the revision of the GAP. Participants stressed the necessity of addressing the unique vulnerabilities of multiply marginalised populations, including through equitable financing mechanisms and the next cycle of Nationally Determined Contributions (NDCs).

56th Session of the Human Rights Council (June–July 2024):

Resolution [A/HRC/RES/56/8](#) reaffirmed the importance of adopting a gender-responsive, disability-inclusive, and age-inclusive approach to climate action. It called on States to address systemic discrimination in adaptation and mitigation policies and promoted just transitions that prioritise support for the most affected. In parallel, Special Rapporteur Elisa Morgera presented her report ([A/HRC/56/46](#)), which provided a detailed analysis of how multilateral climate instruments must embed intersectionality to prevent discriminatory outcomes.

The same session saw the release of the report by the Special Rapporteur on the human rights of internally displaced persons, Paula Gaviria Betancur ([A/HRC/56/47](#)), which identified the need for intersectional approaches to planned relocations and climate-induced mobility, emphasising demographic, cultural, and health-related vulnerabilities.

High-Level Political Forum (July 2024):

The LGBTI Stakeholder Group hosted an official side event focused on integrating LGBTI perspectives into SDG 13 implementation. The session reiterated that despite growing recognition of disproportionate climate impacts, the systematic inclusion of LGBTI communities remains limited. It called for the integration of intersectionality into national and international adaptation, finance, and loss and damage frameworks.

57th Session of the Human Rights Council (September–October 2024):

The Office of the High Commissioner for Human Rights published an “Analytical study on the impact of loss and damage from the adverse effects of climate change on the full enjoyment of human rights” ([A/HRC/57/30](#)). The study emphasised the intersectional nature of climate vulnerability and advocated for gender-, child-, and disability-responsive assessments of loss and damage. The UN Secretary-General acknowledged structural discrimination as a compounding factor and stressed the need for data disaggregation.

UNGA Third Committee and the Special Rapporteur on the Right to Development (July 2024):

Dr. Surya Deva’s thematic report ([A/79/168](#)) on climate justice articulated intersectionality, participation, and non-discrimination as foundational principles for equitable climate action. His call for integrating intersectionality across all four pillars of climate justice—mitigation, adaptation, remediation, and transformation—was endorsed by the General Assembly (Resolution 79/170). The report also urged the World Bank to ensure its role as interim trustee of the Loss and Damage Fund supports intersectional equity and does not reinforce patriarchal power structures.

UNFCCC COP29 (November–December 2024):

The Task Force on Displacement of the WIM ExCom published a [technical guide on integrating human mobility into national climate policy processes](#). The guide identified intersectional

differentiation as central to ensuring just adaptation responses and highlighted the need to assess how gender, disability, and ethnicity interact in climate-related mobility outcomes.

Beyond the official events hosted by [GEDA](#) and the [SRHR & Climate Justice Coalition](#), COP29 provided an additional platform for advancing discussions on intersectionality. A [high-level dialogue on gender in transparency](#) coordinated by the UNFCCC secretariat facilitated a critical space where representatives of GEDA and the Women and Gender Constituency (WGC) spoke on the importance of integrating intersectional analysis into climate policy, finance mechanisms, and national adaptation strategies. These interventions spotlighted how the lack of gender-disaggregated and intersectional data hampers effective adaptation and loss and damage responses. Participants emphasised the need for inclusive data systems that account for the specific needs of marginalised communities—such as women, Afro-descendant and Indigenous Peoples, LGBTI populations, and persons with disabilities—to ensure just and resilient climate policies.

6. Recommendations for the SB62 Technical Workshop

Out4S recommends that the SB62 in-session technical workshop include a dedicated session titled:

“Intersectionality and Climate Justice: From Concept to Implementation in the Gender Action Plan”

Objectives:

- ❑ Provide a clear, shared definition of intersectionality tailored to the UNFCCC context.
- ❑ Explore how intersecting inequalities manifest in climate impacts, adaptation barriers, and participation gaps.
- ❑ Present concrete case studies and tools that have applied intersectionality in climate policy and practice.
- ❑ Generate recommendations for integrating intersectionality into all five priority areas of the revised GAP.

Proposed Format:

- ❑ **Opening Panel:** Framing remarks by academic experts (e.g. [Kimberlé Crenshaw](#), [Elisa Morgera](#), [Ana Terra Amorim-Maia](#), [Surya Deva](#), [Ashlee Christoffersen](#)).
- ❑ **UN Agency Inputs:** Presentations from UNFPA, OHCHR, Adaptation Fund, WIM ExCom, GEF showcasing operational examples of intersectionality in climate planning. This can also include other international organizations and networks such as IISD.
- ❑ **Breakout Groups:** Participants co-develop intersectionality-informed activities for each GAP priority area.
- ❑ **Plenary Feedback and Recommendations Compilation**

Supplementary Tools:

- A concept note on intersectionality for workshop participants.
- A compendium of best practices in collaboration with the relevant stakeholders.
- Optional digital participation pathway for grassroots voices unable to attend in person.

This session would establish the foundation for a shared understanding of intersectionality and encourage Parties to embed intersectionality not just in the language of the GAP, but in its logic, implementation, and monitoring frameworks.

7. Gender Action Plan text recommendations

While it would be desirable to have intersectionality as a priority area, we acknowledge significant gaps that must be addressed before Parties and other relevant stakeholders can fully engage in the issue. Based on this, the present suggestions are based on desirable text that explicitly enables the possibility of generating knowledge, deepening the understanding, and building the capacities required to address the need for the experience of people in vulnerable situations affected by climate change. As such, we foresee this text being nested under matters related to Capacity-building, knowledge management, and communication (section A of the current GAP) – assuming priority areas remain the same – or similar.

Enhance existing activities

A.3 Enhance capacity-building for governments and other relevant stakeholders to collect, analyse and apply sex-disaggregated data and gender analysis in the context of climate change, where applicable

Alt. Enhance capacity-building for governments and other relevant stakeholders to collect, analyse and apply [gender]-disaggregated data and gender [intersectional] analysis in the context of climate change, where applicable

A.4 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

Alt. Strengthen the evidence base and understanding of the differentiated [and intersectional] impacts of climate change on [all] men and women [in vulnerable situations due multiple and intersection forms of discrimination] and their role as agents of change and on opportunities.

D.7 Enhance the availability of sex-disaggregated data for gender analysis, taking into consideration multidimensional factors, to better inform gender-responsive climate policies, plans, strategies and action, as appropriate

Alt. Enhance the availability of gender-disaggregated data for gender analysis, taking into consideration multidimensional [and intersectional] factors [of discrimination] to better inform gender-responsive climate policies, plans, strategies, and action, as appropriate.

Additionally, we highly encourage changing the use of the term gender-disaggregated data instead of sex-disaggregated data.. This is particularly relevant to current activities A.3 and D.7.

New text/activities

Priorities

Addressing the intersecting ways in which gender inequalities may be amplified for all women and girls. Women and men and boys and girls around the world experience marginalization in different, multiple and intersecting ways depending on their ethnicity, social status, caste, age, and environment, among other factors. Recognizing the structural barriers and power imbalances that hamper inclusiveness of the whole of society, the implementation of the gender plan of action will take an intersectional approach, prioritizing the needs and interests of all women and girls, with particular attention to those facing all forms of discrimination. The implementation of the gender plan of action will also seek to ensure the engagement of men and boys, to ensure a collaborative and supportive approach towards achieving gender equality in the conservation and sustainable use of biodiversity and the fair and equitable sharing of benefits arising out of the utilization of genetic resources.

Activities

Requests the Secretariat to organize a workshop to facilitate the exchange of views and best practices on how to incorporate gender-responsive and intersectional approaches to National Adaptation Plans as mandated by decision 2/CMA.5 on the Global goal on adaptation.

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