

**SUBMISSION BY ANGOLA**  
**ON BEHALF OF THE LEAST DEVELOPED COUNTRIES**  
**Views on gender-responsive climate policy with a focus on mitigation action and technology development and transfer**

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At COP-20, Parties to the UNFCCC adopted the Lima Work Programme on Gender (Decision 18/CP.20) to advance the implementation of existing gender equality mandates across all areas of the climate negotiations. The Least Developed Countries (LDC) Group welcomes Decision 18/CP.20, including its invitation to Parties to communicate views on gender-responsive climate policy with a focus on mitigation action and technology development and transfer. This submission presents: (i) general facts on gender equality in LDCs and examples of gender-responsive action and policy, including with a focus on mitigation and technology development and transfer; (ii) challenges related to the promotion of gender-responsive action and policy, with a focus on mitigation and technology development and transfer; and (iii) recommendations on the scope and expected outcomes of the in-session workshop to be held in conjunction with the 42<sup>nd</sup> session of the Subsidiary Bodies in June 2015.

**I. Gender equality and gender-responsive action and policy in LDCs**

Women and men experience and respond to climate change in distinct ways. Due to gender-based division of labour, and gender inequalities related to land-ownership and rights, access to and control over physical, social and financial resources, and decision-making, among others, they are exposed to differing risks and opportunities in the face of climate change impacts. At the same time, climate change often also exacerbates these inequalities.

*Global level*

The LDCs recognise that gender equality is critical in effectively responding to climate change, and are committed to advancing gender equality in the climate change context and more broadly. Most have ratified key international instruments such as the Convention of the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Beijing Declaration and Platform for Action (BPfA). Many are also signatories to regional protocols such as the Gender and Development Declaration of the Southern African Development Community (SADC) and the Protocol of the African Charter on Human and People's Rights on the Rights of Women in Africa, among others. In the UNFCCC process, the LDC Group has welcomed the increasing attention paid to integration gender equality considerations in global climate change responses. LDC delegations have also taken concrete steps to increase the representation and participation of LDC women, to contribute to efforts to promote gender balance in the global level climate change decision making processes.

*National level*

The commitment of LDCs to gender equality is also visible at the national level. In Lesotho, for example, the Cabinet approved the National Gender and Development Policy in March 2003, with the overall objective of promoting gender equitable development, creating a favourable environment for mainstreaming gender considerations in the public sector. Other instruments aimed at addressing gender disparities include the Law Reform Commission, mandated to review all discriminatory legislation, as well as the constitution's Bill of Rights, providing for equal political participation and equality of opportunity for disadvantaged groups and recognising equal participation in all spheres of public life. Similarly, in Malawi, regional and international conventions on gender equality have been operationalised in the National Gender Policy (2000), which is integral to national development objectives to enhance the general government strategy to promote economic growth. The overall goal of the National Gender Policy (NGP) is to mainstream gender considerations in the national development process, and enhance the participation of men, women, boys and girls under the following thematic areas: education and training; poverty eradication and empowerment; reproductive health; governance and human

rights; natural resources and environmental management; and food and nutritional security. A third example is in Tanzania, where gender equality is enshrined in the Constitution (1977 and its revision in 2001) and the Bill of Rights (1984). Under these, the Government recognises that women's advancement and the achievement of gender equality are matters of human rights and conditions for social justice. Finally, in Sudan, mainstreaming gender and vulnerable citizens' perspectives will be a clear component of the institutional arrangement for the implementation of Sudan's Third National Communication under the United Nations Framework Convention on Climate Change. Sudan has also prolonged experience on supporting women's empowerment and gender mainstreaming since 1956, and has as one of the first African and Middle Eastern country laws promoting gender issues such as a 25 per cent quota in parliamentary elections.

There have consequently been many notable achievements in promoting gender equality and women's empowerment in LDCs. For example, Uganda's literacy rate for women in 1995 was 45% compared to 63.5% of men. According to the UNHS 2012/13, the literacy rate for women is 65% compared to 77 % of men and the total literacy rate for the country stands at 71%. The number of girls enrolled in primary schools increased from 1,420,883 in 1996 to 4,168,130 in 2012. In terms of percentage there has been a steady increase in percentage of girls enrolled from 46.3% in 1996 to 50% in 2012 thus attaining gender parity in enrolment at primary level. This steady increase in girls' enrollment is attributed to the introduction of the Universal Primary Education (UPE) in 1997. In 1990, the government also introduced affirmative action for girls on entry into public universities by adding an extra 1.5 points to qualifying female students entering public universities and public tertiary institutions. This has resulted in an increase in female enrolment from 36.7% in 2000 to 44.4% in 2013. The total number of women Members in the national Parliament (MPs) rose from 38 (14%) in 1989-1996 to 131 (35%) in 2011-2016. The special seats for women in Parliament have enabled Uganda to surpass the target of 30% set in the Beijing Platform for Action. Finally, in 2011, 39% of women owned registered land either alone or jointly with spouses, an increase from 20% in 2009 and 7% in 1995. Women's participation in land administration has also increased. Women constitute 33% of the members of all approved Land Boards and 34% of the members of all area Land Committees.

LDCs have also taken steps to connect gender equality and climate change considerations in their policies, plans and strategies. For instance, the government of Lesotho recently endorsed the 2012-2017 National Strategic Development Plan (NSDP) which not only integrates climate change but also recognises gender inequality as a major challenge contributing to poverty. Among its objectives is a focus on promoting the greening of the economy and improving environment and climate change governance. In Malawi, although its afore-mentioned National Gender Policy does not specifically address climate change, its National Adaptation Programme of Action (NAPA) and National Climate change Policy have integrated gender as a cross cutting issue. On the other hand, in Tanzania, the Initial National Communication (INC) and the National Adaptation Plan of Action (NAPA) did not incorporate gender considerations, but the government responded this shortcoming by including gender as a crosscutting topic in the National Climate Strategy and Action Plan as well as in the Second Communication Report (SNC). It also developed a national policy framework on gender and climate change, and integrated these into the National Climate Change Strategy and Second Communication Report (SNC). Uganda's draft Climate Change Policy also includes gender as a cross-cutting theme highlighting the importance of gender mainstreaming and gender responsiveness in all climate change adaptation and mitigation strategies, plans, budgeting and implementation of issues.

Wanting to ensure a pathway toward the implementation of gender-responsive policy and action, Mozambique embarked on a process to create a synergistic gender and climate change plan of action in 2010. The Council of Ministers approved a Gender, Environment and Climate Change National Strategy, which is specific to the environment sector and aims at developing and integrating the gender perspective throughout the sector, to improve the quality of life in particular for women and communities, through mitigation and adaptation to climate change and the sustainable use of natural resources. Mozambique's was the first national strategy of this kind, pulling together aspects of various climate change plans and programmes, such as the NAPA, and providing an opportunity for cross-sectoral engagement on gender and climate change.

### *Specific examples related to mitigation*

Sudan is undertaking several mitigation initiatives, most notably Sudan's Technology Needs Assessment, REDD+ and a National Low Carbon Development Strategy, that includes Sudan's Nationally Appropriate Mitigation Actions and the Clean Development Mechanism, thereby ensuring a gender-sensitive approach.

CDM and energy activities and framework for addressing GHG emissions and encouraging countries to reduce emissions, mitigation efforts are framed at national level within plans called Nationally Appropriate Mitigation Actions (NAMAs). The NAMA refers to a set of policies and actions to reduce GHG emissions, with each country taking „nationally appropriate action“ on the basis of equity according to their responsibility for emissions and respective capabilities. NAMAs are also a means for developing countries to gain assistance and support in the form of finance, technology and capacity-building to assist them to reduce emissions and, therefore, mark a move away from a purely market-driven approach. As yet there are no clear guidelines or gender indicators for NAMAs, yet it has been suggested that they should be directed at more strategic, long-term, transformational measures, providing opportunities for the integration of more gender-aware indicators.

As part of Sudan's mitigation activities in the forest sector, gender issues are considered in all activities of forest management, mainly in the projects under the climate change such as REDD+, low-carbon development, and Gum Arabic production. The Forest National Corporation (FNC), a para-state institution in Sudan that is responsible for forest management and forest conservation, supports women in their forest activities by organizing them in gum Arabic associations, and ensuring their ownership of gum gardens. In addition, the FNC makes policy recommendations for the forestry sector, thereby ensuring that gender issues are considered a major contributing factor to promote sustainable development.

In Lesotho the government is undertaking measures to empower the private sector and promote entrepreneurship for renewable resources of solar, wind and hydro power. Recently the private sector has supported initiatives aimed at empowering women in rural areas through introduction of fuel efficient cook stoves and solar lights. In Malawi government is in the process of developing a national strategy for the process of up scaling production and adoption of 2 million cookstoves by 2020 following the identification of an urgent need to upscale the usage of cleaner, more energy efficient cook stoves by a larger number of Malawian households which are currently mainly using open three-stone fires.

### *Specific examples related to technology development and transfer*

Lesotho's National Adaptation Programme of Action (NAPA), which was prepared in 2007 and will be implemented within the framework of the main national development programmes (in particular, the National Vision 2020, the NSDP and the Millennium Development Goals (MDGs)), has been designed with a view of empowering the vulnerable communities to adapt to climate change. The NAPA identified eleven priority areas. Priority 3 (Capacity Building and Policy Reform to Integrate Climate Change in Sectoral Development Plans) and priority 4 (Improvement of an Early Warning System Against Climate Induced Disasters and Hazards) are under implementation through a project entitled "Improvement of Early Warning System to Reduce Impacts of Climate Change and Capacity Building to Integrate Climate Change into Development Plans (IEWS)" which started in 2011.

Technology is one of the critical factors necessary to enhance the adaptive capacity of a vulnerable country, sector or community. Lesotho undertook its climate change technology transfer needs assessment in 2004 to prioritise technologies that would contribute towards its adaptation and mitigation efforts. Key sectors with critical technology needs include energy, agriculture, water resources, land use and waste management.

Gender dimensions have been considered in projects design and implementation in Sudan's TNA. Gender, for example, will be adopted throughout the different levels of the Technology Needs Assessment (TNA) implementation namely in: 1. working teams, where a target of gender equity will be set. The formation process of the different working teams including project officers, consultants and stakeholder groups will be required to

attain such a target to ensure equal participation of women and men, and 2) technical studies, where consideration of the gender perspectives when designing technical studies concerning climate change, specifically in relation to mitigation options. This should be more clearly considered when it comes to issues such as household or rural sectors.

## **II. Challenges related to gender-responsive climate action and policy in LDCs**

The LDC Group has identified a number of challenges they face in advancing gender-responsive climate action and policy in LDCs, including as they relate to mitigation and technology development and transfer. These are outlined below:

- There is resistance to change when it comes to gender equality and women empowerment. Many men and women still embrace values that are oppressive to women and other marginalised groups. There is a need to address the structural causes of gender inequality;
- There is no appropriate legal framework to support the implementation of gender equality policy;
- There is inadequate mainstreaming of gender equality into climate change policies and actions;
- There is a lack of comprehensive programmes designed to enhance women's participation in decision making, governance and implementation of programmes and activities;
- There is a lack of gender-responsive budgeting in most of the sectors that can contribute to mitigation action;
- There is a lack of institutional understanding on gender equality, climate change and mitigation; this is aggravated by the fact that mitigation is considered as the obligation and responsibility of the developed countries, and not a priority in LDCs. There is seldom any specific, dedicated or well-resourced budget for mitigation. Gender equality in the context of mitigation actions takes even more of a backseat. There is an absence of guidelines for integrating gender considerations in mitigation actions;
- Inadequate attention is paid to the integration of climate change technology (for adaptation and mitigation action) in policies, programming and national development plans;
- There are cultural attitudes and practices regarding technology that perpetuate gender inequalities. Women are often excluded at all levels of the development and dissemination of technology;
- There is a need for a baseline study/situation analysis on gender equality and technology development and transfer and gender equality and mitigation policy and action, particularly in LDCs, to inform where critical decisions may be required at international level to redress the gaps identified.

## **III. Recommendations on scope and outcomes of the in-session workshop**

The workshop should be set up in an informal environment with a combination of sharing new knowledge, case studies, lessons and best practices on gender-responsive climate change policy and actions, with a focus on mitigation and technology development and transfer. To ensure achievement of maximum output within limited time, the workshop should be organised into two segments of one and a half hour each. The first segment could highlight and bring comprehensive awareness on gender equality within the climate change context. This segment could provide a space for discussion on:

- The modification of behaviours towards gender inequalities, gender responsive policy advocacy;
- The role of leadership in achieving the goals of gender balance;
- Gender equality and gender responsive climate change policies
  - Recognising that a gender-responsive approach to mitigation and appropriate climate-related technology policies and programmes require a paradigm shift that appreciates the role of women to climate change response, how can policies support women to contribute to mitigation actions effectively?

- Play an important role in promoting access to information and awareness raising on the importance of gender mainstreaming

The second segment could address topics related to mitigation and technology for agriculture, forestry, energy, transport, and others. The areas of focus could include:

- Access to and control of resources/technology for adaptation actions;
- The role of current global institutional mechanisms and global networks in promoting the development of new opportunities for women in mitigation and technology sectors;
- Guidelines and monitoring frameworks, and standards required at global and national levels to adequately develop gender-responsive mitigation policies and action, and gender-responsive technology development and transfer
  - How to ensure mitigation actions do not further exclude or further disadvantage women and that men and women benefit equally from them?
  - How to ensure that technology development and transfer does not exacerbate gender inequalities and that technology benefits women and men equally?
- share practices and lessons learned regarding mainstreaming gender and gender responsive mitigation activities such as REDD+ TNA and the work of the Technology mechanism under the UNFCCC
- share experiences on how to seek support on research and development on technologies for adaptation and mitigation
- how countries can undertake activities to foster rollout of gender responsive mitigation technologies, such as incentive and support structures to allow access to additional funding
- agree on actions to be undertaken to remove the barriers and constraints on technology transfer

To ensure the gender equality and climate change agenda continues to be advanced, the workshop should produce a report and concrete recommendations for further action under the Lima programme on gender, which should be considered by the SBI during its 43<sup>rd</sup> session.