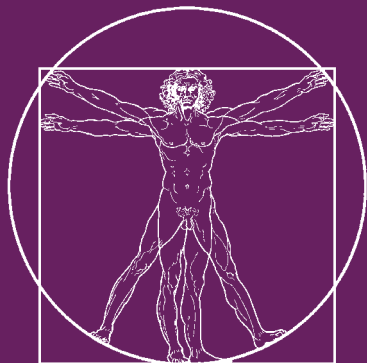


2020 EDITION  
**POCKET  
GUIDE TO  
GENDER  
EQUALITY**

POCKET GUIDE TO GENDER EQUALITY UNDER THE UNFCCC  
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**ecbi**



2020 EDITION

# POCKET GUIDE TO GENDER EQUALITY

UNDER THE UNECCC

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The contents of this report do not necessarily represent the views of the European Capacity Building Initiative (ecbi), any of its members, or its supporting partners.

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## FOREWORD

For over a decade, the European Capacity Building Initiative (ecbi) has adopted a two-pronged strategy to create a more level playing field for developing countries in the UN Framework Convention on Climate Change (UNFCCC): training negotiators from developing countries; and providing opportunities for senior negotiators from developing countries and Europe to interact, and build mutual trust.

The first part of the strategy focuses on providing training and support to new developing country negotiators, particularly from Least Developed Countries. The climate change negotiations are often technical and complex, and difficult for new negotiators (who are most often not climate specialists) to fully grasp even over a period of two or three years. We hold regional training workshops to bring them up to speed on the negotiations. We also organise training workshops before each Conference of Parties (COPs) to the UNFCCC, covering topics specific to that COP. To ensure continuity in our capacity building efforts, we offer bursaries to a few women negotiators to attend the negotiations and represent their country and region/grouping. Finally, we help negotiators build their analytical capacity through our publications, by teaming them up with global experts to author policy briefs and background papers.

This strategy has proven effective over time. “New” negotiators that trained in our early regional and pre-COP workshops have risen not only to become senior negotiators in the process, but also leaders of regional groups and of UNFCCC bodies and committees, and ministers and envoys of their countries. These individuals remain part of our growing alumni, and are now capacity builders themselves, aiding our efforts to

train and mentor the next generation. Their insights from once being new to the process themselves have helped us improve our training efforts.

The second ecbi strategy relies on bringing senior negotiators from developing countries and from Europe together, at the annual Oxford Seminars and the Bonn Seminars. These meetings provide an informal space for negotiators to try to understand the concerns that drive their specific national positions, and come up with solutions to drive the process forward. They have played a **vital role** in resolving some difficult issues in the negotiations.

Following the adoption of the Paris Agreement in 2015, ecbi produced Guides to the Agreement in English and in French. Since they proved popular with both new and senior negotiators, we developed this series of thematic Pocket Guides, to provide negotiators with a brief history of the negotiations on the topic; a ready reference to the key decisions that have already been adopted; and a brief analysis of the outstanding issues from a developing country perspective. These Guides are mainly **web-based** and updated frequently. Although we have printed copies of the English version of the Guides due to popular demand (please **write to us** if you would like copies), the online versions have the added advantage of hyperlinks to access referred material quickly.

As the threat of climate change grows rather than diminishes, developing countries will need capable negotiators to defend their threatened populations. The Pocket Guides are a small contribution to the armoury of information that they will need to be successful. We hope they will prove useful, and that we will continue to receive your feedback.

**Anju Sharma**

Deputy Managing Director, Oxford Climate Policy  
Head, Communications and Policy Analysis Programme, ecbi

## GLOSSARY

CGE	Consultative Group of Experts
CMA	Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
CMP	Conference of Parties serving as the meeting of Parties to the Kyoto Protocol
COP	Conference of the Parties
CTCN	Climate Technology Centre and Network
FPAR	Feminist Participatory Action Research
GAP	Gender Action Plan
GCF	Green Climate Fund
GEF	Global Environment Facility
IPCC	Intergovernmental Panel on Climate Change
JISC	Joint Implementation Supervisory Committee
KCI	Katowice Committee of Experts on the Impacts of Response Measures
LCIPP	Local Communities and Indigenous Peoples Platform
LDCs	Least Developed Countries
LWPG	Lima Work Programme on Gender
NAMAs	Nationally Appropriate Mitigation Actions
NAPs	National Adaptation Plans
NAPAs	National Adaptation Programmes of Action
NDCs	Nationally Determined Contributions
PCCB	Paris Committee on Capacity-building
SCF	Standing Committee on Finance
SBI	Subsidiary Body for Implementation
SBSTA	Subsidiary Body for Scientific and Technological Advice
SIDS	Small Island Developing States
TEC	Technology Executive Committee
UNFCCC	UN Framework Convention on Climate Change
WIM	Warsaw International Mechanism for Loss and Damage Associated with Climate Change Impacts

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## WHAT IS GENDER?

The term 'gender' refers to socially constructed characteristics, from the roles individuals take on in society to physical attributes that affirm notions of 'masculine' and 'feminine'. While not immutable nor universal, gender shapes expectations, attributes, roles, capacities and rights of individuals around the world. Gender analysis provides a lens for policy makers to understand – and develop – policies that take gender into account.

It is important not to conflate gender with women, or gender analysis with analysis solely focused on women.

Understanding relationships, power dynamics, and differentiated roles between people is key to understanding gender. Understanding the rights and roles of all individuals within any given context, and how these roles intersect with race, class, religion, sexuality and gender is essential to safeguarding against injustice, promoting human rights and effective policy implementation.

### BOX: Gender Equality

The Organisation for Economic Co-operation and Development's Development Assistance Committee, in 1998, defined gender equality as "... the equal enjoyment by women and men of socially valued goods, opportunities, resources, and rewards. The aim is not that women and men become the same, but that their opportunities and life chances become and remain equal."

For example, a gender analysis of agricultural labour in a particular country should help determine if and why any sexual division of labour exists, how this impacts access to resources and what policies or actions could be put in place to ensure equal access and opportunity. If inclusion of people of all genders is not explicit, a policy or programme runs a significant risk of ignoring vitally relevant social dynamics because the activities will be based on the implicit assumption that all stakeholders involved are homogenous, which is almost never the case. Neglecting different needs, experiences and knowledge based on gender and gender roles significantly affects the policy's or programme's potential effectiveness.

Gender analysis typically considers differentiation among the various roles women and men play in society, including:

- **Reproductive roles** (tasks associated with daily child rearing and domestic chores).
- **Productive roles** (work done for pay in cash or kind).
- **Community managing roles** (voluntary and unpaid activities at the community level).
- **Political roles** (participation in decision-making at all political levels on behalf of interest-based constituencies).

*(Please see Annex II for key gender-related concepts and definitions.)*

## WHY DOES GENDER MATTER IN THE CLIMATE CHANGE CONTEXT?

Around the world, gender shapes the expectations, attributes, roles, capacities, and rights of every person. While climate change impacts everyone, women and gender diverse people are often disproportionately negatively affected. In comparison to men, women, and gender diverse people often have limited access to resources, less access to justice, limited mobility, and limited voice in shaping decisions and influencing policy. Oppressive gender norms and their intersection with colonialism, racism, capitalism and ableism, compound to limit access to power and resources for those who are made most vulnerable to the impacts of climate change.

At the same time, gender roles and responsibilities generally ascribed to women create an opportunity for engagement as women bring diverse and critical solutions to climate change challenges from the knowledge and experience they hold. This includes, for example, participation in informal, reproductive, and productive work that often relates to care-giving and education for households and communities, care-taking of seeds and soils, maintaining traditional agricultural knowledge, and managing natural resources such as firewood and water. Women also tend to be key decision-makers in choosing, using, and disposing of domestic goods and appliances, with impacts on the energy efficiency and consumption patterns of households.

A 2016 report by the Global Gender and Climate Alliance, *Gender and Climate Change: A Closer Look at Existing Evidence*, contains hundreds of examples of how gender roles intersect

with climate impacts, as well as the outcomes of projects that proactively address gender issues, including the following:

- Only 12% of federal environment ministries globally are headed by women, as of 2015.<sup>1</sup> (More recent evidence suggests the percentage is now higher).<sup>2</sup>
- At the World Energy Council, each National Member Committee has a chair and a secretary to represent national interests. The *Environment and Gender Index* study of 92 national committees found that only 4% of chairs and 18% of secretaries are female, or put differently, 96% of the leading voices on national energy needs are men.<sup>3</sup>
- Women on average make up 43% of the agricultural labour force in developing countries, and around 50% in sub-Saharan Africa. However, as of 2010, only 15% of land in sub-Saharan Africa is owned or managed by women.<sup>4</sup> Rates are generally worse in Asia – only 13% of landholders in India are women, dropping to 11% in the Philippines and 9% in Indonesia.<sup>5</sup>
- In Burkina Faso, migration is significantly associated with rainfall variability, particularly for men, who are likely to move from areas with poor rainfall to other rural areas that are wetter.<sup>6</sup>
- An electrification project in Laos that adopted gender mainstreaming practices increased the number of female headed households electrified by 43%, nearly twice the rate of increase as compared to other households.<sup>7</sup>
- One of the most comprehensive and widely cited articles exploring the gendered impacts of natural disasters suggests that females are more likely to be killed by natural disasters and/or are systematically killed at younger ages than males.<sup>8</sup>

These examples are clearly connected to various themes in climate change policy, including mitigation, adaptation, and technology transfer, explored in more depth as thematic areas within the UNFCCC.

Migration is an emerging area where climate and gender linkages are being increasingly explored, for instance in the 2020 publication, *Gender Based Violence and Environmental Linkages*. Migration alters household dynamics when some family members, often men, migrate and others stay behind, and decision-making and tasks also shift in substantive and often gendered ways when families migrate together. How to respond to these dynamics with activities that are gender-transformative is considered in *Evicted by Climate Change: Confronting the Gendered Impacts of Climate-Induced Displacement*. Conflict and migration is also explored in *Gender, Climate, and Security: Sustaining Inclusive Peace on the Frontlines of Climate Change*, with the underlying recognition that gender inequality, state fragility, and climate vulnerability, often associated in binary connections, can contribute to a triple threat to ecosystem and community well-being.

How these intersections compound challenges and oppressions for the most marginalised groups and communities is explored through research such as *Down by the River: Addressing the Rights, Needs and Strengths of Fijian Sexual and Gender Minorities in Disaster Risk Reduction and Humanitarian Response*, which focused on qualitatively understanding the disproportionate impacts of Hurricane Winston on sexual and gender minorities in Fiji, and mapping what a gender-responsive approach would look like.

Country-specific efforts to review and compile data and literature have also begun emerging with greater frequency (and are likely a promising way forward to inform national-

level implementation). *Gender and Climate Change in the United States: A Reading of Existing Research* looked not only at data on health, disaster experiences and recovery, and employment, but also gendered differences in perceptions and knowledge on environmental behaviors, while *Climate Change and Gender in Canada: A Review* looked at similar areas and included a focus on food security. National planning documents are also setting forth goals for gender-responsive policies and practices based on an analysis of in-country gaps and challenges, such as in Cambodia's *Gender and Climate Change Action Plan*.

Other studies have sought to highlight the economic costs of gender inequalities, with subsequent impacts on climate resilience. In Malawi, for instance, gender inequalities in agriculture cost US\$100 million a year, according to a 2015 study.<sup>9</sup> Addressing these inequalities, for instance through national policies to reduce inequalities in accessing labour saving technologies, could increase crop yields by 7.3% annually and at the same time improve resilience through increased incomes and better nutrition and health, and boost national GDP by 1.8%.

The report on *Global Warming of 1.5°C* by the Intergovernmental Panel on Climate Change (IPCC) noted with high confidence that poorly designed or implemented climate solutions can actually exacerbate gender and social inequality, among other adverse environmental and social impacts. This supported the IPCC's *Fifth Assessment Report's* finding that “*multidimensional inequalities*” resulting from “*intersecting social processes*” including gender discrimination, are associated with increased vulnerability both to climate change and some responses to climate change. To reduce

this risk associated with responses, attention to poverty and sustainable development is merited.

This guide explores how gender has been mainstreamed into the UN Framework Convention on Climate Change (UNFCCC) process, and it also elaborates on gender linkages across these different themes, thus deepening understanding of the relevance of gender to climate change as a whole.

## WHAT IS GENDER MAINSTREAMING?

A 2016 [technical paper](#) by the UNFCCC secretariat defines gender mainstreaming under the Convention, in line with the definition agreed by the [UN Economic and Social Council](#) in 1997, as:

*“...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetrated. The ultimate goal is to achieve gender equality”.*<sup>10</sup>

Building effective responses to climate change requires an understanding of how gender inequality affects multiple issues: access to, and control of, resources; institutional structures; social, cultural and formal networks; and decision-making processes. Therefore, the collection, presentation and analysis of sex- and gender-disaggregated data is valuable to facilitate the identification of those existing and potential inequalities and inform the modality and scope of response.



A wealth of research over the last twenty years has demonstrated that policies and interventions accounting for these differences have a better chance of sustained and successful impact on communities. Past experience with development programmes has demonstrated how policies, programmes, and interventions undertaken without any explicit focus on gender perspectives or sensitivity of the barriers caused by gender-based discrimination result in outcomes which are uneven. These short-sighted interventions can further exacerbate injustice and inequality by wasting resources, and undermining development gains, particularly for women and girls. Systematic mainstreaming of gender into climate policies and interventions ensures:

- Climate policy and action is appropriate to local context by addressing the different perspectives, roles, rights, needs, priorities, and interests of men and women as stakeholders.
  - Climate approaches will be more efficient, effective, responsive, and provide broader benefits when women and men are included in compensation and shared benefits.
  - Equal access to opportunities, resources, decision-making and benefits of climate action and responses.
  - Empowerment of women where gaps exist in distribution of power, resources, services, participation, overcoming institutional and socio-cultural barriers to women's engagement.
  - Both women and men's knowledge, concerns, and experience are taken into consideration.
  - Meeting moral and legal obligations under the UN and its conventions, including the [UN Declaration on Human Rights](#) and [Convention on the Elimination of all Forms of Discrimination Against Women](#).
-

## HOW IS GENDER INTEGRATED INTO UNFCCC DECISIONS?

During the past decade, the UNFCCC – the only one of three Conventions adopted at the 1992 Earth Summit that lacked mandates on women’s rights and gender equality from the outset – has made major strides in integrating gender across all thematic areas in the negotiations.

The **Lima Work Programme on Gender (LWPG)** was launched in 2014. In 2015, the **Paris Agreement** recognised the need for gender equality as a preambular principle for all climate action. The LWPG was **extended** for three years in 2016, and a two-year **gender action plan (GAP)** was adopted in 2017. In 2019, the implementation of the LWPG and GAP was reviewed, and a five-year **Enhanced Lima Work Programme on Gender and its gender action plan (Decision 3/CP.25)** was adopted at COP25.<sup>11</sup>

Outside of these key gender-focused decisions, decisions in various thematic areas have aimed to enhance gender equality via both policy and practice, encouraging gender balance in decision-making as well as responsiveness to gender issues in the development, and implementation and monitoring of climate change policies and actions. Every major thematic area of the negotiations has at least one reference to gender within its decisions.

### ► PARTICIPATION AND REPRESENTATION OF WOMEN IN THE UNFCCC

The early focus of the UNFCCC discussions on gender was on enhancing women’s participation in the negotiations. Equal

access to decision-making is a critical step towards achieving gender equality.

Research shows that the equitable participation of women and men in climate change decision making can provide the crosscutting experiences necessary for climate change policies that embody social equity and reflect and serve the needs of society. A 2005 study indicated that countries with higher proportions of women in their national legislative bodies are more likely to approve environmental agreements.<sup>12</sup> This finding correlates with research published in 2019 that greater women's representation in national parliaments is likely causally connected with stronger climate policies, which is then correlated with lower carbon dioxide emissions.<sup>13</sup>

In 2012, research indicated that countries in which women are closer to men in status, rights, and opportunities have lower per capita emissions of carbon dioxide, when other factors are controlled.<sup>14</sup> A study in 2019 further correlated women's political empowerment at a country level with reductions in carbon dioxide emissions, though notably this result was significant only in the long-term, not the short-term.<sup>15</sup> Further analysis of the dimensions of empowerment revealed women's civil society participation contributes more to this result than women's political participation, though all dimensions were significant. These findings suggest that efforts to improve gender equality around the world may work synergistically with efforts to curtail global climate change and environmental degradation more generally.

Taking gender into account has been shown to enhance the effectiveness of policies across both developed and developing countries. For example, in Ireland and the UK, municipal waste management policies generally ignore the “*different understandings and concerns*” of women, and are

*less effective as a result*".<sup>16</sup> A 2019 study documented an association between quota-driven gender-balanced groups and stronger environmental outcomes, further strengthening the association between the equity of participation and the effectiveness of the process (with the authors applying their learnings directly to climate policy), and suggesting the utility of additional policy levers and structural interventions than usually considered.<sup>17</sup>

When looking at equal participation in decision-making in the context of the UNFCCC delegations and constituted bodies, the slow pace of progress, as well as the continued patterns of decreased representation in the spaces and roles with most power, are striking. From 2008-2019, there has been improvement in gender balance, but progress is slow and not consistently advancing. The average percentage of women across all national delegations did increase from 30% in 2008 to 39% in 2019, peaking at 40% in 2018, but there are variations within these overarching data.<sup>18</sup>

Participation at the annual Conference of the Parties (COP) has varied more widely than at intersessional meetings. While women represented 36% of Party delegates at COP20 in Lima, this decreased to 29% at COP21 in Paris and 30% at COP22 in Marrakech, before rising to 36%, 38%, and 37%, respectively, at COP23, COP24, and COP25. During this time, intersessional participation generally increased, from 38% in 2014 to 43% in 2019, peaking at 44% in 2018.<sup>19</sup>

Women's participation is higher at UNFCCC intersessional meetings than at COP meetings in any given year. The six percentage point gap between the intersessional meeting in Bonn in 2019 (43%) and COP25 later that year (37%), has been consistent for the past three years, with the gap never less than 1.6 percentage points across the 2008-2019 dataset. This

discrepancy persists with regard to the percentage of women Heads of Delegation at intersessional meetings and at COPs as well, with women never more than 35% of Heads of Delegation at intersessional meetings (2018), and never more than 26% at COP (in 2017).<sup>20</sup>

In addition to these dips in participation/representation from intersessional meetings to COP, there is also a gap between women's participation as delegates and women serving as Heads of Delegation. Women serving as Heads of Delegation has lagged at least 10 percentage points behind the percentage of women delegates at each COP, with the high of 26% at COP23 decreasing to 22% at COP24 and 21% at COP25. Similarly, at intersessional meetings, only one year has dipped below a 10-percentage point lag: 2018 only had 9 percentage points fewer women as Heads of Delegation at COP than at intersessional meetings.

A new dimension of analysis – age – was added in the 2020 *Gender Composition Report* by the UNFCCC Secretariat. Delegates under the age of 26 are more likely to be female (a 60/40 split), while delegates 26-35 are at gender parity. As the age categories progress, the composition becomes more skewed toward male delegates. Among heads of delegation and deputy heads of delegation, the percentages are more skewed toward men in each age category, though women are 47% of the 34 heads and deputies 35 and under.<sup>21</sup>

Among constituted bodies, progress is likewise slow and inconsistent, with a few bright spots. The Adaptation Committee and Paris Committee on Capacity Building (PCCB) both surpassed 50% women in 2019, at 56% and 58%, respectively, with the Adaptation Committee surpassing again and the PCCB meeting 50% in 2020.<sup>22</sup>

In contrast, the Executive Board of the Clean Development Mechanism has only 10% women members and has never had a woman chair. The following bodies also had one-third or fewer women in 2020: the Compliance Committee Enforcement Branch, the Compliance Committee Facilitative Branch, the Facilitative Committee Executive Branch, the Consultative Group of Experts (CGE), the Joint Implementation Supervisory Committee (JISC), the Standing Committee on Finance (SCF), the Climate Technology Centre & Network (CTCN) Advisory Board, the Technology Executive Committee (TEC), and the Least Developed Countries (LDC) Expert Group. The Green Climate Fund (GCF) has never had more than seven women members in its Board of 24. Of two new bodies meeting for the first time in 2019, the Katowice Committee of Experts (KCI) had two women members in 2019 and 2020; while the Facilitative Working Group of the Local Communities and Indigenous Peoples Platform has six women among its 14 members in 2020. The Paris Agreement Implementation and Compliance Committee, established in 2020, did have equal numbers of male and female members. Every other body, though, save the WIM Executive Committee (45% in 2020) and the Adaptation Fund Board (44% in 2020) either kept the same percent or had lower women's participation in 2020 compared to 2019.<sup>23</sup>

This trend, namely a lack of sustained progress in enhancing the representation of women, is why decisions on gender under the UNFCCC continue to have a strong focus on gender balance. Even the recently adopted five-year GAP continues to emphasize gender balance, participation, and women's leadership, calling for additional funds to support the participation of women; strengthening of the gender composition report; and capacity building for women on

leadership, negotiation, facilitation and chairing in the context of the UNFCCC process.

However, a broader understanding of gender balance as only one aspect of fully integrating gender into the implementation of policies has also evolved among Parties and stakeholders, leading to more robust decisions on gender from 2012 onwards, to move the process from words to action.

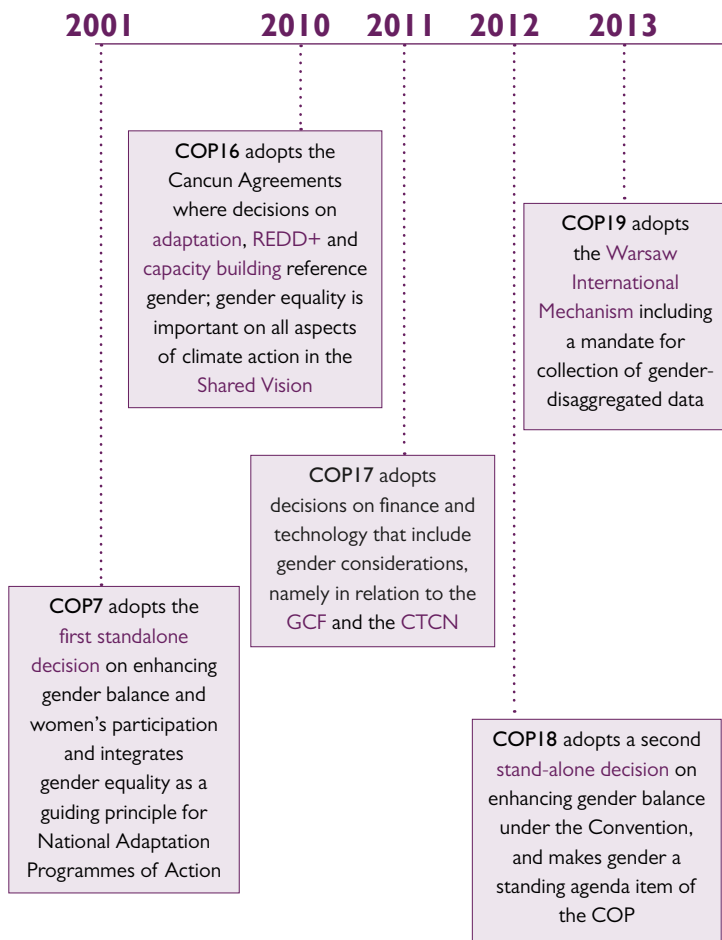
## ► GENDER CONSIDERATIONS INCLUDED ACROSS THEMATIC AREAS

While key ‘stand-alone’ decisions on gender have been evolving since 2001, gender references have also been included in all of the thematic issues of the negotiations. In 2017, the gender mandates to date were compiled by the UNFCCC secretariat in a [technical paper](#).<sup>24</sup> Part of the work of the LWPG and the GAP is to enhance implementation of these already existing gender mandates.

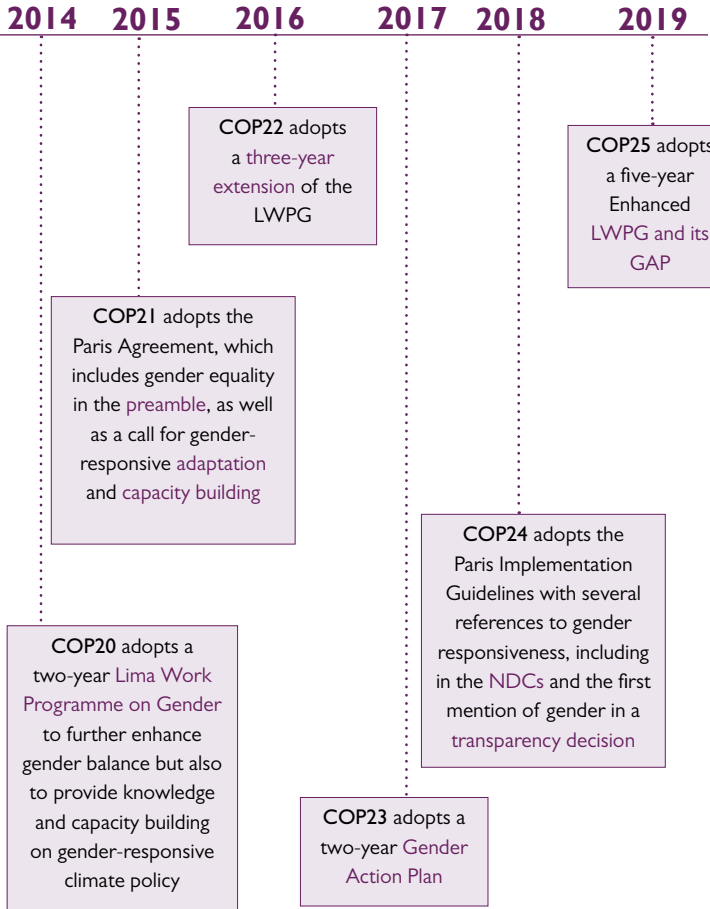
The [Cancun Agreements](#) adopted at COP16 marked an important turning point for gender mainstreaming in the negotiations, particularly in the areas of adaptation and capacity building. [Decision 1/CP.16](#) on a ‘shared vision’ for climate action recognises that gender equality and the effective participation of women are important for climate action on all aspects of climate change.<sup>25</sup> Other overarching endorsements of gender as a key to climate action were in the Paris Agreement and at COP21, in the Chile Madrid Time for Action [Decision 1/CP.25](#), which welcomed the adoption of the enhanced five-year LWPG and its GAP and encouraged Parties to advance its implementation.<sup>26</sup>

Key decisions across thematic areas are outlined in this section.

# TIMELINE







**BOX: UNFCCC 'Stand-Alone' Decisions On Gender****2001, COP7: Decision 36/CP.7 Improving the participation of women in bodies under the UNFCCC**

The first stand-alone decision related to gender:

- Invited Parties to give active consideration to the nomination of women for UNFCCC bodies.
- Requested the UNFCCC secretariat to highlight this decision to Parties when electing representatives for bodies (and committees).
- Requested the secretariat to maintain updated information on the composition of bodies with elective posts.

**2012, COP18: Decision 23/CP.18 Promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies**

Following very slow progress on enhancing women's participation, the next stand-alone decision eleven years later:

- Added gender as a standing item on the agenda of COP.
- Set the goal of gender balance as a gradual but significant increase in the participation of women, for review at COP22.

**2014, COP20: Decision 18/CP.20 Lima Work Programme on Gender**

The Lima Work Programme on Gender called for:

- A review of implementation of all gender-related mandates by the UNFCCC secretariat.
- Training and awareness raising for delegates on gender-responsive climate policy.
- Training and capacity building for women delegates.
- Two in-session workshops on gender at SBI42 and SBI44.
- A technical paper by the secretariat on guidelines for implementing gender considerations in climate change activities.
- The appointment of a senior gender focal point at the UNFCCC secretariat.

**2016, COP22: Decision 21/CP.22 Gender and climate change**

This decision extended the Lima Work Programme on Gender for three years, to be reviewed at COP25 in 2019, and called for:

- The SBI, SBSTA, Parties, and the UNFCCC's Financial Mechanism to enhance communications and reporting on progress implementing gender-responsive climate policy.
- Two technical papers by the secretariat, on: enhancing gender balance; and entry points for implementation of constituted bodies' gender mandates.
- A gender perspective in the organisation of the technical expert meetings (TEMs) on mitigation and adaptation.
- The integration of local and traditional knowledge in the formulation of climate policy, and recognition of the value of the participation of grassroots women in gender-responsive climate action at all levels.
- The appointment of, and support for national gender focal points for climate negotiations, implementation, and monitoring.
- The development of possible elements of a gender action plan for consideration at SBI47, during COP23 in 2017.

**2017, COP23: Decision 3/CP.23 Gender Action Plan**

This decision adopts a GAP (contained in an annex to the decision). Noting the lack of progress made in delegations and constituted bodies towards the goal of gender balance, the decision calls for:

- A synthesis report prepared by the secretariat on the implementation of the GAP for consideration by the SBI in 2019.
- Two in-session workshops, to be held during the first SB sessions in 2018 and 2019, to focus on submissions from countries on monitoring and reporting progress in integrating gender; and on the short- and long-term impacts of the GAP.
- A review of the GAP at COP25 in 2019, to consider next steps.

This review culminated in **Decision 3/CP.25** on the Enhanced LWPG and its GAP in 2019 at COP25, discussed in detail later and available in full in Annex I.

## ADAPTATION

Adaptation actions reduce vulnerability and increase resilience to current and projected climate risks at the national, regional and community levels. However, if not set up in a gender-responsive and inclusive way, adaptation measures can reinforce existing vulnerabilities and thus increase gender and social inequalities, such as and the inequitable distribution of rights, access to resources and power. In turn, addressing the gender dimension in adaptation planning processes is key to increasing the effective implementation of adaptation policies and strategies.

Adaptation is one of the areas in which gender is most well integrated (across 17 decisions focused on adaptation), beginning early on in the UNFCCC. Key decisions include:

- **Decision 28/CP.7** states that preparation of National Adaptation Programmes of Action (NAPAs) must be guided by gender equality.
- **Decision 1/CP.16** affirms enhanced action on adaptation should be gender sensitive.
- **Decision 6/CP.16** requires the LDC Expert Group (LEG) to provide technical advice on gender-related considerations.
- **Decision 5/CP.17** reiterates that the National Adaptation Plan (NAP) process should be country-driven, gender-sensitive, and participatory.
- **Decision 6/CP.17** requests the Nairobi Work Programme to organise workshops on gender-sensitive tools and approaches to water and climate change, and ecosystem-based approaches.
- **Decision 12/CP.18** reiterates that the NAP process should facilitate country-driven, gender-sensitive, participatory action.
- **Decision 17/CP.19** recalls that adaptation must be gender-sensitive, and recognises the importance of gender-responsive approaches to adaptation under the Nairobi Work Programme.

- **Decision 3/CP.20** reiterates that the NAP process is gender-sensitive.
- **Decision 21/CP.22** requests a gender perspective be considered in the organisation of the technical expert meetings on mitigation and adaptation.
- **Decision 9/CP.24** urges Parties and non-Party stakeholders to mainstream gender considerations in all stages of their adaptation planning processes.

In the Paris Agreement, Article 7 on adaptation acknowledges that adaptation should follow a gender-responsive approach, while the Paris rulebook, in **Decision 9/CMA.1**, clarifies that the adaptation communication may include gender-responsive adaptation action.

In response to these decisions, the LEG drafted *Technical Guidelines for the National Adaptation Plan (NAP) Process* in 2012. These guidelines included a key goal of strengthening gender considerations and considerations regarding vulnerable communities. The Guidance is particularly useful as it contains a number of suggested activities for integrating gender considerations within the NAP process. This includes, for example, using sex-disaggregated data in vulnerability and adaptation assessments.

A few years later, the secretariat produced a **technical paper** on best practices and available tools for the use of indigenous and traditional knowledge and practices for adaptation, and the application of gender-sensitive approaches and tools for understanding and assessing impacts, vulnerability and adaptation to climate change. A joint meeting on the same topic in 2014, between the Adaptation Committee, the Nairobi Work Programme and expert stakeholders, followed up on this. A **report of the meeting** included recommendations

for practitioners on the use of indigenous and traditional knowledge and practices for adaptation, and the application of gender-sensitive approaches and tools for understanding and assessing impacts.

Outside of the UNFCCC, actors are taking action to support countries to integrate gender. For example in 2016, the [NAP Global Network](#), a group of individuals and institutions working to enhance national adaptation planning and action in developing countries, began a pilot analysis of how gender considerations are integrated into national adaptation planning documents. Gender has become one of the Network's key themes, with three elements highlighted for a gender-responsive NAP Process:

- Recognition of gender differences in adaptation needs and capacities.
- Gender-equitable participation and influence in adaptation decision-making processes.
- Gender-equitable access to financial resources and other benefits resulting from investments in adaptation.

The NAP Global Network has highlighted [five ways](#) NAP processes can support the GAP:

- Capacity building, knowledge management, and communication.
- Gender balance, participation, and women's leadership.
- Coherence.
- Gender-responsive implementation and means of implementation.
- Monitoring and reporting.

Three resources produced by the Network are noteworthy for their overarching relevance:

- *Towards Gender-Responsive NAP Processes: Progress and Recommendations for the Way Forward* reviewed NAP documents through 2018.
- *The Toolkit for a Gender-Responsive Process to Formulate and Implement National Adaptation Plans (NAPs)* produced in collaboration with the LEG and AC, supplements the LEG technical guidelines for the NAP process, and outlines entry points and enabling activities for a gender-responsive NAP.
- *Conducting Gender Analysis to Inform National Adaptation Plan (NAP) Processes: Reflections from six African countries* shares the experiences of Benin, Côte d'Ivoire, Ethiopia, Guinea-Conakry, Madagascar, and Togo to highlight lessons learned for other Parties planning and conducting gender analyses.

## MITIGATION

Gender is a crosscutting issue in all actions to mitigate the contribution of human activities to climate change by reducing greenhouse gas emissions. Understanding gendered differences, in labour roles, use of energy and infrastructure, and access to resources, is key to developing policies and actions to transition away from high emissions energy use as well as to encourage low-carbon shifts in transportation, agriculture, land use, land use change, and forestry. There is considerable evidence of the key role women play in activities that support mitigation, for example, in small-scale agriculture and food production. Through their diverse roles as community leaders, farmers, entrepreneurs, producers, and household managers, women are powerful agents of change in addressing climate

change, and important stakeholders in implementing low-carbon pathways in both developed and developing countries.

Mitigation is, however, one of the areas of the negotiations where gender concerns are least incorporated, due in part to gender being understood mainly in the context of vulnerability, as opposed to being understood as an important social lens in developing all forms of policy.

Key mitigation decisions under the UNFCCC include:

- **Decision 1/CP.16**, on enhanced action on mitigation, specifically countries' efforts to reduce emissions from deforestation and forest degradation (REDD+) and response measures, requests developing country Parties to address gender considerations when developing and implementing national strategies or action.
- **Decision 2/CP.17** urges Parties to consider the positive and negative impacts of the implementation of response measures to mitigate climate change on women and children.
- **Decision 12/CP.17** states that guidance on systems for providing information on how safeguards are addressed and respected (related to REDD+) should respect gender considerations.
- **Decision 1/CP.20** calls for the effective engagement of women in the technical examination process for opportunities with high mitigation potential.

In the Paris rulebook, **Decision 4/CMA.1** clarifies that the planning process for Nationally Determined Contributions (NDCs) should include local communities and indigenous peoples, in a gender-responsive manner, but this decision also relies on the understanding of NDCs as primarily documents about mitigation, which may be limiting. (See sections on



Gender in the Paris rulebook and Gender in NDCs later in this Guide.)

Gender considerations could be improved in relation to mitigation in many areas. For example, there are no guidelines on integrating gender into Nationally Appropriate Mitigation Actions (NAMAs) in the way that there are guidelines to do so for NAPs and NAPAs. This type of guidance would be very useful for Parties given that most climate financing instruments have requirements for gender considerations, as elaborated below. The Asian Development Bank's *Training Manual to Support Country-Driven Gender and Climate Change* asserts, “*what sets NAMAs apart and makes them attractive for gender-sensitive mitigation is their scope, their alignment with existing (development) policies, the inclusion of support for capacity building, and their funding rules*”.

Some countries have already taken the lead on integrating gender in NAMAs. Vanuatu's NAMA calls for “*increasing private sector involvement in rural electrification and encourages fostering women-run enterprises*”,<sup>27</sup> and the Republic of Georgia's NAMA was “*designed to improve access to solar water heaters and improved stoves for 100,000 women and men in rural Georgia, reducing 48,000 tons of [carbon dioxide]*.”<sup>28</sup> In 2015, Women Engage for a Common Future **documented** lessons learned and recommendations for a gender-sensitive NAMA based on a case study of access to affordable low-cost solar water heating solutions in Georgia.

## **TECHNOLOGY TRANSFER AND DEVELOPMENT**

Gender considerations are important to ensure women and men have equal access to the value chain of climate responsive technologies and economic opportunities that may arise from enhanced mitigation initiatives. To achieve this, it is

necessary to overcome a series of barriers to facilitate women's engagement in the sector. Technology innovation and use is often viewed as "men's work". However, in many developing countries, it is traditionally women's work to gather wood, provide food, and generate income for their own and their children's needs. It therefore makes sense to enlist women in designing and producing locally appropriate energy technologies, customised to fit their household and income needs.

Further, in the energy sector, for example, women and men have different energy roles, needs, and priorities. Men's energy needs tend to involve commercial and large-scale industrial development whereas women's needs generally prioritise energy access for cooking, family, or community needs or home-based small and often informal enterprises.<sup>29</sup>

Low-emission energy investments and technologies that are gender-responsive contribute to increasing men and women's access to modern and clean forms of energy for lighting, cooking, heating and cooling, pumping, transportation, communication, and other productive uses. They increase economic efficiency and productivity gains with less time and physical exertion spent on basic subsistence activities, such as wood fuel collection. This is achieved by focusing not on high-tech, high-cost solutions but instead on appropriate, safe, environmentally, and socially sound technologies that respond to women's and communities' needs and build on already existing traditional technologies and capacities.

They also create entrepreneurial opportunities and new markets for private investors, particularly micro, small, and medium sized enterprises owned by women. Overall, low-emissions development pathways will be more effective and

equitable where they are designed using a gender-informed approach.<sup>30</sup>

Gender references can be found in seven decisions under the UNFCCC. Key gender-related decisions on technology are as follows:

- **Decision 2/CP.17**, which outlines the terms of reference for the CTCN, affirming that the mission of the CTCN is, among other things, to facilitate the preparation and implementation of technology projects and strategies, taking into account gender considerations. **Decision 14/CP.25** appreciates this continued effort to mainstream gender.
- **Decision 15/CMA.1**, which outlines the technology framework and includes principles referencing that technology should facilitate the active participation of all relevant stakeholders and take into account sustainable development and gender.

In the five-year GAP adopted in 2019, Activity D.3 concerns technology. It promotes gender-responsive technological solutions, including strengthening and preserving local, indigenous, and traditional knowledge, and seeks to foster women's and girls' participation and leadership in science, technology, research, and development. It is anticipated that Parties, relevant organisations, and constituted bodies will host relevant initiatives such as workshops and webinars.

One constituted body that does already participate in this kind of work is the CTCN, whose website has a [page](#) dedicated to integrating gender. In 2016, the Network produced a *Note on the CTCN Technology and Gender Mainstreaming*, which outlines current efforts to mainstream gender including through: technical assistance; knowledge sharing; capacity

building; appointing a gender mainstreaming focal point; and partnerships.<sup>31</sup> CTCN provides training and resources every year to the Women and Gender Constituency's *Gender-Just Climate Solutions* winners and filters its technical assistance projects that have a gender approach on its [website](#). In 2019, another constituted body, the TEC, produced a [concept note](#) on the integration of gender into their work, aiming to inform their 2019-2022 workplan. The TEC looked to the CTCN's activities, including appointment of a gender focal point, favorably, and sought to mainstream gender across their workplan activities.

## FINANCE

Women still face unequal access to political power, economic resources, legal rights, bank credit, and technical training. To address inequalities through climate finance, mechanisms should be designed to address rather than reinforce gender inequalities, and require a concrete gender analysis, not just of the number of women beneficiaries included in a project, but of how the project is designed, what activities are prioritised, and who has access to and control over resources.

Current climate finance architecture overlooks many gender just solutions that should be scaled and replicated. Typically, the projects women's groups undertake are deemed too small in scale to meet the requirements of financial support of international climate funds. To enable local women's groups and grassroots organisations undertaking mitigation and adaptation projects to access climate finance, financing mechanisms such as the Green Climate Fund (GCF) and Adaptation Fund should create specific accreditation pathways, while all funds should prioritise small grants facilities. Gender-responsive approaches would moreover

include, for example, the provision of long-term, and deeply concessional credit lines to women entrepreneurs, and to address community needs for mitigation-related investments. Gender-responsiveness would require mechanisms to assess the inherent bias in fund structures toward expensive, large-scale, high-tech projects in favour of scaling up the provision of smaller-scale financing options, focused on the empowerment of women. This would undoubtedly include options for simplified approval procedures to support smaller-scale interventions at the community level.<sup>32</sup>

Though key challenges remain, it should be noted that the global climate finance landscape has made progress in incorporating gender considerations, with all major climate financing mechanisms (under and outside of the Convention) having some form of gender policy and/or action plan. Key decisions under the UNFCCC to facilitate this include:

- **Decision 3/CP.17**, on the establishment of the GCF, which in its Governing Instrument states that the fund would take a gender-sensitive approach.
- **Decision 8/CP.19** includes criteria on the review of the Financial Mechanism on the extent to which the financial mechanism is contributing to gender-sensitive approaches. This was repeated in **Decision 12/CP.22**.
- **Decision 12/CMA.1** specifies that types of information to be provided by Parties should include information on policies and priorities including gender-responsiveness.
- **Decision 11/CP.25** encourages the SCF to continue to enhance its efforts towards ensuring gender-responsiveness in implementing its workplan.

Many decisions in the UNFCCC reference gender in the context of finance as the COP issues guidance to the Global

Environment Facility (GEF), Adaptation Fund, and Global Climate Fund (GCF), and COP often comments on the gender-related work of these funds, including their gender policies.

The GCF adopted an updated *Gender Policy and Action Plan 2020-2023* in 2019,<sup>33</sup> which solidified the expectation that each funding proposal include both a gender assessment and a gender action plan for the project or programme. While the GCF has always required its accredited entities to each have their own gender policies or action plans, those policies did not necessarily translate into project documents in the first years of funding. Until September 2017, 84% of GCF-approved funding proposals contained an initial gender assessment, and 67% included a project-level gender action plan.<sup>34</sup> All projects approved by the GCF since 2018 have a gender action plan on record on the GCF website.<sup>35</sup> To support accredited entities, as well as National Designated Authorities, in complying with the Gender Policy, the GCF and UN Women developed a training manual on *Mainstreaming Gender in GCF Projects* in 2017.<sup>36</sup>

Although the GEF has made significant progress on gender issues, including through the adoption of an updated *Policy on Gender Equality* in 2017 and in the programming of the LDC Fund and Special Climate Change Fund, its potential for impact is limited by the limited financial resources available. The GEF replenishment for climate change over the 2018-2022 period is 30% lower than the previous replenishment for 2014-2018.<sup>37</sup>

The GEF's most recent evaluation in 2017 found that 98% of the projects funded by the GEF across all its five focal areas (not only climate change) had a gender mainstreaming strategy – a significant increase from 58% before the initial gender strategy was adopted in 2011.<sup>38</sup> In the climate change focal area, however, it found that further clarity and guidance

is needed on the existing gender policy, and strategies do not translate into gender-responsiveness – only 5% of projects demonstrated successful gender integration.<sup>39</sup> Following the evaluation, the 2017 *Policy on Gender Equality* requires project proposals to include gender (or socioeconomic) analysis; articulation of gender-responsive measures; and gender-sensitive indicators.<sup>40</sup> The updating of GEF's gender policy was facilitated by an Inter-Agency Working Group called the GEF Gender Partnership, with representatives from other UN Agencies, financial institutions such as the GCF, the Climate Investment Fund and the Adaptation Fund, secretariats of relevant multilateral environmental agreements, civil society organisations, the GEF Indigenous Peoples Advisory Group, and other key partners.<sup>41</sup> In 2019, Parties to the UNFCCC lauded GEF's implementation of the new gender policy and approval of the gender implementation strategy.<sup>42</sup>

The Adaptation Fund served the Kyoto Protocol in the years following its inception in 2001, and now also serves the Paris Agreement. It first adopted a *Gender Policy and Action Plan* in 2016, for the 2017-2019 period. The Fund also provided additional guidance to accredited entities in 2017 on how to improve the gender responsiveness of projects and programmes.<sup>43</sup>

The Adaptation Fund has a readiness programme with a Technical Assistance Grant for the Gender Policy, to support national implementing entities in building internal capacity.<sup>44</sup> Its *Medium-Term Strategy 2018-2022* prominently highlights support for gender equality as part of the Fund's mission. The revision to the Adaptation Fund Project Performance Report template in 2019 requires reporting on gender equality at the inception, implementation, and final stages of projects.<sup>45</sup> The Fund has also conducted an assessment of its implementation

of the **Gender Policy and Action Plan**, with a view to updating it in 2020.<sup>46</sup>

The two-year GAP under the UNFCCC called on the SCF to host a dialogue on integrating gender considerations into its work, but this activity was not conducted. The newly adopted five-year GAP has two finance-related activities. Activity D.1 is focused on sharing “*experiences and support[ing] capacity-building on gender budgeting, including on the integration of gender-responsive budgeting into national budgets to advance gender-responsive climate policies, plans, strategies and action, as appropriate*”. Submissions will be requested, and an expert group meeting will be held. Activity D.2 serves to “*raise awareness of the financial and technical support available for promoting the strengthening of gender integration into climate policies, plans, strategies and action, as appropriate, including good practices to facilitate access to climate finance for grassroots women’s organizations and indigenous peoples and local communities*”. The Adaptation Fund, GCF, and GEF, inter alia, are asked to contribute to a series of webinars, communications materials, and in-session workshops to tackle this topic.

## **CAPACITY BUILDING**

Given the overall importance and broad set of mandates for integrating gender into climate policy, it is critical to strengthen capacities and capabilities of institutions, decision-makers and practitioners at the international, national, and local levels on the design and implementation of gender-sensitive climate policies. This includes the development and sharing of key tools, methodologies and approaches to translate this work from the global to national contexts.

As with adaptation, gender is well integrated under capacity building, with 13 decisions including the following:



- **Decision 1/CP.16** decides that capacity-building support to developing countries should take into account gender aspects.
- **Decision 15/CMP.7**, on capacity building under the Kyoto Protocol, affirms the importance of taking into account gender considerations.
- **Decision 13/CP.17** reaffirms the importance of gender aspects in capacity building under the Convention.
- **Decision 15/CP.18**, on Article 6 (now Action for Climate Empowerment or 'ACE'), observes gender as a crosscutting issue in all six areas of Article 6 of the Convention.
- **Decision 16/CP.22** invites the newly established Paris Committee on Capacity Building to take gender-responsiveness and human rights as crosscutting issues in the 2016-2020 workplan.
- **Decision 15/CP.25**, which is the Terms of Reference for the review of the Doha Work Programme (on Action for Climate Empowerment), reaffirms the key role that a broad range of stakeholders, including, inter alia, women and indigenous peoples, play in ensuring Action for Climate Empowerment.

The PCCB has taken up gender explicitly and formally in 2019 by developing a **standard** for mainstreaming gender considerations in its work. Beyond considerations of gender balance and ensuring gender expertise, the protocol commits the PCCB to gender-inclusive language, avoiding gender stereotypes, and promoting awareness and learning on mainstreaming gender in multiple ways.

Capacity building, knowledge sharing and communication was the first priority area identified by the first GAP. Priority Area A called for:

- Workshops, technical assistance and other means to enhance the capacity of Parties and stakeholders to develop gender-responsive policies, plans, and programmes.
- Submissions on the systematic integration of gender-sensitive and participatory education, training, public awareness, public participation, and public access to information from national to local level into all mitigation and adaptation activities implemented.
- A dialogue, in 2018, under the Action for Climate Empowerment agenda item on how Parties and observer organisations have promoted the systematic integration of gender considerations.

In the enhanced GAP for 2020-2024, capacity building, knowledge sharing and communication remain the first priority area with five key activities and deliverables:

- Generally strengthening capacity building efforts for mainstreaming gender in national climate change policies, plans, strategies and action, including NDCs, NAPs, and National Communications.
- Discussing and clarifying the role of the national gender and climate change focal points (NGCCFPs), including through a workshop at the 52<sup>nd</sup> session of the Subsidiary Bodies (postponed to 2021 due to the COVID-19 pandemic) to share knowledge and make recommendations as well as to provide capacity building, tools, and resources.
- Enhancing capacity building for governments and other relevant stakeholders to collect, analyse and apply sex-disaggregated data and gender analysis through tools, guidelines, and training.

- 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, as well as on opportunities for women through various submissions, a synthesis report of the submissions and a special event.
- Effectively reaching out to the public, in particular to women, with regard to the implementation of the LWPG and its GAP but also on gender equality from a more general point of view, through social media, web resources and other innovative communications tools.

## LOSS AND DAMAGE

Gender, among a variety of social, economic, and political factors, acts as a critical crosscutting issue in the context of understanding the magnitude of loss and damage impacts. Women's human rights are particularly threatened by the direct and indirect impacts of disasters, which can cause displacement and influence migration. Women and girls are more likely to be displaced by climate related events. Systems for support during and after a disaster can be biased and exacerbate gender inequalities, such as by preventing ownership or claims to land and assets, while women, girls, and LGBTQ+ persons face increased risk of human trafficking post-disaster. Weather-related events and slow-onset events can lead to long-term economic instability and lack of safety and protection, as, for example, rural migrants to urban areas often take on undocumented positions in domestic service.<sup>47</sup>

Loss and damage decisions referencing gender include:

- **Decision 3/CP.18** acknowledges the need for further work to enhance the understanding of how loss and damage

associated with the adverse effects of climate change affects those already made vulnerable due to gender. It also acknowledges the need for strengthening sex-disaggregated data collection.

- **Decision 2/CP.19**, on the establishment of the Warsaw International Mechanism on Loss and Damage (WIM), mandates the mechanism to undertake the collection, sharing, management, and use of relevant data and information, including gender-disaggregated data.
- **Decision 2/CP.20** not only takes into account gender balance for the WIM Executive Committee, but also includes an action area in its two-year workplan to better understand how loss and damage affects already vulnerable segments of the population, inter alia, owing to gender, and how approaches to loss and damage can affect them.

## OTHER THEMATIC AREAS

New thematic areas of the Convention have begun to reference gender in their decisions. The committees for monitoring compliance under the Kyoto Protocol and Paris Agreement take into account gender balance in their composition. The rules of procedure for the KCI acknowledges not only the aim of a gender-balanced committee but also the importance of considering the impacts of the implementation of response measures taking into account “*inter-generational equity, gender considerations and the needs of local communities, indigenous peoples, youth and other people in vulnerable situations*”.

Although it did not achieve it in its first year, the Local Communities and Indigenous Peoples’ Platform also strives for gender balance in its Facilitative Working Group. Lastly,

the procedures for the transparency framework reiterates the importance of ensuring that *“best available science, gender perspectives and indigenous, traditional and local knowledge are integrated into adaptation,”* in alignment with Article 7 of the Paris Agreement.

## ► WHAT DOES THE PARIS AGREEMENT INCLUDE ON GENDER?

The **Paris Agreement**, adopted at COP21 in 2015, was an important moment in the history of gender’s inclusion within the UNFCCC. The Preamble of the Paris Agreement calls on Parties to *“respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity”* while taking action on climate change.

Article 7 moreover acknowledges that *“adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach...”*.

In Article 7, capacity building is elaborated as being *“guided by lessons learned, including those from capacity-building activities under the Convention, and should be an effective, iterative process that is participatory, cross-cutting and gender-responsive”*.

## **GENDER IN THE PARIS RULEBOOK**

At COP24 in Katowice, the Paris rulebook (also called the implementation guidelines for the Paris Agreement) further integrated gender across multiple elements of implementation:

- The guidance to facilitate clarity, transparency, and understanding in NDCs calls for planning processes to include public participation and engagement with local communities and indigenous peoples in a gender-responsive manner.
- The guidance on Adaptation Communications specifies that elements can include information on gender-responsive adaptation action and information on traditional knowledge, knowledge of indigenous peoples and local knowledge systems related to adaptation, “*where appropriate*”.
- When biennially communicating indicative quantitative and qualitative information on finance, Parties can include, as available, “*information on policies and priorities, including regions and geography, recipient countries, beneficiaries, targeted groups, sectors and gender responsiveness*”.
- There are multiple references to gender in the guidelines for the technology framework:
  - The principles of the technology framework are meant to guide the Technology Mechanism, which should be “*designed and implemented in a manner that facilitates the active participation of all relevant stakeholders and takes into account sustainable development, gender, the special circumstances of the least developed countries and small island developing States, and the enhancement of indigenous capacities and endogenous technologies*”.
  - Technological innovation must be accelerated and scaled up “*...to help countries to build resilience and reduce their emissions, and be undertaken in a manner that enhances the effective participation of developing country Parties, fosters sustainable development and ensures gender responsiveness*”.

- Parties should enhance an “*enabling environment to promote endogenous and gender-responsive technologies for mitigation and adaptation actions*”.
- The Technology Mechanism “*shall work in an open and inclusive, including gender-responsive, manner whereby stakeholders are invited to participate and actively engage*”.
- Lastly, support “*should be provided for all key themes of the technology framework, taking into account the gender perspective and endogenous and indigenous aspects*”.
- There are two references to gender in the **rules for transparency**:
  - Parties should provide information on “*how best available science, gender perspectives and indigenous, traditional and local knowledge are integrated into adaptation*” for adaptation strategies, policies, plans, goals, and actions”.
  - The Secretariat is requested to “*ensure geographical and gender balance among the technical review experts, to the extent possible*” of the technical expert review team.
- The membership of the Compliance Committee should also **take into account** the goal of gender balance.

## **GENDER IN NDCs**

According to a 2016 analysis conducted by The Women’s Environment and Development Organization (WEDO), of 190 intended Nationally Determined Contributions (INDCs) submitted by countries, 64 include a reference to women or gender.<sup>48</sup> However, only several of these 64 INDCs mention gender in the context of the country’s broader sustainable development strategy, rather than specifically in relation to climate change policies. The analysis also noted that all 64

countries are non-Annex I countries, and the context in which women or gender are mentioned is most commonly in relation to adaptation (27 countries). This finding indicated that gender was rarely perceived as a relevant consideration in the context of mitigation strategies, which are the overwhelming focus of Annex I countries. Also, given that the vast majority of commitments in INDCs from non-Annex I countries are conditional, the implementation of commitments related to women's rights and gender equality in the INDCs is uncertain.

Since the submission of INDCs, countries have focused on building their capacity, structures, and strategies to finalise their NDCs and prepare for their implementation. They have started mainstreaming gender in national climate change planning and programming, including NDC-related processes. The small sample of submissions of updated and second NDCs at the time of publication indicate that these countries have, in general, referenced gender more often than in their previous submissions. Gender is more robustly integrated in processes and activities, reflecting a deeper understanding of its significance. Entry points used by countries to integrate gender into NDCs are highlighted in the 2020 ecbi brief on *International Gender Commitments to National Action: Integrating Gender in Climate Change Policies and Processes*.

## **NATIONAL GENDER AND CLIMATE CHANGE FOCAL POINTS**

*Decision 21/CP.22* invites Parties to appoint and provide support for a national gender focal point for climate negotiations, and for national implementation and monitoring of climate action. These NGCCFPs could improve national level implementation by connecting national and international processes. NGCCFPs are appointed via nomination by their respective UNFCCC



National Focal Points, and a **list of NGCCFPs** is maintained on the UNFCCC website. As of September 2020, 76 Parties countries had appointed a NGCCFP, with several additionally appointing alternates or co-focal points.

The potential role of the NGCCFPs has been explored via surveys, interviews, and trainings by the UNFCCC Gender Team, which also maintains an internal resource-sharing platform for the NGCCFPs. Parties have indicated that the lack of a shared understanding or of guidance on the role of the NGCCFPs has prevented their appointment. This emerged as a key element in the Enhanced Lima Work Programme and its Gender Action Plan, and a workshop on this topic was prescribed in the five-year GAP to be held at the 52<sup>nd</sup> session of the Subsidiary Bodies, now expected to take place in 2021 (following its postponement in 2020 due to the COVID-19 pandemic). Virtual **workshops** took place in 2020, and an in-person session is planned in 2021.

## ▶ **WHAT ARE THE KEY ELEMENTS OF THE ENHANCED LWPG AND ITS GAP?**

As mentioned earlier, the LPWG was adopted in 2014 and extended in 2016, with the first GAP adopted in 2017. In 2019, the implementation of the LWPG and GAP was reviewed, leading to the adoption of the **Enhanced LWPG and its GAP** for the 2020-2024 period at COP25 in Madrid.

The Enhanced LWPG and its GAP establish systems and processes for knowledge exchange and capacity building for implementation and outline the continued need for mainstreaming gender across “*all relevant targets and goals in activities under the Convention*” to increase “*effectiveness, fairness, and sustainability.*” They provide the UNFCCC secretariat with a platform to monitor and track progress

on gender; and provide Parties to the UNFCCC guidance on setting up initial instruments, mechanisms, and tools to increase women's empowerment and gender equality in the implementation of climate action. This includes planning and implementation of their commitments under the Paris Agreement, through NDCs, NAPs, and National Communications, as well as broader national sustainable development plans and processes. The contexts and capacities of these Parties vary, however, resulting in diverse approaches to implementation and varied progress. A key limitation for many countries appears to be the lack of resources and support to translate international commitments to national level implementation.<sup>49</sup>

### **GENDER ACTION PLAN (2018-2019)**

*Decision 21/CP.22* requested the Subsidiary Body for Implementation (SBI) to develop the GAP under the Lima Work Programme for consideration at COP23 in November 2017. Parties and observers shared their views on the GAP at several key moments throughout 2017 and the GAP was adopted on 14 November 2017 at COP23. The structure of the original GAP informed many of the discussions on gender issues under the UNFCCC and was largely retained with its successor.

The first GAP sought to advance women's full, equal and meaningful participation, to promote gender-responsive climate policy and to mainstream a gender perspective in the implementation of the Convention and the work of Parties, the secretariat, UN entities and stakeholders at all levels. It included five priority areas:

- Capacity building, knowledge sharing, and communication to enhance the understanding and expertise of stakeholders

on the systematic integration of gender considerations and the application of such understanding and expertise in the thematic areas under the Convention and the Paris Agreement as well as in policies, programmes, and projects on the ground.

- Gender balance, participation, and women's leadership to achieve and sustain the full, equal, and meaningful participation of women in the UNFCCC process.
- Coherence in order to strengthen the integration of gender considerations within the work of UNFCCC bodies, the secretariat, and other UN entities and stakeholders towards the consistent implementation of gender-related mandates and activities.
- Gender-responsive implementation and means of implementation to ensure the respect, promotion, and consideration of gender equality and the empowerment of women in the implementation of the Convention and the Paris Agreement.
- Monitoring and reporting to improve tracking in relation to the implementation of, and reporting on, gender-related mandates under the UNFCCC.

The Action Plan identified a set of specific activities for two years, including:

- Submissions from Parties and stakeholders on, among other things: the systematic integration of gender at all levels and into all mitigation and adaptation activities; differentiated impacts of climate change on men and women and policies and plans for, and progress made in, enhancing gender balance in national climate delegations.
- Promotion of funds for the participation of women in national delegations to the UNFCCC.

- Notifications on the gender composition of UNFCCC bodies at the time of nominations.
- Training programmes and capacity building at all levels, including for instance capacity building on leadership, negotiations, facilitation, and chairing in the context of the UNFCCC process; capacity building for parliamentarians, finance ministries, and others for the integration of gender-responsive budgeting into climate finance access and delivery.
- A dialogue on coherence at the SBI48 in 2018.
- A dialogue, by the SCF, on the implementation of its commitment to integrate gender considerations into its work, emphasising the relevance of gender-responsive access to finance in the implementation of climate action.

## **ENHANCED LIMA WORK PROGRAMME AND ITS GENDER ACTION PLAN (2020-2024)**

The Enhanced LWPG recognises that climate change impacts on women and men can often differ owing to historical and current gender inequalities and multidimensional factors and can be more pronounced in developing countries and for local communities and indigenous peoples. This establishes the foundation for gender responsive climate action that is context-specific, based on the recognition that certain populations are more disadvantaged. The preambular text also recognises “*the imperatives of a just transition of the workforce and the creation of decent work and quality jobs*”.

The Enhanced LWPG further encourages Parties to:

- Appoint and provide support for NGCCFPs for climate negotiations, implementation, and monitoring.

- Submit information on efforts and steps taken to implement the Enhanced LWPG and its GAP in their national reporting under the UNFCCC process.
- Provide support for developing country Parties to address gender-related action under the Convention and the Paris Agreement, including in relation to the GAP.
- Engage in the implementation of the gender-related activities within the GAP.

The Enhanced LWPG also encourages the UNFCCC secretariat to continue its gender-related functions, including, among others:

- Preparing an annual gender composition report and a biennial synthesis report on progress in integrating a gender perspective into constituted body processes.
- Providing capacity building support to constituted bodies and secretariat staff in integrating a gender perspective into their respective areas of work.
- Facilitating support for building and strengthening the skills and capacities of NGCCFPs.
- Enhancing communication and information-sharing through existing UNFCCC web-based resources and communication activities.

The GAP, annexed to the LWPG, retains the five priority action areas of the initial GAP: capacity building, knowledge management, and communication; gender balance, participation, and women's leadership; coherence; gender-responsive implementation and means of implementation; and monitoring and reporting.

Tables are included in the GAP for each of these areas, listing specific activities; assigning lead responsibilities (to Parties, organisations, the research community, the secretariat

etc.); specifying a timeline; identifying deliverables and outputs; and indicating the level for implementation (national, regional, international etc).

For instance, Parties are expected to take the lead (with relevant organisations) in strengthening capacity building efforts to mainstream gender in formulating, implementing, monitoring, and reviewing national climate change policies, plans, strategies, and action, including NDCs, NAPs, and National Communications. The timeline for this activity (A.1) is ongoing, until COP30 (original envisaged in 2024). The deliverable is “*implementation of capacity-building for developing gender-responsive climate change policy*”; and the level of implementation is identified as regional and national.

In another example, activity A.2 calls on the UNFCCC secretariat to take the lead on discussing and clarifying the role and the work of NGCCFPs, including through providing capacity building, tools, and resources; sharing experiences and best practices; and workshops, knowledge exchange, peer-to-peer learning, mentoring, and coaching. The deliverable for this activity is an in-session workshop at SB52, to come up with recommendations on the role of the NGCCFPs. The level of implementation is identified as international. Other activities assigned to Parties include:

- Initiatives for capacity building in leadership, negotiation, and facilitation of negotiation for women delegates (B.1); and the promotion of travel funds to support the equal participation of women in national delegations to UNFCCC sessions.
- Engaging women’s groups, gender institutions, local communities and indigenous peoples in climate processes and initiatives as stakeholders, knowledge-holders, and decision-makers (D.5).

- Sharing experiences on, and supporting, capacity building on gender-responsive budgeting (D.1).
- Enhancing information, data collection, and analysis (A.3, D.4, and D.7) to strengthen the understanding of gender-differentiated issues, impacts, and opportunities (A.4, D.4).
- Exchanging information, lessons learned, and solutions (D.2, D.3, D.6), and building coordination with national plans and UN entities and processes, particularly the 2030 Agenda for Sustainable Development (C.3).
- Using this information to mainstream gender in climate policy, action, and budgets (A.1, D.1), and contribute to the capacity of diverse actors and stakeholders to fully and effectively participate in processes (B.1 and B.3).
- Varied and innovative means for communicating and building capacity are encouraged for different stakeholders and the public (A.5).

See **Annex I** for the full text of the Enhanced LWPG and its GAP.

## WHAT RESOURCES EXIST FOR INCORPORATING GENDER IN CLIMATE PLANNING AND ACTION?

Multiple pathways and resources for support to Parties and stakeholders are available to ensure gender considerations are understood and incorporated in planning and action.

### ► UNFCCC GENDER TEAM

Since a gender focal point was first requested in 2014 under the LWPG, the UNFCCC Gender Team has expanded to three full-time team members. The Gender Team supports the negotiations on gender and climate change, has key responsibilities for guiding and implementing activities mandated under the Enhanced LWPG and its GAP, and generally provides tailored technical knowledge and capacity building on gender.

Their activities in recent years, many under the original two-year GAP, included capacity building on gender topics with the constituted bodies, providing training and support to NGCCFPs, and coordinating the consultations on the work programme that would follow the conclusion of the LWPG and GAP in 2019. They maintain a [newsletter](#) that shares updates not only on direct UNFCCC topics, such as deadlines for gender-related submissions, but on all events, publications, and activities on this topic. The [website](#) (see also its [navigation guide](#)) hosts relevant information for anyone following gender in the UNFCCC and also links to [recommended portals](#) and explores [topics of the negotiations](#) with a gender lens. Any inquiries can be directed to [gender-team@unfccc.int](mailto:gender-team@unfccc.int).



## ► THE WOMEN AND GENDER CONSTITUENCY

An important platform for engaging on women's rights and gender equality issues under the UNFCCC is via the **Women and Gender Constituency (WGC)**. The WGC is one of the nine stakeholder groups of the UNFCCC. Established in 2009 and granted full constituency status in 2011, the WGC membership consists of 30 women's rights, gender, and environmental civil society organisations that work together to ensure that gender equality is central to climate change policy.

The WGC, with its broad variety of national and regional network organisations, represents hundreds and thousands of people across the globe. The WGC contributes feminist analysis to the negotiations and coordinates on common positions, submissions, and other advocacy materials and opportunities. Its advocacy listserv and many of its activities, including training and advocacy events, are open to activists outside the membership, and Party delegates are welcome to join daily caucuses hosted by the WGC at COPs.

The **WGC website** connects interested advocates to the various WGC listservs, lists of events, the latest news, and other resources to improve knowledge on gender and climate within the UNFCCC as well as connections to others working on these topics.

## ► GENDER CLIMATE TRACKER

In 2016, WEDO launched the **Gender Climate Tracker (GCT)** mobile App, followed by a web platform, and both are now fully functional in English, French, and Spanish. The GCT App and website have a clear and user-friendly structure with three substantive sections:

- **Gender Mandates in Climate Policy:** A compilation of UNFCCC decisions that contain specific references to gender equality and identification of remaining gaps.
- **Women's Participation Statistics in Climate Diplomacy:** Up-to-date data on women's participation on national delegations, as well as boards and bodies, at the major negotiating meetings of the UNFCCC from 2008 onwards.
- **Country Profiles:** Summaries of submitted NDCs and analysis of the extent to which they address women's human rights and the linkages between gender and climate change. On the website, this feature also links to country-specific news and resources relevant to gender and climate change, which users can submit.

## ► **NAP GLOBAL NETWORK**

The **NAP Global Network** supports developing countries in their NAP processes, with gender as a key theme. The Network provides support for, among other things, gender analysis, knowledge sharing, capacity building, tool development, and implementation of the enhanced GAP. See, for instance, the *Toolkit For a Gender Responsive Process to Formulate and Implement National Adaptation Plans (NAPs)*.

## ► **OTHER INITIATIVES**

### **NAP-AG PROGRAMME**

The Integrating Agriculture in National Adaptation Plans Programme (**NAP-Ag Programme**) of the Food and Agriculture Organization of the UN (FAO) has ramped up its activities to support mainstreaming of gender. With the UN Development Programme (UNDP), NAP-Ag is collaborating with nine countries to build the capacity of key stakeholders

and improve gender-related knowledge to enhance adaptation planning and implementation in the agriculture sector. See, for instance, *Training guide: Gender in adaptation planning for the agriculture sectors*.

### **NDC SUPPORT PROGRAMME**

UNDP's *NDC Support Programme* has a specific thematic focus on gender and is piloting the integration of gender-responsive measures into NDC planning and implementation in 17 countries, with nine countries receiving financial support: Bhutan, Chile, Colombia, Ecuador, Ghana, Kenya, Lebanon, the Philippines, Uganda, and Zambia. The programme collaborates with governments and engages existing national gender-related processes and mechanisms to integrate gender equality and climate change into NDC policy and planning. It encourages institutional coherence and supports capacity building, sector-specific gender analysis, the development of indicators, generation of gender-related data, and knowledge-sharing to improve reporting on gender. See *Gender and NDCs: Country Progress and Key Findings*.

### **OPEN ONLINE COURSE ON GENDER AND ENVIRONMENT**

The Global Environment Facility (GEF), UNDP, the GEF Small Grants Programme (SGP), and UNITAR/UN CC:Learn, collaborating with several other agencies and conventions, launched a *free, self-paced course* that can be accessed through the UN CC:Learn platform. One of the six modules in this six-hour course focuses on gender and climate change.

## **NDC PARTNERSHIP CLIMATE TOOLBOX**

The NDC Partnership's **Climate Toolbox** features gender as one of its sectors and themes, with over 100 results that can then be filtered by activity, region, type of resource, and language. This toolbox summarises, categories, and links to tools, platforms, and technical support.

## **FEMINIST PARTICIPATORY ACTION RESEARCH**

**Feminist Participatory Action Research** (FPAR) is an action research initiative by the Asia Pacific Forum on Women, Law and Development, which builds the capacity of women at the grassroots level in Asia to monitor their government's implementation of NDCs – in particular of gender safeguards and efforts to ensure the meaningful engagement of women in decision-making processes related to climate change. The results of the monitoring will be shared in national, regional, and international forums in the lead up to the 2023 Global Stocktake, to hold governments accountable for implementing the Paris Agreement. FPAR is currently being implemented in Nepal, Indonesia, Philippines, Pakistan, Kyrgyzstan, Vietnam, and Thailand.

## **▶ SELECT PUBLICATIONS**

In 2015, UNDP designed the **Gender Responsive National Communications toolkit**, to “*strengthen the capacity of national government staff and assist them in integrating gender equality into the development of National Communications*”. It also promotes gender-responsive planning frameworks through improvement of policy and programme implementation, encouraging sustainability, and outlining a gender mainstreaming process tailored to the National Communications process.

Another 2015 UNDP publication, *Mainstreaming Gender in Mitigation and Technology Development and Transfer Interventions*, is a capacity building package to give “policymakers the tools and information needed to systematize gender mainstreaming across all levels of a climate change initiative.”

In addition, the UNFCCC, via a **mandated technical paper**, has identified existing tools to be used across a number of thematic areas and actions. These include gender analysis, project preparation and design, gender-responsive budgeting, implementation, monitoring and evaluation, and the assessment of social benefits of involving women and men equally in climate change activities.

Related to gender analysis activities, a few institutions have created tools that could prove useful for Parties and other institutions. Two frameworks that support conducting a gender analysis are the **Harvard Analytical Framework** and the **Moser Gender Planning Framework**. The Asian Development Bank has also created a few **Gender Checklists**, specifically for certain sectors. The UN Industrial Development Organisation (UNIDO) has published a *Guide on Gender Mainstreaming – Energy and Climate Projects*, which includes a checklist of questions that can be used to understand certain aspects of gender within specific contexts and sectors, like decision-making power, access to resources, etc. The last tool, a **Socioeconomic and Gender Analysis Framework**, was created by FAO in partnership with the International Labour Organization, the World Bank, and UNDP to aide in incorporating gender into initiatives and interventions.

Within project, programme, and policy preparation and design, the UN Industrial Development Organization (UNIDO) has created a set of questions that can be used to

guide the mapping of partnerships and stakeholders in its *Guide on Gender Mainstreaming*. ENERGIA has created a manual for gender mainstreaming, focused on supporting organisations working in the energy sector to introduce gender mainstreaming at different organisational levels, to be used both internally and externally. ENERGIA also synthesized a five-year research project into gender and energy into a 2019 publication, *Gender in the Transition to Sustainable Energy for All: From Evidence to Inclusive Policies*, designed for decision-makers seeking to combat gender inequality.

Collaboration with women's organisations on a local level is vital if key stakeholders are to be included within processes. Rather than a specific tool, UN Women uses the SMART approach for monitoring and evaluating programmes – emphasising how indicators need to be Specific, Measurable, Accurate, Relevant, and Time-bound. UN Women also supports and encourages the use of guidance developed by the UN Evaluation Group, in *Integrating Human Rights and Gender Equality in Evaluations*. UNIDO has also created an *Evaluation Group Guide*, which includes a guide for integrating gender into evaluation.

## HOW CAN THE GENDER ELEMENTS UNDER THE UNFCCC BE STRENGTHENED?

The provision of adequate resources to implement the five-year Enhanced LWPG and its GAP is a crucial next step to support a step-change in gender-responsive climate policy development, delivery, and reporting at the national level; to increase the availability of sex- and gender-disaggregated data and analysis at all levels; and to support gender balance in all aspects of climate change policy-making, on delegations, boards, and bodies of the UNFCCC, as well as at regional and national level thereby ensuring the full and effective participation of grassroots and indigenous women in these spaces.

Unless gender equality is a funded priority, the Parties, constituted bodies, and other stakeholders called upon to implement the GAP activities may not invest time and resources in fully developing and implementing the activities. For example, the SCF did not host a dialogue on gender-responsive finance in 2018 or 2019, as it was invited to do in the first GAP (Activity D.1). Instead, several SCF members attended a capacity building webinar hosted by the UNFCCC Gender Team corresponding to Activity C.2 in the GAP, and the SCF continued to conflate these two separate activities despite clarification by the UNFCCC Gender Team and WGC observer.

Adopting a GAP is insufficient if all “leading” and “contributing” organisations and agencies do not proactively find ways to plan, design and host activities such as in-session workshops, webinars, and other activities that can and should

be implemented to fulfill each activity. Coordination and collaboration across agencies and organisations will be key to surfacing true insights, as well as ensuring activities progress the conversations and deepen knowledge and skills across the timeframe of the GAP, rather than repeating the same basic or foundational information each year.

Equally important for a robust implementation of the Enhanced LWPG and GAP is the integration of gender across all thematic areas. Gender cannot be seen as a separate and siloed issue. It is critical that delegates negotiating across all aspects of the UNFCCC understand the linkages and make demands for gender considerations in those areas. While some recent negotiations have recognised those linkages, and the general increasing trend in decisions referencing gender is demonstrative of some recognition, the failure to include gender and human rights, for example, in the latest draft of the Article 6 implementation guidelines, suggests that these issues are not foundational, but additional, in many negotiators' eyes.

Gender mainstreaming also entails not only integrating a deep consideration for gender across all activities, but considering the scope and progress of climate action itself. Notably, despite the adoption of the Enhanced LWPG and its GAP at COP25, the Women and Gender Constituency joined the other stakeholder groups in denouncing the failure of the Parties to commit to more ambitious outcomes in Madrid, as gender equality cannot be achieved in a world that continues on a trajectory to be further ravaged by climate change.



## ANNEX I: RELEVANT DECISIONS

### 2001, COP7: DECISION 36/CP.7

Improving the participation of women in the representation of Parties in bodies established under the UNFCCC or the Kyoto Protocol

*The Conference of the Parties,*

*Recalling* the Beijing Declaration of the 1995 Fourth World Conference on Women which recognizes that women's empowerment and their full participation on the basis of equality in all spheres of society, including participation in decision-making processes and access to power, are fundamental for the achievement of equality, development and peace,

*Recalling* further that the Beijing Declaration called on governments, the United Nations system and regional and international institutions to contribute to the implementation of the Beijing Platform of Action,

*Noting* that improvement in the gender balance of officers elected to the bodies established under the United Nations Framework Convention on Climate Change and the Kyoto Protocol would be one such contribution to the implementation of the Beijing Platform of Action,

*Having considered* the need for Parties to take into account the need for more equitable representation of female and male officers elected to the bodies established under the Convention or the Kyoto Protocol,

*Urging* Parties to take the measures necessary to enable women to participate fully in all levels of decision making relevant to climate change,

1. *Invites* Parties to give active consideration to the nomination of women for elective posts in any body established under the Convention or the Kyoto Protocol;
2. *Requests* the secretariat to bring this decision to the attention of Parties whenever a vacancy arises for any elective post in any body established under the Convention or the Kyoto Protocol;
3. *Further* requests the secretariat to maintain information on the gender composition of each body with elective posts established under the Convention or the Kyoto Protocol, and to bring this information to the attention of the Parties whenever such a vacancy occurs.

## 2012, COP18: DECISION 23/CP.18

Promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol

*The Conference of the Parties,*

*Recalling* decision 36/CP.7 on improving the participation of women in the representation of Parties in bodies established under the Convention or the Kyoto Protocol,

*Acknowledging* the recent progress made under the Convention and the Kyoto Protocol in advancing gender balance and women's empowerment in international climate change policy under the guidance of decision 1/CP.13 (Bali Action Plan) and decisions taken at its sixteenth and seventeenth sessions,<sup>1</sup> as well as in various bodies and programmes under the Convention,

*Noting* that notwithstanding the efforts made by Parties to implement decision 36/CP.7, women continue to be underrepresented in bodies established under the Convention and the Kyoto Protocol,

*Recognizing* the need for women to be represented in all aspects of the UNFCCC process, including through membership of their national delegations and the chairing and facilitation of formal and informal negotiating groups, in order to inform gender-responsive climate policy,

*Also recognizing* the importance of a balanced representation of women from developing and developed country Parties in the UNFCCC process so that gender responsive climate policy responds to the differing needs of men and women in national and local contexts,

*Considering* the importance of ensuring coherence between the participation of women in the UNFCCC process and the principles and objectives of international instruments and relevant multilateral processes, such as the Convention on the Elimination of All Forms of Discrimination against Women and the Beijing Declaration and Platform for Action, which recognize the importance of women's empowerment and their full participation on equal terms with men in all spheres of society, including participation in decision-making processes and access to power,

*Acknowledging* the outcome of the United Nations Conference on Sustainable Development, in particular the recognition of women's leadership and their vital role in achieving sustainable development and the emphasis on the impact of setting specific targets and implementing temporary measures, as appropriate, for substantially increasing the number of women in leadership positions, with the aim of achieving gender parity,

*Recognizing* the advances made by Parties in the promotion of gender balance and the empowerment of women,

1. *Agrees* that additional efforts need to be made by all Parties to improve the participation of women in bodies established pursuant to the Convention and the Kyoto Protocol as envisaged in decision 36/CP.7;

2. *Decides* to enhance decision 36/CP.7 by adopting a goal of gender balance in bodies established pursuant to the Convention and the Kyoto Protocol, in order to improve women's participation and inform more effective climate change policy that addresses the needs of women and men equally;
3. *Invites* current and future chairs of such bodies to be guided by the goal of gender balance when setting up informal negotiating groups and consultation mechanisms, such as contact groups, spin-off groups and panels, and nominating their facilitators and chairs;
4. *Also invites* other institutions established pursuant to the Convention and the Kyoto Protocol to be guided by the goal of gender balance, with the aim of a gradual but significant increase in the participation of women towards achieving this goal and review progress made at the twenty-second session of the Conference of the Parties;
5. *Further invites* Parties to commit to meeting the goal of gender balance by, inter alia, nominating women to bodies established under the Convention and the Kyoto Protocol with the aim of a gradual but significant increase in the participation of women towards achieving this goal, and review progress made at the twenty-second session of the Conference of the Parties;
6. *Invites* Parties to encourage more women to be candidates for positions within bodies established pursuant to the Convention and the Kyoto Protocol and to give due consideration to nominating female representatives to these bodies;
7. *Also invites* Parties to strive for gender balance in their delegations to sessions under the Convention and the Kyoto Protocol;
8. *Requests* the secretariat to maintain information on the gender composition of constituted bodies established under the Convention and the Kyoto Protocol, including information on the representation of women from regional groups, to gather information on the gender composition of delegations to sessions under the Convention and the Kyoto Protocol and to report this information to the Conference of the Parties for its consideration on an annual basis, in order to enable the tracking of progress made towards the goal of gender balance in advancing gender-sensitive climate policy;
9. *Decides* to add the issue of gender and climate change as a standing item on the agenda of sessions of the Conference of the Parties to allow the Conference of the Parties to consider the information referred to in paragraph 8 above;
10. *Requests* the secretariat to organize, in conjunction with the nineteenth session of the Conference of the Parties, an in-session workshop on gender balance in the UNFCCC process, gender-sensitive climate policy and capacity-building activities to promote the greater participation of women in the UNFCCC process;
11. *Also requests* Parties and observer organizations to submit to the secretariat, by 2 September 2013, their views on options and ways to advance the goal referred to in paragraph 2 above;
12. *Further requests* the secretariat to compile those submissions into a miscellaneous document for consideration by the Conference of the Parties at its nineteenth session;

13. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat pursuant to the provisions contained in paragraphs 8, 10 and 12 above;
14. *Requests* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources;
15. *Invites* the Conference of the Parties serving as the meeting of the Parties to the Kyoto Protocol to endorse this decision.

## 2014, COP20: DECISION 18/CP.20

### Lima work programme on Gender

*The Conference of the Parties,*

*Recalling* decisions 36/CP.7, 1/CP.16 and 23/CP.18 on improving the participation of women in Convention negotiations and in the representation of Parties in bodies established under the Convention,

*Underscoring* the importance of coherence between gender-responsive climate policies and balanced participation of women and men in the Convention process, and the provisions of international instruments such as the Convention on the Elimination of All Forms of Discrimination against Women and the Beijing Declaration and Platform for Action,

*Acknowledging* the progress made in advancing gender balance and gender equality within the context of climate change policies and in line with the individual country circumstances and gender-responsive climate policy through the decisions referred to above, and the need for gender mainstreaming through all relevant targets and goals in activities under the Convention as an important contribution to increase their effectiveness,

*Noting that*, notwithstanding the progress made by Parties in implementing the decisions referred to above, there is a need for women to be represented in all aspects of the Convention process, including through membership of their national delegations and the chairing and facilitation of formal and informal negotiating groups,

*Also noting* that gender-responsive climate policy still requires further strengthening in all activities related to adaptation and mitigation as well as decision-making on the implementation of climate policies,

1. *Decides* to enhance the implementation of decisions 36/CP.7, 1/CP.16 and 23/CP.18 by inviting Parties to advance gender balance, promote gender sensitivity in developing and implementing climate policy, and achieve gender-responsive climate policy in all relevant activities under the Convention;
2. *Also decides* that additional efforts need to be made by Parties to improve the participation of women in their delegations and in all of the bodies established under the Convention, as stipulated in decisions 36/CP.7 and 23/CP.18;
3. *Further decides* to establish a two-year work programme for promoting gender balance and achieving gender-responsive climate policy, developed for the purpose of guiding the effective participation of women in the bodies established

under the Convention, the elements of which are contained in paragraphs 4 to 7 below;

4. *Requests* the secretariat to include in its next annual report, as referred to in decision 23/CP.18, paragraph 8, information regarding the implementation by the secretariat of those decisions that include a gender approach, in keeping with applicable gender-related policies under the Convention;
5. *Decides* to strengthen the existing work on gender balance in the thematic priority areas set out in paragraphs 6 to 12 below;
6. *Encourages* Parties to support (a) training and awareness-raising for female and male delegates on issues related to gender balance and climate change, and (b) building the skills and capacity of their female delegates to effectively participate in UNFCCC meetings via training on, inter alia, negotiation skills, drafting of legal language and strategic communication;
7. *Also encourages* interested Parties and relevant organizations to support these training and capacity-building efforts, particularly for delegates from Parties that are particularly vulnerable to the adverse effects of climate change, including the least developed countries, small island developing States and countries in Africa;
8. *Requests* the secretariat to support the organization of these training and capacity-building efforts, inter alia, in conjunction with sessions of the subsidiary bodies;
9. *Invites* Parties to increase the representation of women and active participation of women in the bodies established under the Convention;
10. *Decides* to clarify the meaning of the term “gender-responsive climate policy” from an implementation perspective, and improve the development and effective implementation of gender-responsive climate policy;
11. *Requests* the secretariat to organize an in-session workshop on gender-responsive climate policy with a focus on mitigation action and technology development and transfer during the forty-second session of the Subsidiary Body for Implementation (June 2015), and prepare a report on the workshop for consideration at its forty-third session (November–December 2015);
12. *Also requests* the secretariat to organize an in-session workshop on gender-responsive climate policy with a focus on adaptation and capacity-building, and training for delegates on gender issues during the forty-fourth session of the Subsidiary Body for Implementation (May 2016) and prepare a report on the workshop for consideration at its forty-fifth session (November 2016). Future work could include in-session workshops on other themes;
13. *Invites* Parties and admitted observer organizations to submit to the secretariat, by 18 February 2015 and 3 February 2016, respectively, their views on the matters to be addressed at the in-session workshops referred to in paragraphs 11 and 12 above;
14. *Requests* the secretariat to prepare a technical paper on guidelines or other tools on integrating gender considerations into climate change related activities under the Convention for consideration by the Subsidiary Body for Implementation at its forty-fourth session;

15. *Invites* Parties and admitted observer organizations to provide information on progress made in meeting the goals of achieving gender balance and gender-responsive climate policy;
16. *Agrees* to review this information at its twenty-second session (November 2016) with a view to taking any necessary action needed to strengthen the progress of furthering these goals;
17. *Requests* the Executive Secretary to appoint a senior gender focal point, who is an expert in this subject matter, to develop and ensure the implementation of, within existing resources, an action plan for the two-year work programme on gender and climate change;
18. *Invites* Parties and relevant organizations to provide the means for implementing gender-related activities within the two-year work programme;
19. *Takes note* of the budgetary implications of the activities to be undertaken by the secretariat referred to in this decision;
20. *Requests* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources.

## 2016, COP22: DECISION 21/CP.22

### Gender and climate change

*The Conference of the Parties,*

*Recalling* decisions 36/CP.7, 1/CP.16, 23/CP.18, 18/CP.20 and 1/CP.21 and the Paris Agreement,

*Underscoring* the importance of coherence between gender-responsive climate policies and the balanced participation of women and men in the Convention process and the provisions of international instruments and outcomes such as the Convention on the Elimination of All Forms of Discrimination against Women, the Beijing Declaration and Platform for Action and the 2030 Agenda for Sustainable Development,

*Noting* that, notwithstanding the progress made by Parties in implementing the decisions referred to above, there is a need for women to be represented in all aspects of the Convention process, including through membership of their national delegations and the chairing and facilitation of formal and informal negotiating groups,

*Acknowledging* with appreciation the important role of the two-year Lima work programme on gender in the incorporation of a gender perspective in the work of the Parties and the secretariat in implementing the Convention,

*Noting* with appreciation the contributions received in support of the work undertaken so far,

*Also noting* that gender-responsive climate policy still requires further strengthening in all activities concerning adaptation, mitigation and related means of implementation (finance, technology development and transfer and capacity-building) as well as decision-making on the implementation of climate policies,

1. *Welcomes* the report by the secretariat on the in-session workshop on gender-responsive climate policy with a focus on adaptation, capacity-building and training for delegates on gender issues,<sup>4</sup> which was held during the forty-fourth sessions of the subsidiary bodies;
2. *Notes* with appreciation the submissions from Parties and observers as input for the workshop referred to in paragraph 1 above;
3. *Takes note* of the report by the secretariat on the gender composition of constituted bodies established under the Convention and its Kyoto Protocol,<sup>5</sup> and the urgent need to improve the representation of women in all of the bodies established under the Convention, the Kyoto Protocol and Paris Agreement;
4. *Urges* Parties to enhance their efforts in advancing the implementation of decisions 36/CP.7, 1/CP.16, 23/CP.18 and 18/CP.20;
5. *Takes note* of the submissions from Parties and observers on possible elements and guiding principles for continuing and enhancing the Lima work programme on gender, including information from Parties on progress made towards achieving the goals of gender balance and gender-responsive climate policy in response to the invitation contained in decision 18/CP.20, paragraph 1;
6. *Decides* to continue and enhance the Lima work programme on gender for a period of three years as set out in paragraphs 7–30 below and to undertake, at the twenty-fifth session of the Conference of the Parties (November 2019), a review of the work programme;
7. *Invites* Parties to continue to assist:
  - (a) Training and awareness-raising for female and male delegates on issues related to gender balance and climate change;
  - (b) Building the skills and capacity of their female delegates to participate effectively in UNFCCC meetings through training on, inter alia, negotiation skills, the drafting of legal documents and strategic communication;
8. *Also invites* Parties and relevant organizations to continue to assist the activities referred to in paragraph 7 above, with a special focus on training and capacity-building for delegates from Parties that are particularly vulnerable to the adverse effects of climate change;
9. *Requests* the secretariat to continue to support the organization of the training and capacity-building efforts referred to in paragraphs 7 and 8 above, inter alia, in conjunction with sessions of the subsidiary bodies;
10. *Invites* Parties to increase the representation and active participation of women in the bodies established under the Convention;
11. *Decides* that annual in-session workshops will be held in conjunction with the sessions of the subsidiary bodies in the first sessional period of 2018 and 2019;
12. *Requests* the Subsidiary Body for Implementation to elaborate the topics for the workshops referred to in paragraph 11 above during 2017 and to report on the topics that it recommends for the workshops to the Conference of the Parties at its twenty-third session (November 2017);
13. *Also requests* the secretariat to prepare a technical paper identifying entry points for integrating gender considerations in workstreams under the UNFCCC

process for consideration by the Subsidiary Body for Implementation at its forty-eighth session (April– May 2018);

14. *Further requests* all constituted bodies under the UNFCCC process to include in their regular reports information on progress made towards integrating a gender perspective in their processes according to the entry points identified in the technical paper referred to in paragraph 13 above;

15. *Requests* the secretariat to prepare biennial synthesis reports on the information contained in the reports referred to in paragraph 14 above for consideration by the Conference of the Parties, with the first biennial synthesis report to be prepared for the consideration of the Conference of the Parties at its twenty-fifth session (November 2019);

16. *Encourages* Parties and the secretariat to take into consideration a gender perspective in the organization of the technical expert meetings on mitigation and adaptation, in accordance with decision 1/CP.21, paragraphs 111 and 129;

17. *Invites* Parties to mainstream a gender perspective in the enhancement of climate technology development and transfer;

18. *Requests* the secretariat, if updating the accreditation process for the Parties, to improve, as appropriate, the accuracy of data on the gender of the participants as a means of providing accurate data to assess progress made on the participation of women delegates in UNFCCC meetings and those of constituted bodies;

19. *Also requests* the secretariat to continue to prepare an annual report on gender composition in accordance with decisions 23/CP.18 and 18/CP.20;

20. *Further requests* the secretariat to undertake research and analysis on challenges to the full and equal participation of women in climate-related processes and activities and to prepare a technical paper on achieving the goal of gender balance as mandated by decisions 36/CP.7, 1/CP.16 and 23/CP.18, based on submissions and its own research for consideration by the Conference of the Parties at its twenty-third session;

21. *Requests* the Financial Mechanism and its operating entities to include in their respective annual reports to the Conference of the Parties information on the integration of gender considerations in all aspects of their work;

22. *Invites* Parties to appoint and provide support for a national gender focal point for climate negotiations, implementation and monitoring;

23. *Encourages* Parties, when reporting on their climate policies under the UNFCCC process, to include information on how they are integrating gender considerations into such policies;

24. *Also encourages* Parties to integrate local and traditional knowledge in the formulation of climate policy and to recognize the value of the participation of grassroots women in gender-responsive climate action at all levels;

25. *Requests* the secretariat to maintain and regularly update its web pages for sharing information on women's participation and on gender-responsive climate policy;

26. *Invites* Parties and non-Party stakeholders to share information on their work related to integrating a gender perspective in the activities and work under the Convention, the Kyoto Protocol and the Paris Agreement;



27. *Requests* the Subsidiary Body for Implementation to develop a gender action plan in order to support the implementation of gender-related decisions and mandates under the UNFCCC process, which may include priority areas, key activities and indicators, timelines for implementation, the responsible and key actors and indicative resource requirements for each activity, and further elaborate its process of review and monitoring;
28. *Invites* Parties, members of constituted bodies, United Nations organizations, observers and other stakeholders to consult through meetings, prior to the forty-sixth sessions of the subsidiary bodies (May 2017), in order to provide inputs to the formulation of the gender action plan referred to in paragraph 27 above;
29. *Requests* the secretariat to convene, in cooperation with Parties and interested observers and other stakeholders, an in-session workshop during the forty-sixth sessions of the subsidiary bodies to develop possible elements of the gender action plan referred to in paragraph 27 above for consideration by the Subsidiary Body for Implementation at its forty-seventh session (November 2017);
30. *Invites* submissions from Parties, observers and other stakeholders, by 25 January 2017, on their views on the matters to be addressed at the in-session workshop referred to in paragraph 29 above;
31. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in this decision;
32. *Requests* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources;
33. *Invites* Parties and relevant organizations to participate and engage in implementing gender-related activities within the work programme.

## 2017, COP23: DECISION 3/CP.23

### Establishment of a gender action plan

*The Conference of the Parties,*

*Recalling* decisions 36/CP.7, 1/CP.16, 23/CP.18, 18/CP.20, 1/CP.21 and 21/CP.22, as well as the Paris Agreement,

*Reaffirming* the General Assembly resolution on the 2030 Agenda for Sustainable Development,

*Noting* that gender-responsive climate policy continues to require further strengthening in all activities concerning adaptation, mitigation and related means of implementation (finance, technology development and transfer, and capacity-building), as well as decision-making on the implementation of climate policies,

*Also noting* that, notwithstanding the progress made by Parties in implementing the decisions referred to above, there is a need for women to be represented in all aspects of the Convention process and a need for gender mainstreaming through all relevant targets and goals in activities under the Convention as an important contribution to increasing their effectiveness,

*Acknowledging* with appreciation the important role of the extended Lima work programme on gender in integrating gender considerations into the work of Parties and the secretariat in implementing the Convention, and the role of the gender action plan (contained in the annex) in supporting the implementation of gender-related decisions and mandates under the UNFCCC process,

*Recalling* decision 21/CP.22, paragraph 27, which mandated the development of a gender action plan in order to support the implementation of gender-related decisions and mandates under the UNFCCC process, which may include priority areas, key activities and indicators, timelines for implementation, responsible and key actors and indicative resource requirements for each activity, and the further elaboration of its review and monitoring processes,

*Also recalling* that Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights as well as gender equality,

Taking into account the imperative of a just transition of the workforce when implementing the gender action plan,

1. *Adopts* the gender action plan, contained in the annex, under the Lima work programme on gender;
2. *Invites* Parties, members of constituted bodies, United Nations organizations, observers and other stakeholders to participate and engage in implementing the gender action plan with a view to advancing towards the goal of mainstreaming a gender perspective in all elements of climate action;
3. *Welcomes* the technical paper prepared by the secretariat on achieving the goal of gender balance;
4. *Notes* the lack of progress made in delegations and constituted bodies towards the goal of gender balance;
5. *Requests* the secretariat to prepare, for consideration by the Subsidiary Body for Implementation at its session to be held in November 2019, a synthesis report on the implementation of the gender action plan, identifying areas of progress, areas for improvement and further work to be undertaken in subsequent action plans, so as to elaborate recommendations for consideration by the Conference of the Parties at its twenty-fifth session (November 2019) in the context of the review referred to in paragraph 7 below;
6. *Decides* that the topics of the annual in-session workshops to be held in conjunction with the sessions of the subsidiary bodies taking place in the first sessional period of 2018 and 2019 will be based on the submission referred to in activity E.1 of priority area E of the gender action plan (see table 5) and on the short- and long-term impacts of the gender action plan, which may also be informed by the synthesis report referred to in paragraph 5 above, respectively;
7. *Also decides* to review, at its twenty-fifth session, the implementation of the gender action plan in the context of the review of the Lima work programme on gender so as to consider the next steps, including an assessment of the impacts of the gender action plan;
8. *Invites* Parties and relevant organizations to participate and engage in the implementation of gender-related activities within the gender action plan, including enhancing the capacity of the gender focal point of the secretariat;

9. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in paragraphs 1, 5 and 6 above;
10. Requests that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources.

## **Annex**

### **Gender action plan**

1. By decision 21/CP.22, paragraph 27, the Subsidiary Body for Implementation was requested to develop a gender action plan (GAP) in order to support the implementation of gender-related decisions and mandates in the UNFCCC process, which may include priority areas, key activities and indicators, timelines for implementation, responsible and key actors and indicative resource requirements for each activity, and to further elaborate its review and monitoring processes.
2. The GAP, created under the Lima work programme on gender, seeks to advance women's full, equal and meaningful participation and promote gender-responsive climate policy and the mainstreaming of a gender perspective in the implementation of the Convention and the work of Parties, the secretariat, United Nations entities and all stakeholders at all levels.
3. Gender-responsive climate policy requires further strengthening in all activities concerning adaptation, mitigation and related means of implementation (finance, technology development and transfer, and capacity-building) as well as decision-making on the implementation of climate policies. The GAP recognizes the need for women to be represented in all aspects of the UNFCCC process and the need for gender mainstreaming through all relevant targets and goals in activities under the Convention as an important contribution to increasing their effectiveness.
4. The GAP recognizes that gender-related action is being progressed across all areas of the Convention and with respect to the Paris Agreement. Many of the activities in the GAP have been the subject of action by a variety of relevant organizations and will continue to require further action beyond the time frame of the plan.
5. The activities in the GAP vary in terms of measurability, and Parties are at various stages in terms of progress on this agenda. Some actions may be afforded differing degrees of prioritization according to the nature and scale of the climate policies being implemented and the capacities of Parties. The GAP recognizes that climate action under the Convention is a Party-driven process.

### **Priority areas**

6. Parties, the secretariat and relevant organizations are invited to undertake the activities contained in the GAP, as appropriate. The GAP sets out, in five priority areas, the activities that will drive the achievement of its objectives.

#### **A. Capacity-building, knowledge-sharing and communication**

7. The GAP seeks to enhance the understanding and expertise of stakeholders on the systematic integration of gender considerations and the application of such

understanding and expertise in the thematic areas under the Convention and the Paris Agreement and in policies, programmes and projects on the ground.

**B. Gender balance, participation and women's leadership**

8. The GAP seeks to achieve and sustain the full, equal and meaningful participation of women in the UNFCCC process.

**C. Coherence**

9. The GAP seeks to strengthen the integration of gender considerations within the work of UNFCCC bodies, the secretariat and other United Nation entities and stakeholders towards the consistent implementation of gender-related mandates and activities.

**D. Gender-responsive implementation and means of implementation**

10. The GAP aims to ensure the respect, promotion and consideration of gender equality and the empowerment of women in the implementation of the Convention and the Paris Agreement.

**E. Monitoring and reporting**

11. The GAP seeks to improve tracking in relation to the implementation of and reporting on gender-related mandates under the UNFCCC.

*See Table at the end of this Annex.*

## 2019, COP25: DECISION 3/CP.25

### Enhanced Lima work programme on gender and its gender action plan

*The Conference of the Parties,*

*Recalling* decisions 36/CP.7, 1/CP.16, 23/CP.18, 18/CP.20, 1/CP.21, 21/CP.22 and 3/CP.23, the Paris Agreement and the Katowice climate package,

*Acknowledging* the continuing need for gender mainstreaming through all relevant targets and goals in activities under the Convention as an important contribution to increasing their effectiveness, fairness and sustainability,

*Also acknowledging* the important role of the Lima work programme on gender and its gender action plan in advancing gender equality and women's empowerment in the UNFCCC process, demonstrated by the review by the Subsidiary Body for Implementation,

*Noting* with appreciation the contributions received from Parties and observers in support of the gender mainstreaming work undertaken to date,

*Recognizing* with concern that climate change impacts on women and men can often differ owing to historical and current gender inequalities and multidimensional factors and can be more pronounced in developing countries and for local communities and indigenous peoples,

*Acknowledging* that climate change is a common concern of humankind, Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights, the right to health, the rights of indigenous peoples, local communities, migrants, children, persons

with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity, *Taking into account* the imperatives of a just transition of the workforce and the creation of decent work and quality jobs in accordance with nationally defined development priorities,

1. *Welcomes* the report on the implementation of the Lima work programme on gender and its gender action plan, and recognizes the action taken by Parties, UNFCCC constituted bodies, the secretariat and observers to implement them;
2. *Takes note* of the report on the gender composition of Party delegations and constituted bodies, which highlights the persistent lack of progress in and the urgent need for improving the representation of women in Party delegations and constituted bodies;
3. *Also takes note* of the report on progress in integrating a gender perspective into constituted body processes, which indicates that an increasing number of constituted bodies are reporting on gender, and encourages constituted bodies to continue strengthening their efforts in this area;
4. *Encourages Parties* to enhance their efforts to advance the implementation of the decisions referred to in the preamble;
5. *Adopts* the enhanced five-year Lima work programme on gender and its gender action plan as contained in the annex;
6. *Acknowledges* that capacity-building, knowledge management and the sharing of experience are essential to supporting relevant actors in designing and implementing gender-responsive climate action and for increasing the effectiveness and scaling up of these measures;
7. *Recognizes* that the full, meaningful and equal participation and leadership of women in all aspects of the UNFCCC process and in national- and local-level climate policy and action is vital for achieving long-term climate goals;
8. *Acknowledges* that coherence with relevant United Nations processes, in particular the 2030 Agenda for Sustainable Development, as applicable, and within national implementation will contribute to improving the efficiency and effectiveness of efforts to integrate gender considerations into climate action;
9. *Notes* that gender-responsive implementation and means of implementation of climate policy and action can enable Parties to raise ambition, as well as enhance gender equality, and just transition of the workforce and the creation of decent work and quality jobs in accordance with nationally defined development priorities;
10. *Decides* to undertake a review of the implementation of the enhanced Lima work programme on gender and its gender action plan at the sixty-first session of the Subsidiary Body for Implementation (November 2024), identifying progress and further work to be undertaken, and to conduct an intermediate review of the progress of implementation of the activities contained in the gender action plan at the fifty-sixth session of the Subsidiary Body for Implementation (June 2022);
11. *Encourages Parties* to appoint and provide support for a national gender and climate change focal point for climate negotiations, implementation and monitoring;

12. *Requests* all constituted bodies to continue to include in their regular reports information on progress towards integrating a gender perspective into their processes;

13. *Invites* Parties to submit information on efforts and steps taken to implement the enhanced Lima work programme on gender and its gender action plan in their national reporting under the UNFCCC process, as applicable;

14. *Also invites* relevant public and private entities to increase the gender-responsiveness of climate finance with a view to strengthening the capacity of women;

15. *Requests* the secretariat to continue to:

(a) Maintain the position of senior gender focal point to retain relevant expertise and support and monitor the implementation of the enhanced Lima work programme on gender and its gender action plan;

(b) Prepare an annual gender composition report and a biennial synthesis report on progress in integrating a gender perspective into constituted body processes;

(c) Provide capacity-building support to constituted bodies and secretariat staff in integrating a gender perspective into their respective areas of work in collaboration with relevant organizations, as appropriate;

(d) Facilitate coordination with other United Nations entities, intergovernmental organizations and non-governmental organizations when supporting the implementation of the enhanced Lima work programme on gender and its gender action plan;

(e) Facilitate support for building and strengthening the skills and capacities of national gender and climate change focal points;

(f) Enhance communication and information-sharing through existing UNFCCC web-based resources and communication activities;

(g) Participate in the United Nations System-Wide Action Plan on Gender Equality and the Empowerment of Women to strengthen the integration of gender considerations within the organization and work of the secretariat;

16. *Invites* Parties to provide support for developing country Parties to address gender related action under the Convention and the Paris Agreement, including in relation to the UNFCCC gender action plan;

17. *Encourages* Parties and relevant organizations to participate and engage in the implementation of the gender-related activities within the gender action plan, as appropriate;

18. *Takes note* of the estimated budgetary implications of the activities to be undertaken by the secretariat referred to in paragraph 15 above and activities A.1–5, B.1–3, C.1–3, D.1–3 and 6, and E.1–2 in the annex;

19. *Requests* that the actions of the secretariat called for in this decision be undertaken subject to the availability of financial resources.

## **Annex**

### **Gender action plan**

1. The enhanced gender action plan sets out objectives and activities under five priority areas that aim to advance knowledge and understanding of gender-

responsive climate action and its coherent mainstreaming in the implementation of the UNFCCC and the work of Parties, the secretariat, United Nations entities and all stakeholders at all levels, as well as women's full, equal and meaningful participation in the UNFCCC process.

Priority areas

2. Parties, the secretariat, UNFCCC constituted bodies and relevant organizations are invited to undertake the activities set out in the gender action plan, as appropriate.

3. The gender action plan sets out, in five priority areas, the activities that will drive the achievement of its objectives (see **Table**). The objectives of each priority area follow in paragraphs 4–8 below.

#### **A. Capacity-building, knowledge management and communication**

4. To enhance the systematic integration of gender considerations into climate policy and action and the application of understanding and expertise to the actions called for under the Lima work programme on gender and its gender action plan, and facilitate outreach, knowledge-sharing and the communication of activities undertaken to enhance gender-responsive climate action and its impacts in advancing women's leadership, achieving gender equality and ensuring effective climate action.

#### **B. Gender balance, participation and women's leadership**

5. To achieve and sustain the full, equal and meaningful participation of women in the UNFCCC process.

#### **C. Coherence**

6. To strengthen the integration of gender considerations within the work of UNFCCC constituted bodies, the secretariat and other United Nations entities and stakeholders towards the consistent implementation of gender-related mandates and activities.

#### **D. Gender-responsive implementation and means of implementation**

7. To ensure the respect, promotion and consideration of gender equality and the empowerment of women in the implementation of the Convention and the Paris Agreement.

#### **E. Monitoring and reporting**

8. To improve tracking of the implementation of and reporting on gender-related mandates under the Lima work programme on gender and its gender action plan.

ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/ OUTPUTS	LANGUAGE
<b>Priority area A:</b> Capacity-building, knowledge management, and communication				
<p>A.1 Strengthen capacity-building efforts for governments and other stakeholders in mainstreaming gender in formulating, monitoring, implementing and reviewing, as appropriate, national climate change policies; plans, strategies and action, including nationally determined contributions, national adaptation plans and national communications</p>	<p><b>Leading:</b> Parties, relevant organizations</p> <p><b>Contributing:</b> National gender and climate change focal points, secretariat</p>	<p>Ongoing to COP30 (2024)</p>	<p>Implementation of capacity-building for developing gender-responsive climate change policy</p>	<p>Regional, national</p>
<p>A.2 Discuss and clarify the role and the work of the national gender and climate change focal points, including through providing capacity-building, tools and resources; sharing experience and best practices, workshops, knowledge exchange, peer-to-peer learning, mentoring and coaching</p>	<p><b>Leading:</b> Secretariat</p> <p><b>Contributing:</b> National gender and climate change focal points, relevant organizations, Parties</p>	<p>SB52 (2020)</p>	<p>In-session workshop Recommendations on the role of the national gender and climate change focal point</p>	<p>International</p>



ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/ OUTPUTS	LANGUAGE
<b>Priority area A: Capacity-building, knowledge management, and communication</b>				
A.2 Discuss and clarify the role and the work of the national gender and climate change focal points, including through providing capacity-building, tools and resources, sharing experience and best practices, workshops, knowledge exchange, peer-to-peer learning, mentoring and coaching	<p><b>Leading:</b> Parties, relevant organizations</p> <p><b>Contributing:</b> NGCCFPs secretariat</p>	Ongoing to COP30 (2024)	Provision of capacity-building opportunities, tool and resources	Regional, national
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	<p><b>Leading:</b> Relevant organizations</p> <p><b>Contributing:</b> Parties</p>	Ongoing to COP30 (2024)	Promotion of tools, guidelines and training	Regional, national, local
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	Parties, relevant organizations, the research community	By SB54 (2021)	Submissions on: dimensions & examples of gender-differentiated impacts of climate change; role of women as agents of change; opportunities for women	International, regional, national

ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/ OUTPUTS	LANGUAGE
<b>Priority area A: Capacity-building, knowledge management, and communication</b>				
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	Secretariat	SB56 (2022)	Promotion of tools, guidelines and training	Regional, national, local
	Invite Parties, relevant organizations, the research community and the IPCC to participate in an event to present relevant information upon publication of the Sixth Assessment Report of the IPCC	By COP28 (2022)	SBI-SBSTA special event	International, regional, national

ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/ OUTPUTS	LANGUAGE
<b>Priority area A:</b> Capacity-building, knowledge management, and communication				
A.5 Promote the use of social media, web resources and innovative communication tools to effectively communicate to the public, in particular reaching out to women, on the implementation of the Lima work programme on gender and its gender action plan and on gender equality	<b>Leading:</b> Parties, relevant organizations, secretariat	Ongoing to COP30 (2024)	Effective communication through social media, web resources and innovative communication tools	International, regional, national
<b>Priority area B:</b> Gender balance, participation and women's leadership				
B.1 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	<b>Leading:</b> Parties, relevant organizations <b>Contributing:</b> secretariat	Ongoing to COP30 (2024)	Workshops, capacity-building initiatives, webinars	International, regional, national
B.2 Promote travel funds as a means of supporting the equal participation of women in all national delegations at UNFCCC sessions, as well as funds to support the participation of grass-roots local and indigenous peoples' communities from developing countries, the LDCs and SIDS, and encourage Parties and relevant organizations to share information on travel funding	<b>Leading:</b> Parties <b>Contributing:</b> Secretariat, relevant organizations	Ongoing to COP30 (2024)	Mobilization of travel funds to increase women's participation in the UNFCCC process	International, regional, national

ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/OUTPUTS	LANGUAGE
<b>Priority area B:</b> Gender balance, participation and women's leadership				
B.3 Invite the Local Communities and Indigenous Peoples Platform Facilitative Working Group to collaborate and co-host a dialogue to discuss advancing the leadership and highlighting the solutions of local communities and indigenous women and ways of enhancing their effective participation in climate policy and action, to the extent that it is consistent with the workplan of the Local Communities and Indigenous Peoples Platform Facilitative Working Group and within existing resources	<p><b>Invite to collaborate:</b> Invite to collaborate: Local Communities and Indigenous Peoples Platform Facilitative Working Group, secretariat</p> <p><b>Contributing:</b> Parties, relevant organizations Secretariat</p>	SB57 (2022)	Dialogue, dialogue report	International, regional
<b>Priority area C:</b> Coherence				
C.1 Ensure that members of constituted bodies are introduced to gender-related mandates and to the relevance of gender in the context of their work in a consistent and systematic manner	<p><b>Leading:</b> Secretariat</p> <p><b>Contributing:</b> Relevant organizations</p>	Ongoing to COP30 (2024)	All new members of constituted bodies are introduced to the importance of gender responsiveness	International

ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/ OUTPUTS	LANGUAGE
<b>Priority area C: Coherence</b>				
C.2 Facilitate the exchange of views and best practices of the Chairs of constituted bodies on how to strengthen the integration of the gender perspective into their work, taking into account the synthesis, into constituted body processes referred to in paragraph 15(b) of this decision	<p><b>Leading:</b> Chairs of constituted bodies</p> <p><b>Contributing:</b> Relevant organizations</p>	SB56 (2022)	Selection of topics for dialogue	International
	<p><b>Leading:</b> Secretariat</p> <p><b>Contributing:</b> Relevant organizations</p>	SB56 (2022)	Compilation of good practices for integrating gender into the work of the constituted bodies	International
	<p><b>Leading:</b> Chairs of constituted bodies</p> <p><b>Contributing:</b> Secretariat</p>	SB58 (2023)	Dialogue	International
	Secretariat	SB59 (2023)	Dialogue report	International

ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/ OUTPUTS	LANGUAGE
<b>Priority area C: Coherence</b>				
C.3 Strengthen coordination between the work on gender considerations of the subsidiary bodies under the Convention and the Paris Agreement and other relevant United Nations entities and processes, in particular the 2030 Agenda for Sustainable Development, as applicable	<p><b>Leading:</b> Secretariat</p> <p><b>Contributing:</b> Parties, constituted bodies, relevant organizations</p>	COP sessions from COP 26 (2020)	In-session dialogue on Gender Day focused on one thematic area relevant to the Convention and the Paris Agreement to promote coherence reflecting multidimensional factors	International
<b>Priority area D: Gender-responsive implementation and means of implementation</b>				
D.1 Share experience and support capacity-building on gender budgeting, including on the integration of gender-responsive budgeting into national budgets to advance gender-responsive climate policies, plans, strategies and action, as appropriate	Parties, secretariat, relevant organizations	31 July 2022	Submissions	International

ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/ OUTPUTS	LANGUAGE
<b>Priority area D:</b> Gender-responsive implementation and means of implementation				
D.1 Share experience and support capacity-building on gender budgeting, including on the integration of gender-responsive budgeting into national budgets to advance gender-responsive climate policies, plans, strategies and action, as appropriate	<p><b>Leading:</b> Relevant organizations</p> <p><b>Contributing:</b> Parties, national gender and climate change focal points, secretariat, relevant national finance and budgeting entities, any other relevant entity</p>	SB57 (2022)	Dialogue, dialogue report	International, regional
	<p><b>Leading:</b> Secretariat</p> <p><b>Contributing:</b> Relevant organizations</p>	COP28 (2022)	Gender Day theme	International

ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/OUTPUTS	LANGUAGE
<b>Priority area D: Gender-responsive implementation and means of implementation</b>				
D.2 Raise awareness of the financial and technical support available for promoting the strengthening of gender integration into climate policies, plans, strategies and action, as appropriate, including good practices to facilitate access to climate finance for grass-roots women's organizations and indigenous peoples and local communities	<p><b>Leading:</b> Secretariat, Parties</p> <p><b>Contributing:</b> Adaptation Fund, GEF, GCF, private sector, philanthropic financial institutions, other relevant organizations</p>	Ongoing to COP30 (2024)	Webinars, communication materials, in-session workshops	International, regional, national
D.3 Promote the deployment of gender-responsive technological solutions to address climate change, including strengthening, protecting and preserving local, indigenous and traditional knowledge and practices in different sectors and for improving climate resilience, and by fostering women's and girls' full participation and leadership in science, technology, research and development	<p><b>Leading:</b> Parties, relevant organizations, constituted bodies</p> <p><b>Contributing:</b> Secretariat</p>	Ongoing to COP30 (2024)	Workshops, capacity-building initiatives, webinars	International, regional, national



ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/OUTPUTS	LANGUAGE
<b>Priority area D:</b> Gender-responsive implementation and means of implementation				
D.4 Support the collection and consolidation of information and expertise on gender and climate change in sectors and thematic areas as well as identifying experts on gender and climate change, as needed, and enhance knowledge platforms on gender and climate change	<p><b>Leading:</b> Parties, relevant organizations</p> <p><b>Contributing:</b> Secretariat</p>	Ongoing to COP30 (2024)	Knowledge and expertise platforms on gender and climate change	International, regional, national
D.5 Engage women's groups 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	Parties, relevant organizations	Ongoing to COP30 (2024)	Engagement of women's groups and national women and gender institutions in developing and implementing climate policies, plans, strategies and action, as appropriate	National
	Parties, relevant organizations	Ongoing to COP30 (2024)	Peer-to-peer exchange on country experience and needs	Regional

ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/OUTPUTS	LANGUAGE
<b>Priority area D:</b> Gender-responsive implementation and means of implementation				
D.5 Engage women's groups 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	Parties, relevant organizations	Ongoing to COP30 (2024)	Open call for submissions	International, national
D.6 Exchange information on lessons learned among Parties that have integrated gender into national climate policies, plans, strategies and action, as appropriate (e.g. information on results, impacts and main challenges), and on the actions that Parties are taking to mainstream gender in any updates thereto, as appropriate	Parties, relevant organizations	31 March 2020	Submissions on lessons learned	International, national
<p><b>Leading:</b> Secretariat</p> <p><b>Contributing:</b> NGCCFFs, relevant organizations</p>				
	Secretariat	SB52 (2020)	In-session workshop on lessons learned and actions taken in any updates	International
	Secretariat	SB53 (2020)	Informal workshop report	International

ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/OUTPUTS	LANGUAGE
<b>Priority area D: Gender-responsive implementation and means of implementation</b>				
D.6 Exchange information on lessons learned among Parties that have integrated gender into national climate policies, plans, strategies and action, as appropriate (e.g. information on results, impacts and main challenges), and on the actions that Parties are taking to mainstream gender in any updates thereto, as appropriate	<b>Leading:</b> Relevant organizations <b>Contributing:</b> Secretariat, NGCCFPs	Ongoing to COP30 (2024)	Workshops, dialogues, training expert meetings	Regional, national
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	<b>Leading:</b> Relevant organizations, Parties	Ongoing to COP30 (2024)	Management and availability of sex-disaggregated data for gender analysis in national systems, as appropriate	National
<b>Priority area D: Monitoring and reporting</b>				
E.1 Strengthen the monitoring and reporting on women in leadership positions within the UNFCCC process in the context of the gender composition report referred to in paragraph 15 (b) of this decision and including through case studies	Secretariat	Ongoing to COP30 (2024)	Inclusion of additional information in gender composition report	International

ACTIVITIES	RESPONSIBILITIES	TIMELINE	DELIVERABLES/ OUTPUTS	LANGUAGE
<b>Priority area D: Monitoring and reporting</b>				
E.1 Strengthen the monitoring and reporting on women in leadership positions within the UNFCCC process in the context of the gender composition report referred to in paragraph 15(b) of this decision and including through case studies	Secretariat	COP28 (2022)  COP30 (2024)	Compilation and synthesis report	International

## ANNEX II: GLOSSARY OF TERMS

**Gender** refers to how societies and specific cultures assign roles and ascribe characteristics to men and women on the basis of their sex. It also refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context. In most societies, there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.

**Gender analysis** is a critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect women, men, girls and boys in certain situations or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other. Gender analysis may be conducted on the basis of qualitative information and methods and/or on the basis of quantitative information provided by gender statistics.

**Gender audits** are institutional gender analysis and assessment tools that help to scan the extent to which gender equality has been integrated into institutions, policies, or programmes. There are a wide variety of gender auditing tools that address different issues, including financial audits, general organisational assessments, and international policy analysis. The overarching aim of most auditing tools is to hold institutions and governments to account regarding gender integration.

**Gender balance** is commonly used in reference to human resources and the equal participation of women and men in all areas of work, projects or programmes. Women and men are expected to participate in proportion to their shares in the population. In many areas, however, women participate less than what would be expected according to the sex distribution in the population (under-representation of women) while men participate more than expected (over-representation of men).

**Gender blindness** is the failure to recognise that the roles and responsibilities of men/boys and women/girls are given to them in specific social, cultural, economic and political contexts and backgrounds. Projects, programmes, policies and attitudes which are gender blind do not take into account these different roles and diverse needs, maintain the status quo and will not help transform the unequal structure of gender relations. Gender budgeting focuses on the analysis of public expenditure and revenue from a gender perspective, identifying the implications for women compared to men. The ultimate goal is to reprioritise both expenditures and revenue raising methods in order to promote equality.

**Gender equality** refers to the goal when all human beings, men and women, are free to develop their personal abilities and make choices without the limitations set by stereotypes, rigid gender roles, discrimination and prejudices, when women and men fully enjoy their human rights. It means that the different behaviours, aspirations and needs of women and men are considered, valued and favoured equally. It does not mean that women and men have to become the same, but that their rights, responsibilities and opportunities will not depend on whether they are born male or female. It refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognising the diversity of different groups of women and men. Gender equality is not a women's issue but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.

**Gender equity** is the process of being fair to men and women, boys and girls. It refers to differential treatment that is fair and positively addresses a bias or disadvantage that is due to gender roles or norms or differences between the sexes. It is about the fair and just treatment of both sexes that takes into account the different needs of the men and women, cultural barriers and (past) discrimination of the specific group.

**Gender mainstreaming** is a globally accepted strategy for promoting gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities. Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.

**Gender parity** is a 50:50 ratio of males and females. Some countries have laws on gender parity in decision-making.

**Gender responsive** refers to policies and approaches that entail identifying needed interventions to address gender gaps in sector and government policies, plans and budgets; considering gender norms, roles and relations for women and men and how they affect access to and control over resources; and considering women's and men's specific needs, although these nuances are not always clear cut. Changes are planned or made that respond to the inequities in the lives of men or women within a given social setting and aim to remedy these inequities.

**Gender sensitive** refers to policies and approaches that take into account gender perspectives and assess gender impacts and incorporate them into strategies; policies and approaches consider gender norms, roles and relations but does not address inequality generated by unequal norms, roles or relations. While it indicates gender awareness, no remedial action is developed.

**Gender statistics** are defined as statistics that adequately reflect differences and inequalities in the situation of women and men in all areas of life. Gender statistics are defined by the sum of the following characteristics: (a) data are collected and presented disaggregated by sex as a primary and overall classification; (b) data reflect gender issues; (c) data are based on concepts and definitions that adequately reflect the diversity of women and men and capture all aspects of their lives; and (d) data collection methods take into account stereotypes and social and cultural factors that may induce gender biases.

**Sex-disaggregated statistics** are data collected and tabulated separately for women and for men. They allow for the measurement of differences between women and men in various social and economic dimensions and are one of the requirements for obtaining gender statistics. Gender statistics are more than data disaggregated by sex, however. Disaggregating data by sex does not guarantee, for example, that concepts, definitions and methods used in data production are conceived to reflect gender roles, relations and inequalities in society.

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