

WOMEN GENDER CONSTITUENCY

August 2016

Submitted by the Women's Environment and Development Organization (WEDO), Gender CC-Women for Climate Justice, Women in Europe for a Common Future (WECF), Centre for 21st Century Issues (C21st), Asia Pacific Forum on Women, Law and Development (APWLD), All India Women's Conference (AIWC) & the Asian-Pacific Resource & Research Centre for Women (ARROW) on behalf of the Women and Gender Constituency.

During SBI/SBSTA 44, the SBI agreed on conclusions, which expressed support to the continuation of the Lima Work Programme on Gender and requested the SBI 45 to prepare a draft decision for the consideration of COP 22. Parties and observers were invited to provide submissions by August 29 on the following:

- *Views on possible elements and guiding principles for continuing and enhancing the work programme, taking into account recommendations and insights resulting from activities already completed under the work programme*

Additionally, recalling decision 18/CP.20, paragraph 15, Parties and observer organizations are invited to provide information on progress made in meeting the goals of achieving gender balance and gender-responsive climate policy. This submission responds to both of these invitations for views.

Gender mainstreaming in Climate Policy: Background

In 2001, Parties to the UNFCCC agreed on the first text on gender equality and women's participation, adopting two decisions at the seventh Conference of Parties in Marrakech. Nine years later, in 2010, Parties sent a signal that gender equality and women's participation are necessary for effective action on all aspects of climate change, agreeing to several decisions mainstreaming gender aspects across finance, adaptation and capacity building. Since then, UNFCCC Parties, supported by civil society organizations and UN agencies, have included gender equality issues in adopted decisions on nearly every UNFCCC thematic area, including the 2012 Decision 23/CP.18 on gender balance and women's participation, most notably through the 2014 launch of the Lima Work Programme on Gender (LWPG)¹, and of course, in the Preamble to the Paris Agreement and in relation to adaptation and capacity building.

¹ UNFCCC. (2014). Draft decision-/CP.20. Lima work programme on gender: Advanced unedited version. Retrieved from https://unfccc.int/files/meetings/lima_dec_2014/decisions/application/pdf/auv_cop20_gender.pdf

Now, 15 years since gender equality was first recognized in the UNFCCC policy mandates, Parties have the opportunity to return to Marrakesh and put forward a new decision on gender and climate change, advancing the scope of the Lima Work Programme on Gender by launching a robust and comprehensive action plan for ensuring gender-responsive implementation of the Paris Agreement and all actions under the UNFCCC.

Current Progress and Challenges

While progress has certainly been achieved in gender mainstreaming across climate change responses, gaps and challenges tend to impede effective implementation. To date, climate action has clearly been inadequate and the impacts of the climate crisis are worsening. Women, particularly women from the most affected countries in the global South, continue to bear the brunt of its impacts. Despite having agreed to keep global temperature increases to 1.5C in Paris, there is little indication that this goal is achievable, given the ongoing lack of political will. There are external challenges, namely social, economic, political, legal and cultural barriers which discriminate against women and limit women's access to resources, opportunities and decision-making. These structural factors, embodied in gender discrimination and gendered power relations, mean that mitigation and adaptation policies and measures are unlikely to benefit women equally, and could indeed exacerbate existing inequality, unless the policies to address climate change are truly gender-responsive.

Within the UNFCCC, gender issues have progressively been mainstreamed across many decisions², yet the mandates often lack clear targets and means of implementation. There is also a lack of coherence across thematic issues. For example, not all financing mechanisms have advanced equally in implementing gender mandates. While the Global Environment Facility (GEF) had a gender mainstreaming policy since 2009 and has gained some experience in providing a roadmap for gender mainstreaming to assist partner agencies, the Adaptation Fund was a latecomer and only in March 2016 adopted a gender policy and action plan and upgraded its annexes to its operational policies and guidelines.³ Furthermore, under technology transfer and development, there is no set methodology for conducting Technology Needs Assessments (TNAs), and there is calls for addressing gender considerations in assessments are weak.

Additionally, while the decisions taken at COP7 in 2001 and COP18 in 2012 highlighted the critical need for enhancing the gender balance and effective participation of women on UNFCCC Boards, Bodies and national delegations, neither decision put in place 1) concrete targets for gender composition, or 2) means of implementation for activities to address these goals. The decisions did account for monitoring of progress, which allows for analysis of women's political participation. However, the latest report on gender composition⁴ from the UNFCCC Secretariat shows that there is still a major gap in women's participation, particularly on Boards and Bodies of the UNFCCC related to finance and technology.⁵

² Gender and the United Nations Framework on Climate Change: A Compilation of Decision Text

³ Adaptation Fund – Policies and Guidelines, accessed at <https://www.adaptation-fund.org/documents-publications/operational-policies-guidelines/>

⁴ <http://unfccc.int/resource/docs/2015/cop21/eng/06.pdf>

⁵ See also composition data reports from [WEDO](#) and [GenderCC](#).

There is also an imbalance in the way in which gender is mainstreamed across thematic areas. There is a strong understanding of the need for adaptation to be gender-sensitive and thus numerous mandates, but there are few mandates and less political will to support gender mainstreaming in relation to mitigation, finance and technology.

The Lima Work Programme, launched at COP20 with a set of activities to be completed over a 2-year period, aimed to address some of these gaps, and was successful in many areas. Some key areas for progress included:

- A senior focal point role on gender within the Secretariat and a formal monitoring of gender mainstreaming efforts as mandated across all UNFCCC decisions. This type of monitoring had typically been done by women's rights / gender advocates without a formal link to the process. In a similar vein, the LWPG resulted in the launch of a technical guidance paper on gender-mainstreaming drafted by the Secretariat as a tool for Parties⁶.
- Additionally, submissions from Parties/Observers and In-Session workshops have allowed for opportunities to enhance gender expertise and build knowledge, particularly with focus areas ranging from mitigation and adaptation to effective means of implementation. The most recent workshop held in May 2016 was notably an effective space for learning and engagement among Parties and civil society Observers, including grassroots women leaders, with an interactive methodology focused on recommendations for implementation / action at multiple levels.⁷
- Finally, the LWPG has opened up space for more enhanced collaboration among UN agencies in the implementation and monitoring of gender-responsive climate policy, as exemplified in an Expert Group Meeting (EGM)⁸ co-hosted by UN Women, UNFCCC and UN DESA, which included recommendations for bodies of the UNFCCC such as the GCF, GEF, CTCN, that have continued to collaborate and report on progress, including also the inputs and recommendations of members of the Women and Gender Constituency.

In addition to this, since 2013, the UNFCCC Secretariat has participated in the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women, monitored by UN Women, as an accountability framework for the United Nations system in mainstreaming gender equality in their work, including benchmarks relating to enhancing the gender expertise of staff of the UNFCCC secretariat.

However, a key weakness of the Lima Work Programme on Gender was the lack of adequate resources pegged to undertaking the activities outlined, resulting in much of the implementation occurring via the in-kind contributions of and collaboration with other UN agencies, interGovernmental organisations and civil society groups.

Beyond this, the Lima Work Programme failed to articulate work on gender-responsive climate policy in relation to broader international obligations on human rights and gender

⁶ <http://unfccc.int/resource/docs/2016/tp/02.pdf>

⁷ May 2016. Gender and Climate Change Workshop: Outputs
http://unfccc.int/gender_and_climate_change/items/9617.php

⁸ http://unfccc.int/files/gender_and_climate_change/application/pdf/egmreport.pdf

equality, such as “the International Covenant on Economic, Social and Cultural Rights (ICESCR)⁹ which calls for equal rights of men and women in the enjoyment of all human rights (Article 3), the International Covenant on Civil and Political Rights (ICCPR)¹⁰, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, and other instruments which further affirm that Parties and other relevant actors must prioritize gender equality in all their actions.”¹¹ This type of framing would ensure that work under the LWPG is not seen as an ‘add-on’ to climate action, but as an obligation for all policy development and implementation.

Finally, as with any work programme under the UNFCCC, as we work to develop next steps for future work, Parties and Observers should ensure that actions strengthen, compliment and not sideline enhanced integration of gender issues into the overall work of the UNFCCC and implementation of the Paris Agreement.

Next Steps in Enhancing Implementation

While the actions under the Lima Work Programme, and those in prior decisions on gender, have provided a platform for greater institutional coherence on gender-responsive climate policy within the UNFCCC, highlighted issues of gender balance, and opened up specific opportunities for knowledge exchange, significant challenges remain in continued monitoring and tracking of progress in these areas as well as translating this to implementation of climate policy at national and regional levels, and in the climate policy work of Boards and Bodies of the UNFCCC.

Recent analysis for example of Intended Nationally Determined Contributions by WEDO highlighted that: “In total, 63 of the 188 INDCs analysed include a reference to women or gender. Of these, several only mention gender in the context of the country’s broader sustainable development strategy and not specifically in relation to climate change policies (e.g. India). Furthermore, all 63 countries are non-Annex I countries. This is significant for a number of reasons. First, it highlights that gender is rarely perceived as a relevant consideration in the context of mitigation strategies (which are the overwhelming focus of Annex I countries). Second, given that the vast majority of commitments in INDCs from non-Annex I countries are conditional, it underlines the vulnerability of the existing commitments to women’s rights and gender equality in the context of national climate change policies.”

A new decision at COP22 in Marrakesh should therefore lay the foundation for continuing progress made under the Lima Work Programme on Gender in relation to institutional coherence, capacity building and knowledge exchange, incorporate specific actions to address a lack of progress on achieving gender balance on national delegations and boards/bodies, as well as generate concrete recommendations for enhancing implementation of gender-responsive climate policy.

⁹ <http://www.ohchr.org/Documents/ProfessionalInterest/cescr.pdf>

¹⁰ <http://www.ohchr.org/Documents/ProfessionalInterest/ccpr.pdf>

¹¹ Submission. Office of the High Commissioner on Human Rights.

Recommendation: Framing of a New Decision

In relation to how a new decision should be taken to enhance the current work programme, the WGC recommends that, as called for in the lead up to COP19 in Warsaw, the decision should call for and outline the development of a multi-year, comprehensive “Gender Action Plan”, similar to plans which exist under other Rio Conventions.

This Gender Action Plan (GAP) could be developed via a set of workshops and/or stand-alone expert meetings in 2017, and proposed for approval at COP23. The comprehensive plan, similar to the workplan of the Executive Committee for the Warsaw International Mechanism¹², could include a series of actions areas, from activities to enhance and build capacity of Secretariat staff to understand the links between gender and climate change, recommendations to specific Boards and Bodies of the UNFCCC, to actions that enhance the quality and availability of scientific research and sex, and gender disaggregated data and analysis at global, national as well as at regional level.

Under the GAP, each activity could include an indicative timeline, expected results and define who is responsible for implementation. Review of progress under the GAP could take place at each subsequent COPs, with a timeframe for a broad overview, or to include additional action areas in 2019 or 2020.

Recommendation: Guiding Principles

In addition to calling for a comprehensive plan, the decision at COP22 should identify a set of guiding principles to frame the Gender Action Plan, such as:

- Achieve institutional coherence on gender-mainstreaming efforts across all Boards and Bodies of the UNFCCC/ issue areas and with other UN entities;
- Ensure dedicated resources for the effective implementation of actions and activities outlined under the Gender Action Plan;
- Enhance the goal of gender balance, and women’s full and equal participation in climate change policy-making as cross-cutting to all actions;
- Ensure that women’s rights advocates and gender experts from civil society and among the Women and Gender Constituency to the UNFCCC can fully engage in all UNFCCC decision-making processes, and in particular in the development and implementation of actions under the GAP;
- Recognise the local and traditional knowledge of grassroots women’s groups and indigenous women, and ensure their effective participation in enhancing gender-responsive climate change policy as well as implementation, ensuring Free Prior Informed Consent (FPIC);
- Recognise the multiple international instruments which lay out the framework for ensuring gender equality is central to climate change policy implementation;
- Recognise gender as a lens for framing, developing and monitoring human-rights centred implementation of climate change policies in both developed and developing countries;

¹² http://unfccc.int/adaptation/workstreams/loss_and_damage/items/8805.php

- Promote gender equality and respect for human rights as objectives of all climate actions, including in mitigation, adaptation, loss and damage, financing, technology, capacity-building and transparency;
- Enhance the quality and availability of quantitative and qualitative sex-, and gender-disaggregated data and analysis, while realising that the multiple benefits of applying a gender lens to climate change actions might defy traditional quantification efforts, for example those accounting for GHG emissions.

Recommendation: Possible Action Areas & Elements

Action area 1: Knowledge and Capacity Building

- Technical support and capacity building on gender-responsive climate change policy included in upcoming regional and national meetings around the planning and implementation of Intended Nationally Determined Contributions (INDCs) and national communications, and ensuring the full and effective participation of women in these processes; including **Gender-Responsive Budgeting** and **monitoring the impact and utilisation** of funds allocated to gender-responsive climate change actions;
- Training for all Parties on gender-responsive national communications, working with existing methodologies such as UNDP's 'Gender Responsive National Communications Toolkit';
- Ensure space and financial support for participation of gender experts in the organisation of upcoming Technical Expert Meetings (TEMs);
- Training for all Parties on gender-responsive technology development and transfer as well as development of guidelines.

Action area 2: Monitoring and Tracking Coherence

- Ensure that States' international obligations regarding women's human rights are respected in all climate policies, including the Beijing Platform for Action, in particular Strategic Area K "Women and the Environment". In this regard, track States' progress and enact recommendations for the implementation of the 3 Strategic Objectives that must include climate-related issues, namely (1) involving women actively in environmental decision-making at all levels, (2) integrating gender concerns and perspectives in policies and programmes for sustainable development and (3) strengthening or establishing mechanisms at the national, regional, and international levels to assess the impact of development and environmental policies on women.
- Targeted In-session workshops, specific to reviewing implementation of mandates under UNFCCC boards, mechanisms, operating entities and bodies and producing a set of outcomes, which may cover the following in consecutive years (i.e. Institutional review of financial mechanism, in particular the GEF, GCF and global climate finance landscape; national communications; preparation and implementation of INDCs, technology development and needs assessment; National Adaptation Plans and capacity building; the Technical examination process and Global Stocktake);
- Request the Secretariat, when organising workshops, preparing technical/guidance papers etc., in any area under the Convention/KP/PA, to consider, incorporate, and highlight linkages between gender and climate change, and other areas under the Convention/KP/PA, including by utilising the Secretariat's technical paper on gender under the Lima Work Programme;

- Develop mechanisms for reporting and regular analysis of gender dimensions of Parties' INDCs, starting with information provided in the global stocktake.
- Develop gender safeguards including ex ante human rights, environmental, economic and gender impact assessments must be compulsory for all climate / sustainable development projects.

Action area 3: Data, Research and Tools

- Recommendation to IPCC to strengthen inclusion of gender and climate change experts into the panel and to improve its consideration of studies and data sets on the gender dimension of climate change;
- Developing analysis, studies, toolkits and reports for tracking progress on implementing gender-responsive climate policies;
- Conduct gender impact assessments of new provisions and mechanisms developed under the UNFCCC;
- Recognising the importance of including women-led, community-led participatory action research in enhancing the data and analysis on gender-responsive climate change policy and provide a space for this information to be brought into the process via an in-session workshop on tools and data.

Action area 4: Gender Balance

- Training and technical capacity building for female delegates, particularly from Least Developed Countries (LDCs), Small Island Developing States (SIDS) and African States on negotiation skills;
- Targeted resources to support the participation of women on national delegations from developing countries;
- Targets for gender balance on Boards and Bodies of the UNFCCC;
- Timeline to assess progress of women's participation in national delegations.

Action area 5: Means of Implementation

- Guidance to the GEF/GCF to specifically address and highlight gender-responsive policy and project/programme implementation in their annual reporting to the COP and work with recipient countries in readiness and technical support to increase national climate and gender capacity;
- Work together with climate funds and other funding agencies to allow and support small, local women's movements and projects to access funds.

Action area 6: Stakeholder Engagement

- Continue to track and follow-up the recommendations made by the 2015 Expert Group Meeting, encouraging collaboration among UN entities and the Boards and Bodies of the UNFCCC including the GEF, GCF and CTCN;
- The GAP should be developed and implemented in strong collaboration with the Women and Gender Constituency and other civil stakeholder constituencies as well as international organisations and UN bodies.