

# WOMEN & GENDER CONSTITUENCY

## Gender and climate change

### Submission on the progress of implementation of the activities contained in the gender action plan

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**Title:** Information on the progress of implementation of the activities contained in the gender action plan, areas for improvement and further work to be undertaken, including, as appropriate, information on the multidimensional impacts of the coronavirus disease 2019 pandemic on progress, and consideration of other diverse challenges that may impact future implementation of the gender action plan at all levels

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# I. Introduction

The Women and Gender Constituency (WGC) appreciates that the enhanced Lima Work Programme on Gender (LWPG) and Gender Action Plan (GAP), adopted in December 2019, is more expansive than the original GAP in its scope. Not only did the new GAP move from a two-year timeline to a five-year timeline (now extended due to the pandemic) and include more activities, the enhanced GAP activities have greater breadth and depth. The activities are oriented toward the need for continual processes such as capacity-building compared to single-instance activities (e.g., hosting a dialogue or workshop), yet the greater level of specificity on who should be leading the activities and when they should be completed serves to promote their implementation. The LWPG scope has also expanded, from originally focusing on gender-balance and training women negotiators, to recognizing the role of women in all climate processes at all levels. The decision text also looks to the institutional support necessary for the implementation of the enhanced LWPG and GAP, including but not limited to maintaining the position of senior gender focal point invited with the first LWPG. The enhanced LWPG and GAP represent a progression from their first iterations toward a more comprehensive, systematic approach to gender and climate change, though the activities did not achieve the level of ambition desired, full funding is not guaranteed, and there are no indicators of progress outside of the completion of certain deliverables.

This submission aims to provide details on the progress of implementation of the GAP activities, areas for improvement, and further work to be undertaken, including, as appropriate, information on the multidimensional impacts of the coronavirus disease on-going since 2019 and lessons learnt regarding impacts of crises on gender equality. Reporting and evaluating progress on these activities is necessarily limited as many actions that contribute to these activities may be undertaken by actors at multiple levels, and tracking and compiling this information is a difficult task. WGC members have contributed their knowledge and insights of activities, with an eye toward recognizing where information is limited, actions may contribute to multiple activities, and where the progress and aim of an activity could be achieved with more robust measures.

That the GAP is being implemented is not in doubt—all those assigned responsibilities, including Parties, the Secretariat, and relevant organizations, have done work in the past few years that can be aligned with the GAP. How well the GAP is being implemented relative to its potential for catalyzing and guiding gender-responsive climate action that is both robust with respect to thematic area and widespread with respect to its geographical distribution is the pressing question. The WGC recognizes the value of this submission process in contributing to the UNFCCC's understanding of the GAP implementation, alongside some other efforts to capture data (the Gender Team's [form](#), sharing and reporting within fora such as webinars, etc.), while realizing the inadequacy of these unfunded efforts to truly map the extent of GAP implementation. Nor is it imperative that every activity with national and regional implementation have its full scope of activity mapped in order to recognize opportunities for more robust implementation and future directions for the LWPG and GAP processes. We call on everyone reviewing the progress captured in these submissions to ensure the opportunity for improvement is not lost amidst celebrating the breadth of activities by various actors.

## II. Reflections on the progress of implementation of the activities contained within the gender action plan

*The following contains reflections on select GAP activities.*

### **Priority Area A: Capacity-building, knowledge management and communication**

The work in this priority area is critical, as well as one in which the WGC plays a key role in its technical capacity in demonstrating gender-climate interlinkages and promoting norms of feminist and civil society engagement in policy formulation.

- *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*

The WGC notes various efforts undertaken on this capacity-building, recognizing the challenges of mapping work taking part in individual countries or across Parties. In terms of broad, cross-party efforts, a few merit mention. As part of its approach, UNDP's [Climate Promise](#) work strove to better integrate national gender machineries within the Nationally Determined Contributions (NDCs) process, and overall analyses of the new and updated NDCs show greater attention to gender in general, in comparison to the many gaps witnessed with the first round of NDCs. Opportunities for capacity-building to ensure greater gender integration across Parties as well as more robust integration in NDCs remain, though, with the "[Sexual and Reproductive Health and Rights in National Climate Policy](#)" noting only six of the 50 reviewed NDCs contained references to SRHR. Various monitoring initiatives, led by youth in [Care About Climate](#) to [IUCN](#) to WEDO's [Gender Climate Tracker](#) to [CARE](#) (using GCT methodology), though, also note the strengths and weaknesses of gender within individual NDCs, which should be used to model and target future capacity-building. In the National Adaptation Plan (NAP) arena, the guidance provided by the [NAP Global Network](#) through its written resources and in-country support program is a key example of strong capacity-building. From [reflecting on lessons learned](#) to providing a [comprehensive framework](#) for gender integration to ensuring accessibility by working in multiple languages, this approach demonstrates the thoughtful iteration, attention to detail, and collaborative orientation that should be a hallmark of capacity-building on gender in these national processes.

The potential of feminist, women's rights organizations and gender-related groups as partners in designing and delivering capacity-building must be realized, though. Strengthened capacity-building can mean that local, national, and regional knowledge is explicitly valued and shared, including indigenous and traditional knowledge, through mechanisms and platforms that are not one-time events. We must support models for

bringing in grassroots and civil society organizations to contribute as leaders and collaborators in strengthening government capacity, as well as participating alongside other stakeholders in opportunities such as workshops and facilitated processes.

- *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;*

The WGC appreciates the capacity building efforts for NGCCFP in two series of webinars and workshops since 2020. We see the role and work of NGCCFPs as an ongoing task that needs to be adjusted to new developments, emerging priorities and needs, recognizing the ways in which Parties can operationalize the role differently, as highlighted in [WEDO's work with four Parties](#). The continuation of exchange between NGCCFPs, the Secretariat, WGC and other stakeholders is therefore important. In addition, we suggest building on the results of the initial capacity-building to expand partnerships including civil society and other stakeholders and organizing another (virtual) workshop focusing on good-practices, exchanging on needs and improving relationships with international and national partners.

- *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*

The WGC greatly appreciates the collection of web resources via the UNFCCC Secretariat's Gender Team, including their highlighting of UNFCCC events and other relevant events and publications via their newsletter, and welcomes their work to strengthen networking in virtual platforms. Data on the reach and engagement with this newsletter would be instructive to monitor. In order to achieve broader mainstreaming of gender across all topics of the UNFCCC, we would recommend more collaboration with constituted bodies (see also Priority Area C), other stakeholders and the Women and Gender Constituency so that gender interlinkages with specific themes can be more clearly articulated and accessed across the web and social media. We recognize civil society-created tools such as [EmpoderaClima's database](#) and [WEDO's Gender Climate Tracker](#) that track and organize resources related to gender and climate (including, in the case of the GCT, UNFCCC texts and submissions) as contributing not only to the fulfillment of this activity but also to the identification of key gaps and opportunities for this work. In particular, the WGC recognizes that communicating about gender, climate change, and the UNFCCC's work at this intersection is difficult when the majority of resources are in English, and urge continued attention to language accessibility, as well as other aspects of accessibility to ensure messages are broadly disseminated.

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

While some progress, or lack thereof, in this priority area can be monitored through quantitative measures, we urge that qualitative measures, as well as more specific quantitative data, be used to ensure that progress on these activities is not viewed in ways that are reductive and/or overstate the amount of change. The WGC particularly appreciates the new reporting in the gender-composition report on speaking time (particularly relevant to

GAP Activity E.1), which shows the importance of distinguishing between representation and participation.

- *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*

We recognize that the pandemic resulted in the pivoting and/or development of training programs in a virtual environment, including by the Women Delegates Fund, Women and Gender Constituency, and Canada. We think this experience is progress as it can ultimately enhance the reach of these initiatives where in-session training may be more limited—the Women Delegates Fund online version of their in-session training (known as “Night School”), for instance, reached more delegates than is possible in a single session with the constraints of space of trainers/facilitators. Financial savings from travel were also able to be put toward translation and interpretation for accessibility to potential negotiators and observers who learn best in languages other than English. While recognizing the opportunities for interaction and learning that cannot be simulated within a virtual space and thus the importance of maintaining in-session trainings, continued progress on this activity would be to expand the offering of capacity-building initiatives to include virtual programming alongside in-session training and continue prioritizing language accessibility.

- *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 least developed countries and small island developing States, and encourage Parties and relevant organizations to share information on travel funding*

Given the drop in women's participation at COP26 compared to previous COPs and even the virtual SBs in the same year (see WEDO's Gender Climate Tracker app), it is evident that travel funds have limitations in supporting the equal participation of women. Their most important contribution to supporting equal participation is not the support of individuals, as the Women Delegates Fund, for example, can only support 1-2% of women Party delegates to any intersessional or COP and therefore make less than a percentage point of difference in overall women's Party participation. Instead, it's highlighting to those Parties the value that women bring to their delegations as they look toward the future, as well as making that point to other Parties. One appropriate measure of progress on this activity is not the expansion of travel funds but finding a way to capture how showcasing women's participation leads Parties to allocate as well as seek travel funding for more balanced delegations. And while the WGC has secured some funding to support a cohort of some civil society advocates to attend intersessionals and COP, the overall funds to support grassroots, local, and indigenous people's communities participation remain wholly inadequate.

### **Priority Area C: coherence**

- *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*

The Women and Gender Constituency sees various benefits in further improving coherence. Unfortunately, the gender and climate decision of COP26 has not provided guidance to initiate synergies between this year's Committee on the Status of Women (CSW66), that had the priority theme "achieving gender equality and the empowerment of all women and girls in the context of climate change, environmental and disaster risk reduction policies and programmes", and the UNFCCC or LWPG/GAP. The WGC recommends to better incorporate, emphasize and use upcoming synergies in the future beyond "noting the engagement of Parties, the secretariat and other relevant stakeholders in activities and events under the United Nations system related to gender equality and climate change and in line with the gender action plan priority areas". In addition, the 2030 Agenda, the Sendai Framework, the other Rio Conventions and other environmental, human rights and gender equality processes have already addressed gender responsive actions that can be used as best practice and supporting tools in particular when focusing on the increase of effectiveness occurring from coherent gender-responsive integration. The WGC therefore suggests to host a joint event prior to or during COP27 to acknowledge and share outcomes of the sixty-sixth session of the Commission on the Status of Women.

### **Priority area D: gender-responsive implementation and means of implementation**

- *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*

The Women and Gender Constituency welcomes some advances in raising awareness of the financial and technical support available for strengthening gender integration into climate policies, plans, strategies and actions made in particular by the operating entities of the financial mechanisms of the UNFCCC and the Paris Agreement, the Global Environment Facility (GEF), the Green Climate Fund (GCF) and the Adaptation Fund (AF), such as through the readiness finance and project preparation support provided by the AF<sup>1</sup> and the GCF<sup>2</sup>, and including the planning support for national adaptation plans (NAPs) that the GCF provides. However, a lot remains to be done to move from some basic awareness raising (gender sensitivity as a first step) to ensure integration of gender equality consideration and concerns in climate-related planning and actions (gender-responsiveness) with an aim to ultimately implement these in a gender transformative way that not only addresses concrete climate change challenges but also the underlying systemic, cultural and power structures and barriers that curtail the voice and agency of women and marginalized gender groups in providing climate solutions.

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<sup>1</sup> <https://www.adaptation-fund.org/readiness/>

<sup>2</sup> <https://www.greenclimate.fund/readiness>

- *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*

(See also A.1)

The organization of five virtual regional workshops in 2020 by the UNFCCC Gender Team to elaborate case studies, examples and lessons learned on the results, impacts and main challenges that Parties face in the integration of gender into national climate policies, plans, strategies and action and to provide the opportunity of interaction between Parties with knowledge gaps and challenges, and those Parties and entities that have overcome those challenges have been an excellent alternative to in-person workshops during SB sessions and COPs. On one hand, this series provided the opportunity to start the implementation of activities during a global pandemic on the one hand. On the other hand, stakeholders, in particular feminist groups from the regions that do not have the possibility to attend in-person meetings or do not follow the UNFCCC negotiations on a regular basis, were able to participate in the regional workshops. It has also brought together a variety of actors and countries and helped to increase knowledge about the GAP. The efforts for interpretation into regional languages were also well received. Improvements regarding timely communication and advertising should be implemented for similar activities in the future as well as reaching out to stakeholders working on different climate change topics who have less capacities and knowledge regarding gender transformative actions and human rights approaches.

The organization of virtual Gender Marketplaces is welcomed for networking purposes and exchange of experiences on gender responsive climate action. Such a marketplace, however, is not an easy substitute for an in-person marketplace at a UNFCCC session, given the distraction from in-person events, so perhaps the timeline should not be in parallel to in-person UNFCCC meetings. Organizing virtual market places prior to meetings could inform Parties and stakeholders in advance and inform networking exchanges in person.

### III. Information on the multidimensional impacts of the coronavirus disease 2019

The COVID-19 pandemic has laid bare the structural inequalities and injustices that are deeply embedded in our social, economic and political systems, built from the exploitation of the world's poor and marginalized, especially women, girls and LGBTQIA+ peoples.

Nothing in recent decades has shown the extent to which care systems are underfunded and undervalued quite like the coronavirus pandemic. In the midst of a public health crisis when the life-saving and sustaining work of health care, elder care and child care is most needed, it is out of reach for many. In many ways, the pandemic has been very different from previous crises. It has destroyed entire economies, changing and disrupting social and mobility patterns and networks, breaking the dichotomy of formal and informal labor and redefining the concept of care work, essential work and who performs it. It has affected access to education on a global scale like never before. By the end of March 2020, [UNESCO estimated](#) that over 89 per cent of the world's student population were out of school or university because of COVID-19 school closures. In many instances, the patriarchal and gendered norms at home, at work and in public spaces have been reinforced, evidenced by everything from the surge of domestic violence to the loss of income and livelihood for women who are often hired in contractual and short-term employment and the increase in women's burden of unpaid care work.

We see today that the economic, social, health and environmental impacts of this crisis will be felt for years to come, especially looking at the huge divide in accessing vaccines globally. On the one hand, this health crisis has illustrated how gender inequalities are increased in many aspects in times of crises and on the other hand the Pandemic is already adding to the burdens already caused by the climate crises. Governments and multilateral institutions' responses have varied. While some have reacted swiftly to strengthen social protection measures and call upon solidarity and cooperation between states, others have failed in delivering their state obligations while resorting to protectionist and austerity programs.

Many governments have even failed in meeting peoples' basic needs like access to water and food, healthcare services or ensuring transparent information. But almost all governments have increased surveillance, curfews and lockdowns, strongly limiting personal freedom, and in many instances accompanied by disproportionate, rights-violating measures by the police or military forces.

Examples and case studies can be found on the website <https://www.feministcovidresponse.com/> created by a broad feminist collective during the pandemic.

**Here are some concrete examples of the multidimensional impacts of the COVID-19 crisis:**



**UGANDA:** In May 2020, ARUWE, a Ugandan NGO acting to empower rural women for a sustainable future, conducted a research in Nebbi District (NW Uganda) to assess the impact of Covid-19 on the communities, particularly the girls and women. The research indicated that across all groups interviewed, incidences of sexual and gender-based violence (SGBV) have increased by 20% to 80%, with a strong increase in severity. Most of these remain unreported for personal, cultural & economic reasons - more than 90% of the target group live below the poverty line; the enforced closure of enterprises forced people to seek alternative means of income with 2% engaging in sexual activities for money. 60% consumed all personal and household savings for food and essentials, while 30% used all of their business capital and liquidated productive, and other household assets. Food insecurity and hunger devastated the population with households reducing intake to either 1 meal p/day or every 2 days. In addition to restrictions in attending agricultural fields, this was due to a lack of income and to disrupted local and national supply chains. Village Health Teams and staff at Nebbi Hospital reported a 50% reduction in girls & young women accessing sexual and reproductive health (SRH) services due to lockdown of public transport. Further, because of failing supply, most medical centres were unable to provide SRH medical interventions. These factors significantly impacted already extremely vulnerable groups within the communities.

**MOROCCO:** In Morocco, women represent 58% of medical personnel and 67% of paramedical personnel (nurses, technicians). Therefore, they are more highly exposed to the risks of contamination by COVID-19. 30% of women eligible for prenatal and postnatal care have had to renounce these services during the sanitary lockdown. Among households concerned with reproductive health, 34% of them have not been able to access health services during that same period.<sup>3</sup> Since the start of the lockdown, women have spent 6 times more time as men on housework, which has affected their professional occupation. In addition, the pandemic has particularly affected women's employment, with more temporary shutdowns in sectors with high levels of female staff, like hotels and restaurants.

To deal with the crisis, Moroccan authorities paid compensation to workers registered at the National Social Security Fund (*Caisse Nationale de Sécurité Sociale*, CNSS) at the start of the lockdown. However, the rate of women in vulnerable employment (informal or unpaid) is 64,6%, against 47,3% for men, therefore they are less likely to be registered at the CNSS. COVID-19 compensation was also granted to people who were not registered at CNSS, if they were issued a card (called "*Ramed*") to benefit from the medical assistance scheme for economically disadvantaged people (*régime d'assistance médicale aux personnes économiquement défavorisées*). However, these cards are assigned per household and usually carry the name of the husband.

The lockdown period also led to an upsurge of various forms of violence against women and girls. Reacting to the strong increase of violence reported on social media, the national authorities set up an electronic complaint & notification system.

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<sup>3</sup> HCP, 'Communiqué de presse du Haut-Commissariat au Plan à l'occasion de la journée mondiale de la population.' (2020).

Available at :

[https://www.hcp.ma/Communique-de-presse-du-Haut-commissariat-au-Plan-a-l-occasion-de-la-Journee-Mondiale-de-la-Population\\_a2567.html](https://www.hcp.ma/Communique-de-presse-du-Haut-commissariat-au-Plan-a-l-occasion-de-la-Journee-Mondiale-de-la-Population_a2567.html). Accessed 22/09/20.

## IV. Reflections on areas for improvement

The Women and Gender Constituency feels that while some important measures have contributed towards some further advancements under this GAP activity, a lot remains to be done to move from some basic awareness raising (gender sensitivity as a first step) to ensure integration of gender equality consideration and concerns in climate-related planning and actions (gender-responsiveness) towards gender-transformative outcomes.

### Activity-Specific Reflections

The following comments speak to some specific GAP activities.

- *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*

The operating entities of the financial mechanisms of the UNFCCC and the Paris Agreement, the Global Environment Facility (GEF), the Green Climate Fund (GCF) and the Adaptation Fund (AF), which are at the forefront of some of the observed advances, are also the actors that have the power and capacity to rapidly scale up and further improve on some initial measures to ensure integration of gender equality consideration and concerns in climate-related planning and actions (gender-responsiveness) towards gender-transformative outcomes.

While for example existing readiness finance support programs set up by the AF<sup>4</sup> and the GCF<sup>5</sup> are welcome and include the option to provide targeted finance support to strengthen the gender capacity and gender expertise of climate finance implementing entities (including direct access national and regional accredited entities from developing countries), these support grants are not sufficient, treated mostly as a separate and unconnected activities and often not targeted towards or connected with dedicated support for comprehensive gender integration in the development of climate strategies and plans. As an example, while the GCF supports the development of national adaptation plans (NAPs) through its readiness finance support (with up to US\$ 3 million per country), it does not sufficiently guide countries receiving this support toward making the comprehensive integration of gender considerations a core result of the NAP development process and outcome.

Similarly, while both the AF and the GCF offer some project preparation funding (including in the GCF with significant project/program preparation grants of up to US\$ 1.5 million), both funds could do better in ensuring that as part of such financially supported project design and development gender integration – through accompanying gender analysis or preparatory field studies – is put at the core of project genesis. Instead, gender considerations of many project proposals is often treated as an ‘add-on’ in fulfilling some formal gender requirements (such as a mandated project gender analysis as part of project documentation submitted for funding approval under the gender policies of the GCF or the

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<sup>4</sup> <https://www.adaptation-fund.org/readiness/>

<sup>5</sup> <https://www.greenclimate.fund/readiness>

AF) but without meaningful integration into the project implementation itself. Underscoring this point, a recent study of the gender integration efforts of 30 funded GCF projects and programs showcases that the findings of many good gender assessments (often undertaken separately by specialized gender consultants that are external to project development teams and not included in project management units) do not filter back into targeted actions and commitments for project implementation.<sup>6</sup> This holds also true with respect to project budgets, which lack a true gender budgeting (instead often only budgeting minimal separate amounts for gender-specific activities under a separate project-specific gender action plan as required under the updated GCF gender policy).

With respect to facilitating access to climate finance for grass-roots women's organizations and indigenous peoples and local communities, most climate finance providers, including the multilateral climate funds under financial mechanisms of the UNFCCC and the Paris Agreement, fall woefully short.<sup>7</sup> Access to climate finance, including through multilateral climate funds, focuses primarily on country-level access, not community level or local government level access. Multilateral climate funds remain largely inaccessible for women's organizations and gender groups, indigenous peoples and local communities, as opportunities to directly access climate funds largely do not exist, with few notable exceptions (such as the Small Grants Programme under the GEF<sup>8</sup>, or the Dedicated Grant Mechanism for local communities and Indigenous People under the Forest Investment Program of the MDB-administered Climate Investment Funds<sup>9</sup>). Access is generally conditioned on accreditation of implementing agencies to a fund. Most accreditation requirements are geared toward financial institutions and impossible to fulfill for most civil society and community groups (with the exception of some large international NGOs). Unfortunately, the "trickle down" approach of channeling climate financing through much larger accredited actors that then should consider and allow financial access to feminist groups and women's organizations is not working. By some accounts less than 10 percent of dedicated climate finance reaches the local level, although adequate accounting is difficult, as local finance provision is not routinely tracked and audited.<sup>10</sup> The share of climate finance provided for women and feminist groups is even more miniscule. An OECD study found that of the climate-related development assistance that also addressed gender equality in 2018-19, only US\$ 43 million, and thus only around 0.3 percent, went to "feminist, women-led and women's rights organisations and movements and institutions".<sup>11</sup>

The Women and Gender Constituency feels that much more can be done. Several solutions are technically feasible, have been proven to be workable and effective, and could be easily replicated on a grand scale, but remain politically difficult, not the least owing to the self-interest of the established players in the system (including the MDBs and UN agencies profiting from the current multilateral climate finance system as implementers of choice). Attention has to be placed on increasing the accessibility of climate finance by prominently anchoring the principle of subsidiarity – the provision of climate finance at the most local

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<sup>6</sup> <https://us.boell.org/en/2021/10/26/more-add-evaluating-integration-gender-green-climate-fund-projects-and-programs>

<sup>7</sup> This sections draws heavily on the following analysis:

[https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/CSW/66/EGM/Expert%20Papers/Liane%20SC%20HALATEK\\_CSW66%20Expert%20Paper.pdf](https://www.unwomen.org/sites/default/files/Headquarters/Attachments/Sections/CSW/66/EGM/Expert%20Papers/Liane%20SC%20HALATEK_CSW66%20Expert%20Paper.pdf)

<sup>8</sup> <https://sgp.undp.org/>

<sup>9</sup> <https://www.dgmglobal.org/>

<sup>10</sup> See for example research by IIED, available at: <https://www.iied.org/climate-finance-not-reaching-local-level>, including <https://pubs.iied.org/10178iied>.

<sup>11</sup> <https://www.oecd.org/dac/financing-sustainable-development/financing-for-the-gef-action-coalitions-web-june.pdf>.

level possible – in climate finance allocation and decision-making. Devolving financial decision-making on climate actions to the local level could for example be accomplished by expanding Enhanced Direct Access (EDA) modalities, such as already applied under the Adaptation Fund and currently implemented as a pilot program under the GCF<sup>12</sup>. EDA allows implementation arrangements focused on setting up national or sub-national small-grants facilities with provision of small grants at sub-national and local levels with conditions and reporting requirements cognizant of the realities and capacity constrained of women's groups. There is also no reason why international implementing agencies (including MDBS and UN agencies), with their often multi-component larger projects, could not routinely include such facilities as one project component in their proposals submitted for support to multilateral climate funds; this could for example be a mandatory component of every adaptation project that claims to support local adaptation efforts.

In addition, the funds could establish such financing schemes also at the fund level (meaning under the control of the fund secretariats and not dependent on country endorsement) to allow local groups and women organizational facilitated access irrespective of national government support and approval.

- *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*

Ambitious climate action does not only refer to emission reduction targets but also to ensuring that through those targets the transformation of economies and societies is achieved in a feminist way, leaving no one behind. The accelerating timeline of worsening climate impacts on lives, livelihoods, biodiversity, and ecosystem functioning marks this as the last chance for countries to make their ambition reflective of the promises to aim towards keeping warming under 1.5 degrees while respecting human rights.

Gender issues were not adequately reflected in the first round of NDCs.<sup>13</sup> When WEDO [analyzed](#) the 18 first new and updated NDCs in December 2020, the prevalence of references to gender and/or women suggested improvement over the first INDCs/NDCs submitted and analyzed in 2016. Norway was the first Annex I country which included a reference to women or gender and several Parties who did not reference women or gender in 2016 did so with these NDCs, some in ways that were quite substantive. The analysis was continued next in April 2021, which also supported that continued trend: the majority of the 40+ new and updated NDCs referenced women and/or gender. This continued to hold true as more new and updated NDCs were analyzed later in the year, as reflected in WEDO's Gender Climate Tracker, the [CARE reporting](#) using the GCT methodology, [IUCN's review](#) of gender in NDCs, and the [NDC synthesis report](#). In addition, information on the participatory processes for informing the development of NDCs is often provided in more detail in the new and updated NDCs than the first round. A majority of those first new/updated NDCs mention some process for input from stakeholders such as youth, Indigenous People, and civil society, a trend that continued throughout the year as new/updated NDCs were submitted.

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<sup>12</sup> <https://www.greencclimate.fund/eda>

<sup>13</sup> WEDO 2016: In total 64 of 190 NDCs included a reference to women or gender. All 64 countries that included agender reference were non-Annex I(developing) countries and women or gender were most commonly mentioned in relation to adaptation (27 countries), followed by mitigation (12 countries). 22 countries referred to women or gender as a cross-cutting issue mainstreamed across several sectors.

This comparative progress, though, and greater likelihood of a gender reference, however, and some key examples of robust integration, should not obscure that the majority of NDCs continue to inadequately address and integrate gender.

Gender-justice can only be achieved if there are opportunities for meaningful participation for women and girls in their full diversity, and if the NDC can be shaped to serve communities' needs. Though whether the processes outlined by the NDCs were adequate is something for in-country advocates to comment on (and published analyses can be submitted through the GCT Resource Form), the aspiration and intent to demonstrate inclusivity and input is a positive trend. A full analysis of all NDCs, additional commitments made during COP26 and other climate action policies, though, does not necessarily put more light on the status of gender responsive climate action as implementation is now key to address the climate crises. The monitoring and analysis of implemented climate action by feminist organizations is needed to shed more light on the quality of plans regarding their human rights commitments. This requires adequate funding of women, gender and feminist organizations and the implementation of gender responsive climate action in all sectors. Any further delay of transforming into low-emission societies will risk gender equality and human rights overall. Therefore, the Global Stocktake must be used not only as a tool to increase emission reduction targets but to evaluate to which extent gender responsive climate action has been actually implemented, moving us all into the needed low-carbon transformation.

- *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*

Although, being one of the earliest addressed issues relating to gender equality, gender balance in the UNFCCC process is far from being achieved. The percentage of women members in various boards and bodies of the UNFCCC is in average clearly below 50% with the exception of the Adaptation Committee (AC) and the Paris Committee on Capacity-Building (PCCB) reaching for at least three years in a row 50% or more women members of the body or board. The same is true for data on women's participation on their national Party delegations at UNFCCC meetings. The percentage is usually lower during COPs compared to intersessional meetings indicating a lack of women's leadership positions not only among negotiators but also ministers, state secretaries and similar positions. Nevertheless, research shows that gender imbalances differ across countries and regions. Women's participation in Eastern and Western Europe, for example, is above 45% on an annual basis, while it hovers in the low 30's in Africa and the Asia-Pacific region. These differences can also be seen when looking at participation by UNFCCC negotiating blocks, with countries from the African Group, Least Developed Countries (LDCs), and OPEC having less representation of women on national delegations.<sup>14</sup>

In addition, experiences show that COP18's Decision 23/CP.18, on promoting gender balance and improving the participation of women in UNFCCC negotiations are not well known among negotiators throughout different negotiation streams. Gender equality and human rights advocates need to emphasize each session and when new bodies are established the demand of ensuring gender balance. Therefore, as WGC we suggest the following improvements:

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<sup>14</sup> All data cited were collected and published on WEDO's Gender Climate Tracker ([www.genderclimatetracker.org](http://www.genderclimatetracker.org))

- Monitoring and reporting on gender compositions within the UNFCCC process should be improved by reporting data not only by a certain cut-off date but by reporting numbers across a time span of three to five years. While positive examples should be emphasized and be provided as good practice to other bodies, the lack of gender balance should be taken up in meetings of respective bodies not showing clear improvements throughout the years.
- While improvements of challenging gender-binaries have been undertaken by side events' statistics and for nominations for SB sessions and COP, delegations and bodies remain in gender binaries which should be challenged by offering options going beyond gender binaries.

### **Targets, Indicators & Coherent Agenda**

Although all highlighted milestones achieved in this enhanced work programme and action plan, there are still significant weaknesses and gaps in the GAP. Indeed, a high share of activities do not go beyond capacity building and information sharing. After five years since the first adoption of a Lima work programme on gender, activities should have gone beyond that. Throughout the decision, gender is often used as a synonym for women. This is an anachronistic and inconsiderate approach of the many gender-non-conforming people who are increasingly demanding representation and visibility in the UNFCCC process and at the grassroots level. The gender action plan still lacks quantifiable indicators and targets for measuring its progress. Without clarity on clear indicators, what needs to be achieved within 5 years, there is a high risk that too little will be achieved too late. The following recommendations can still be implemented or should be considered in the future:

- The timeline provided in the GAP has focused on the first years of implementation. Due to the Pandemic, some of these activities are delayed. However, monitoring of the GAP is challenging due the high number of activities, their broad scope and missing targets. The GAP implementation could be catalyzed and progress could be better measured for example by defining focus areas and next steps to implement the GAP each year.
- Above all, it is urgent that the financial commitments called upon in the Lima work programme are rapidly translated into concrete means to implement the GAP, otherwise it will be completely jeopardized.
- As a main recommendation for any next phase for work on gender, and also considered an 'area for improvement' the WGC finds that actions require clear targets and indicators to be able to evaluate progress, and suggests an annual progress indicator report by the Secretariat that reviews actions and initiatives to advance all gender mandates under the Convention, and provides an analysis of any gaps.
- For example: There should be qualitative and quantitative indicators added to the action plan to help Parties establish benchmarks for progress, particularly when it comes to implementation and access to finance, and to be able to facilitate support where gaps persist. Capacity building for a range of stakeholders on methods for gender analysis, as well as guidance to financial mechanisms on methods for advancing gender-responsive finance were two of the most discussed issues in workshops and dialogues on the gender action plan. Certainly, next phase activities should address this but indicators should be established to measure the success of these initiatives, such as, the # of countries implementing and reporting on gender

related climate activities; the amount of allocated resources at national level targeting gender-related programming; the # of country planning documents with gender considerations, etc. This will also help to inform the starting Global Stocktaking.

- Furthermore, the WGC views that support for implementation of gender work would be further buoyed by the creation of a formal community of practice / community of experts linked to the UNFCCC to support the knowledge sharing, communications, and capacity building activities under the action plan.

## V. Reflections on further work to be undertaken

### **Just Transition**

The Enhanced LWPG frames the LWPG and GAP as “Taking into account the imperative of a just transition of the workforce when implementing the gender action plan”. In addition, research by the ILO indicates that unless action is taken to overcome gender disparities in the industrial sector in the transition to a low-carbon economy consistent with the objectives of the Paris Agreement, by 2030, the share of women in employment will be 0.03 per cent lower globally than in a business-as-usual scenario as male-dominated industries gain prominence (e.g. renewable energy, manufacturing, construction). The WGC feels that more action under the gender action plan should focus on building capacity initiatives and learning opportunities to discuss the integration of gender into long term strategies towards low carbon economies. In this regard we would recommend a specific dialogue under the SBI focused on “gender considerations in the context of just transition and decent work, and economic diversification.”

### **Loss and Damage**

The implementation of the LWPG and GAP should better reflect the following: 1) Ways to ensure that any activity to address loss and damage must have an explicit gender lens to ensure they do not exacerbate existing inequalities, but instead reduce them; 2) Any attempt to account and understand the extent of loss and damage should include non-economic loss and damage and ensure that women’s voices are heard in discussions around loss and damage finance. 3) Women’s knowledge and experience should be included in all stages – from planning and implementation, through to monitoring and evaluation of activities relating to loss and damage activities. 4) Women’s community-based and collectively held knowledge is vital in responding to it and gender-justice should be central in any actions to address loss and damage. 5) The imperative of a loss & damage mechanism as a part of the just transition fund to compensate for past projects that have generated negative effects.

The gendered experience of climate change manifests in food insecurity, impacts to both physical and mental health and in some cases, gender-based violence. Droughts and floods damage harvests which means households have to find other ways to bring in income and buy the food their families need. This increased workload leaves women with very little time for other income generating activities or taking part in community life, a problem further compounded by social expectations of women’s role in society. As associated losses and damages mount, communities in climate vulnerable developing countries will need assistance across the entire spectrum of loss damage; to avert, minimise and address it.

Women experience unequal access to resources and decision-making processes, with limited mobility in rural areas. Migration, a common mechanism to address loss and damage, is often only an option for men who move to find economic opportunities and women and girls are left behind to face worsening climate impacts<sup>15</sup>. Women representatives

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<sup>15</sup> <https://www.nature.com/articles/s41599-020-0443-2>



from disaster-affected communities need to be meaningfully consulted and included in plans to address loss and damage. Not least because disaster relief can increase gendered dimensions of violence and social injustice, such as camps for displaced person exposing women to security and safety risks<sup>16</sup>.

In tandem with Oxfam's advocacy efforts around gaining finance to address loss and damage, we are also pushing for support to address non-economic loss and damage – something that is likely to particularly impact women. The scale of non-economic loss and damage is even more difficult to account for than economic loss and damage, and as it is often women who are in unpaid work (for example, care work), their roles are even less likely to be picked up in loss and damage assessments<sup>17</sup>. Where there is no quantifiable element to the women's contribution to a household, as is often the case in low- and middle-income countries, it can result in women being prone to being marginalised in loss and damage finance discussions.

Many loss and damage related initiatives are often gender discriminatory, such that schemes may exclude women or increase household inequalities. For example, insurance schemes (which are often touted as a solution to address loss and damage) can increase inequalities – as without substantial and well-targeted subsidies, women are more likely to be excluded from micro-insurance schemes (where the individual is the policyholder) due to affordability, political, social or economic marginalization or other reasons.

### **Extractives, bioenergy and feminist natural resource governance**

Whereas the GAP does aim at integrating gender and women's participation in "policies, plans, strategies and action, as appropriate, at all levels" in practice this is mostly done on adaptation policies. The most recent UNFCCC secretariat analysis shows that 0% of the updated NDCs mention gender with regards to mitigation<sup>18</sup>. To better integrate gender into mitigation policies the GAP should pay more attention to: 1) helping out countries phasing-out mitigation responses with great risks of violating women's rights, such as land-based biofuels; 2) Include gender-responsive extended and binding social and environmental sustainability criteria in HRDD and Renewable Energy policies, respect of FPIC and full respect of all human rights through the whole value chain, including women's rights and indigenous people's rights; 3) Guarantee women's political participation in natural resource governance, including in decision making over the use of revenues from extractive industries; 4) Mandate independent, intersectional gender impact assessments of extractive industry projects, involving broad public participation and the public disclosure of information. Improve and enforce the monitoring mechanism by including more frequent independent audits and extending the analysis of impacts in the Renewable Energy Reports of Member states to include the producing and intermediary countries. 5) Ensure that women and communities impacted by extractive industries have access to effective, safe, and accountable grievance mechanisms and judicial remedies; 6) Promote transparency and accountability in natural resource governance, ensuring that routinely collected extractive

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<sup>16</sup> <https://unu.edu/publications/articles/protecting-female-refugees-against-sexual-and-gender-based-violence-in-camps.html>

<sup>17</sup> <https://www.gendercc.net/genderunfccc/topics/loss-and-damage.html>

<sup>18</sup> [https://unfccc.int/sites/default/files/resource/cma2021\\_08r01\\_E.pdf](https://unfccc.int/sites/default/files/resource/cma2021_08r01_E.pdf)

industry data is disaggregated by gender and other social identifiers (race, Indigenous status, among others).

As the world grapples with meeting the 1.5°C target, never before has the accountable, rights-based governance of extractive industries been more paramount. To avoid catastrophic climate change, more than 90 percent of known fossil fuel reserves need to stay in the ground<sup>19</sup>. Countries bearing the greatest responsibility for historic greenhouse emissions, and with greatest capacity to absorb revenue declines, must phase out fossil fuel extraction first and fastest, consistent with the principle of common but differentiated responsibilities. The International Environmental Agency (IEA) foresees an increase in the use of biofuels as an alternative to fossil fuels. Currently, 93% of liquid biofuels for transport are produced from conventional crops such as sugarcane, corn and soybeans. Such crops directly compete with arable land that can be used for food production, which limits the scope for expanding output<sup>20</sup>. Furthermore, most biofuels perform far worse in terms of GHG reductions than fossil fuels<sup>21</sup>, and biofuel production is responsible for deforestation and land dispossession.

Additionally, as we seek to transition to renewable energy, it is almost certain that extractive industries such as mining will increase as global demand for minerals intensifies<sup>22</sup>. The World Bank estimates that over 3 billion tons of minerals and metals will be needed to deploy clean energy and storage to achieve a below 2°C future<sup>23</sup>. Many of these metals used for rechargeable batteries, solar plants and windfarms are in remote locations on lands of farmers, ethnic minorities, and marginalized peoples. Evidence shows both biofuel production and mining have gender-specific negative effects on women<sup>24</sup>. Strikingly absent from climate action narratives and policy agendas, including feminist agendas, is a recognition of this imminent increase in the demand for minerals and biofuels and the implications of this increase on the rights of women and communities adjacent to extractive industry projects.

From gender-based violence to environmental degradation and risks to land and livelihoods, the oil, gas, mining and biofuels sectors have been major perpetrators of women's rights violations. Women, and particularly Indigenous women, are largely excluded from natural resource governance decision-making and policy formulation. A just transition to renewable energy requires an intersectional and transformative feminist natural resource governance agenda that centers the leadership and lived realities of women and frontline communities, and guarantees their land and territory rights. Such an agenda is based on principles of equity and respect for human rights and recognizes that women, Indigenous women, and communities may oppose resource extraction as we transition to a low-carbon economy.

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<sup>19</sup> Currently 83% of global primary energy is supplied through the burning of fossil fuels. See: BP Statistical Review of World Energy 2021 (<https://www.bp.com/en/global/corporate/energy-economics/statistical-review-of-world-energy.html> )

<sup>20</sup> <https://www.iea.org/reports/net-zero-by-2050>

<sup>21</sup> <https://www.transportenvironment.org/discover/globiom-basis-biofuel-policy-post-2020/>

<sup>22</sup> <https://www.iea.org/reports/the-role-of-critical-minerals-in-clean-energy-transitions/executive-summary>

<sup>23</sup> World Bank, 2017. The Growing Role of Minerals and Metals for a Low Carbon Future," <https://www.worldbank.org/en/topic/extractiveindustries/brief/climate-smart-mining-minerals-for-climate-action>

<sup>24</sup> [https://www.argo-cogd.be/sites/default/files/analyse\\_de\\_lintegration\\_du\\_genre\\_dans\\_le\\_pnec.pdf](https://www.argo-cogd.be/sites/default/files/analyse_de_lintegration_du_genre_dans_le_pnec.pdf)

Oxfam is promoting the [Feminist Natural Resource Governance agenda \(Fr, Sp\)](#), a broadly-endorsed statement with 18-policy recommendations that was spearheaded by Oxfam and partners.

### **Sexual and Reproductive Health and Rights (SRHR)**

Whereas the GAP recognises the differentiated impacts of climate change on women and men, the four parameters of justice, which are equity, access, participation, rights are deeply skewed against women and girls during climate change as climate change is not a gender-neutral phenomenon. Women and girls in all their diversities such as indigenous women, women and girls with disabilities, those with limited financial means, poor education, limited access to technology and other resources, and residing in hazard-prone areas are disproportionately susceptible to adverse impacts of climate change. These disproportionate impacts are a manifestation of gender inequality, which get accentuated by a poor gender lens to climate solutions<sup>25</sup>. Across the world, the full rights of women and girls have not been granted, with institutions, systems and structures of society still underpinned by patriarchal norms and women's participation in decision making is not fully realized. Equity to claim resources is hampered. Access to education and health services and other social services are compromised.

According to the IPCC 2022 report the vulnerability is higher in locations with poverty, governance challenges and limited access to basic services and resources, violent conflict and high levels of climate-sensitive livelihoods<sup>26</sup>. These are reflected in women and girls' access to sexual and reproductive health and rights (SRHR) in the context of climate change and this challenge is systemic and structural, which means that women, girls and non-binary people, in all their intersecting diversities, are at a higher risk of experiencing the harmful effects of the climate crisis. People who experience multiple and intersecting forms of discrimination, such as on account of their ethnicity, caste, race, disability or migrant status, see their vulnerability heightened even more.

Climate change and SRHR are inextricably linked. Universal access to SRHR services, despite the need, are largely missing in climate related discourses, programmes and implementations at all levels. Universal access to SRHR becomes even more challenging in this context as SRHR is already least prioritized in many countries and contexts before the onset of disaster<sup>27</sup>. Bodily autonomy and access to sexual and reproductive health services is integral to gender equality and building climate-resilient societies. Women experience the triple burden of work in their reproductive, productive and community work-related roles<sup>28</sup>, preventing them from playing their role as agents of change to address climate change<sup>29</sup>.

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<sup>25</sup> Naswa, Prakriti. 2020. "Interlinkages between Gender and Climate Justice: Challenges and Ways Forward." Forum Asia Working Paper Series 8: Climate Justice – Navigating the Discourse 12-27. Retrieved from <https://www.forum-asia.org/?p=33019>

<sup>26</sup> Intergovernmental Panel on Climate Change (IPCC) Sixth Assessment Report [https://www.ipcc.ch/report/ar6/wg2/downloads/report/IPCC\\_AR6\\_WGII\\_FinalDraft\\_FullReport.pdf](https://www.ipcc.ch/report/ar6/wg2/downloads/report/IPCC_AR6_WGII_FinalDraft_FullReport.pdf)

<sup>27</sup> Mian, Lim Hwei. 2017. Women's Health and Climate Change. Kuala Lumpur: The Asian-Pacific Resource and Research Centre for Women (ARROW) . [https://arrow.org.my/wp-content/uploads/2017/08/1RB-WHCC\\_Corrected\\_2019-1.pdf](https://arrow.org.my/wp-content/uploads/2017/08/1RB-WHCC_Corrected_2019-1.pdf)

<sup>28</sup> Naswa, Prakriti. 2020. "Interlinkages between Gender and Climate Justice: Challenges and Ways Forward." Forum Asia Working Paper Series 8: Climate Justice – Navigating the Discourse 12-27. Retrieved from <https://www.forum-asia.org/?p=33019>

<sup>29</sup> Mian, Lim Hwei. 2017. Women's Health and Climate Change. Kuala Lumpur: The Asian-Pacific Resource and Research Centre for Women (ARROW) . [https://arrow.org.my/wp-content/uploads/2017/08/1RB-WHCC\\_Corrected\\_2019-1.pdf](https://arrow.org.my/wp-content/uploads/2017/08/1RB-WHCC_Corrected_2019-1.pdf)

ARROW's studies have found that when vital infrastructure, such as clinics and highways, are disintegrated by extreme weather events, especially with floods and landslides, the access to sexual and reproductive health (SRH) services is obstructed, leading to negative SRH outcomes. Limited or unavailable services in areas affected by climate-related disasters, meaning access to services like contraception, safe abortion care, and STI testing and treatment is blocked. These services are not prioritized in the emergency responses. For girls and women who are displaced and living in humanitarian settings, lack of access to SRH services is the leading cause of death. Women in the Sindh province in Pakistan had more difficulty in seeking sexual and reproductive health services compared to men during displacement due to the unavailability of women doctors in the camps or shelters and due to the cultural practice of women not being allowed to leave the temporary shelter on their own to access health services. These are attributed to the cultural practice and strict male dominance in the province<sup>30</sup>. Low utilisation of reproductive health service in Laos is further exacerbated during climatic disasters, especially in rural areas contributing to higher maternal and neonatal and infant mortality rates. Meanwhile, the fisher communities in the Philippines, among the marginalized populations are more vulnerable to SRHR violation due to lack of services especially contraceptive services, while in Maldives, health care services are not available in all islands. For women living in the outlying islands where SRH services are not available, they have to travel to another island that offers these services and has gynecologists<sup>31</sup>. However, during harsh weather conditions, sea travel is unsafe and sometimes impossible. This often results in pregnant women, with either pregnancy or delivery complications, being unable to access timely health services<sup>32</sup>. Pregnancy presents a biological vulnerability to climate change impacts. Poor maternal and neonatal health are increasingly associated with extreme heat, smoke inhalation as a result of wildfires and air pollution. Saline contamination of drinking water as a result of saltwater intrusion from rising sea levels can also have a negative impact on maternal health resulting in premature deliveries and possibly maternal death<sup>33</sup>.

During climate crisis, we also see an increase early, child and forced marriages, sexual and gender-based violence, as well as in care burden at the household level. When extreme weather events destroy livelihoods, the financial distress of local communities and families can lead them to consider marrying girl children as a coping strategy. We have observed this even in countries where child marriage is banned. Child marriage increases the risk of early pregnancy which makes the girls more susceptible to placental tears, obstruction at the time of delivery, leading to maternal mortality<sup>34</sup>. ARROW's partners in Bangladesh found in their studies that families are practising child marriage among their young daughters as means to escape poverty brought about by climate crises<sup>35</sup>. Evidences have shown that, the climate

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<sup>30</sup> Climate Justice in Planet A, ARROW for Change 2022, The Asian-Pacific Resource and Research Centre for Women (ARROW): [https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27\\_1\\_2021\\_Updated-10-March-2022.pdf](https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27_1_2021_Updated-10-March-2022.pdf)

<sup>31</sup> ibid

<sup>32</sup> ibid

<sup>33</sup> Climate Justice and Sexual and Reproductive Health and Rights Issue Brief, Women and Gender Constituency and the SRHR & Climate Justice Coalition, 2021:

[https://womensgenderclimate.org/wp-content/uploads/2022/01/WGC\\_IssueBrief\\_SRHR\\_EN\\_corrected.pdf](https://womensgenderclimate.org/wp-content/uploads/2022/01/WGC_IssueBrief_SRHR_EN_corrected.pdf)

<sup>34</sup> Climate Justice in Planet A, ARROW for Change 2022, The Asian-Pacific Resource and Research Centre for Women (ARROW): [https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27\\_1\\_2021\\_Updated-10-March-2022.pdf](https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27_1_2021_Updated-10-March-2022.pdf)

<sup>35</sup> Khan, Nausheen. 2015. A Scoping Study (Bangladesh) - Women's Sexual & Reproductive Health and Rights (SRHR) and Climate Change: What is the Connection. Dhaka and Kuala Lumpur: Abdul Momen Khan Memorial Foundation (Khan

crisis increases the incidence of sexual and gender-based violence with access to no or insufficient redress. A study on sexual and gender-based violence during disaster situations in Indonesia, Lao PDR and the Philippines, revealed that child marriage and domestic violence occur more frequently in the immediate aftermath of the disasters<sup>36</sup>.

Migration due to extreme climate disasters can also result in women and girls in all their diversities being abused and exploited as restrictive policies in destination countries could stem illegal or underground migration. As in Indonesia, the economic productivity of the farming sector and other sectors that depend on natural resources and abundant water has been altered by climate change. As such women are migrating more to the urban areas to work as maids or migrant workers abroad<sup>37</sup>. The climate crisis increases the incidence of sexual and gender-based violence including sexual violence, transactional sex, and sex trafficking.

Similarly, the increasing workload in the household and economic hardship experienced by the family would cause parents to withdraw their daughters from schools so that they could either help out at home or find a job to supplement the household's income. This in turn limits their access to information including comprehensive sexuality education (CSE) hindering their empowerment. The access to comprehensive sexuality education becomes non-existent in the context of climate crises with the rise in girls dropping out of school and any other information education platform<sup>38</sup>. In Nepal when climate extreme events happen oftentimes young girls are among the first to be affected to the extent that they are forced to drop out of school. Parents withdraw their daughters from schools so that they could either help out at home or on the farm, or to find a job to supplement the household's income due to the increasing workload in the household and economic hardship experienced by the family<sup>39</sup>.

Due to their frequent marginalization, sexual and gender minorities are often more severely affected by disasters and extreme weather events that result in humanitarian situations. Neglecting their needs in disaster risk reduction policies and practices can further compound their vulnerability. The continued criminalization of same-sex sexual activity in various jurisdictions presents a major barrier to the needs of sexual and gender minorities being acknowledged and addressed<sup>40</sup>.

Reducing population growth reduces greenhouse emission is a false narrative that has been used to justify population control and advocate for restrictions on women's and girls' fertility

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Foundation) and Asian-Pacific Resource and Research Centre for Women (ARROW) .

[https://arrow.org.my/wp-content/uploads/2016/05/Climate-Change-and-SRHR-Scoping-Study\\_Bangladesh.pdf](https://arrow.org.my/wp-content/uploads/2016/05/Climate-Change-and-SRHR-Scoping-Study_Bangladesh.pdf).

<sup>36</sup> Climate Justice in Planet A, ARROW for Change 2022, The Asian-Pacific Resource and Research Centre for Women (ARROW): [https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27\\_1\\_2021\\_Updated-10-March-2022.pdf](https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27_1_2021_Updated-10-March-2022.pdf)

<sup>37</sup> Mian, Lim Hwei, and Mangala Namasivayam. 2017. Sex, Rights, Gender in the Age of Climate Change. Kuala Lumpur: Asian-Pacific Resource & Research Centre for Women. <https://arrow.org.my/wp-content/uploads/2017/10/2RB-WHCC.pdf>

<sup>38</sup> Climate Justice in Planet A, ARROW for Change 2022, The Asian-Pacific Resource and Research Centre for Women (ARROW): [https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27\\_1\\_2021\\_Updated-10-March-2022.pdf](https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27_1_2021_Updated-10-March-2022.pdf)

<sup>39</sup> Singh, Sujata. 2015. A Scoping Study (Nepal): A research report on climate change, agriculture, food security and sexual and reproductive health in Nepal. Lalitpur and Kuala Lumpur: Women's Rehabilitation Centre and The Asian-Pacific Resource and Research Centre for Women. [https://arrow.org.my/wp-content/uploads/2016/05/Climate-Change-and-SRHR-Scoping-Study\\_Nepal.pdf](https://arrow.org.my/wp-content/uploads/2016/05/Climate-Change-and-SRHR-Scoping-Study_Nepal.pdf)

<sup>40</sup> Climate Justice in Planet A, ARROW for Change 2022, The Asian-Pacific Resource and Research Centre for Women (ARROW): [https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27\\_1\\_2021\\_Updated-10-March-2022.pdf](https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27_1_2021_Updated-10-March-2022.pdf)

as a means to solve social and environmental problems which have a long, racist and violent history. This has led to countless human rights violations as the focus on contraception based on population control narrative has been damaging. Studies have shown that it is human consumption, fundamentally controlled and driven by the world's elites, not the reproductive behaviour of poor populations, that is putting the survival of our ecosystems and humanity at greatest peril. Although less-developed nations have higher population growth rates, their citizens contribute the least to global carbon emissions on a per capita basis, while they bear a disproportionate burden of the impact of climate change on the health of the planet<sup>41</sup>.

In the GAP, what needs to be addressed are the following recommendations:

1. To advance SRHR, gender equality interventions must address the structural barriers embedded in norms, laws, and policies that contribute to inequality and injustice<sup>42</sup>. This is in addition to addressing the structural and systemic factors including repealing and abolishing discriminatory practices and policies, that exacerbate gender inequality<sup>43</sup>.
2. The priority should be on climate resilient health systems that are more likely to support and ensure SRH services in times of crisis or disaster<sup>44</sup>. We therefore need strong, accessible, and resilient health systems that serve the specific SRH needs of all women and girls and gender diverse people, whether for contraception, antenatal care, safe abortion that are required to fulfil the right to health and to build adaptive capacity and strengthen resilience to direct and indirect climate impacts.
3. Climate change, environmental and disaster risk reduction policies and programs must be developed and implemented with an intersectional, equitable lens, and a human right- based approach<sup>45</sup>. This also means applying human rights, gender and a social-justice based approach to climate action that includes the full range of SRHR and to commit robust and feminist financing for the climate and SRHR intersection.
4. Our governments should fulfill their commitments<sup>46</sup>. This includes upholding human rights including sexual and reproductive health and rights of all people. and acknowledge its co-benefits in contributing to climate adaptation, mitigation and resilience.
5. Ensure that national policies, programming and budget related to climate change and disaster risk reduction incorporate gender mainstreaming and SRHR and include gender-differentiated impact analysis of climate change disasters and gender equality. SRHR must be incorporated as a key component of environmental, climate change, and disaster risk reduction policies and programs, to ensure their success

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<sup>41</sup> Climate Justice in Planet A, ARROW for Change 2022, The Asian-Pacific Resource and Research Centre for Women (ARROW): [https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27\\_1\\_2021\\_Updated-10-March-2022.pdf](https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27_1_2021_Updated-10-March-2022.pdf)

<sup>42</sup> Climate Change, Gender Equality and Sexual and Reproductive Health and Rights Factsheet, Women and Gender Constituency and the SRHR & Climate Justice Coalition, 2022  
[https://womengenderclimate.org/wp-content/uploads/2022/03/CJ\\_factsheet.png](https://womengenderclimate.org/wp-content/uploads/2022/03/CJ_factsheet.png)

<sup>43</sup> Climate Justice in Planet A, ARROW for Change 2022, The Asian-Pacific Resource and Research Centre for Women (ARROW): [https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27\\_1\\_2021\\_Updated-10-March-2022.pdf](https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27_1_2021_Updated-10-March-2022.pdf)

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<sup>46</sup> Climate Justice in Planet A, ARROW for Change 2022, The Asian-Pacific Resource and Research Centre for Women (ARROW): [https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27\\_1\\_2021\\_Updated-10-March-2022.pdf](https://arrow.org.my/wp-content/uploads/2022/03/ARROW-AFC-27_1_2021_Updated-10-March-2022.pdf)

and support the achievement of gender equality and the fulfillment of the right to health<sup>47</sup>.

See also: [this analysis](#) from the Danish Family Planning Association on specific GAP activities and their opportunities for integrating SRHR.

### **Women Environmental Human Rights Defenders**

Environmental human rights defenders are mainly women. Implementation of the GAP could include a specific protection programme for women environmental human rights defenders and promote travel funds (B.2) as a means of supporting this program as well as funds to support the protection of grass-roots local and indigenous peoples' communities from global south countries, the least developed countries and small island developing States and encourage Parties and relevant organizations to share information on travel funding for environmental human right defenders. We understand that to go away from their native communities for a while is an extreme solution, but we ask all parties to prepare funding mechanisms for that and support current HRCC civil society organizations in these activities. However, before the adoption for the extreme solution of leaving for living, there are a gradient of previous steps to enhance that are related with local capacity-building and privileges sharing technique when all members of the local community converts themselves in guarantee for the women environmental defenders: peaceful stand-up will achieve a certain degree of protection. The implementation of the GAP can be endowed with specific funding mechanisms for this work.

### **Systemic and individual ecological/ecotoxic masculinities**

Whereas the Enhanced Gender Action Plan does refer to differences between men and women, most of the priority areas and activities concentrate on the analysis and solutions for the barriers that women face. There is an enormous lack in the role that men, the culture of toxic masculinity, and patriarchy as a whole, play in the climate crisis, and in the solutions provided to solve it. The GAP could benefit enormously from a new section solely focusing on the analysis of masculinities, including activities to: 1) Make gender disaggregated reporting mandatory in Global Stocktake Cycles, in Nationally Determined Contributions, including an intersectional analysis of roles, benefits, jobs, and positions of men in polluting and green industries. 2) ensure that negotiating spaces are not dominated by men neither by traditionally patriarchal forms of negotiation; 3) Balance the presence of the petrochemical industry in negotiations; 4) Increase diversity in enterprises; 5) Increase the transparency of emissions produced by war and military operations, and reduce the budget expenditure on those; 6) Promote a cultural shift towards care;

The causes of climate change are not gender neutral, they are associated with a colonialist, racist, militarist patriarchal model of society that shapes our economy and the gender identities embedded in it. Our current economic model is based on perennial growth and over exploitation of the other, centered around the idea of a homo economicus. Yet it has proven inefficient<sup>48</sup>, and is at the basis of the climate crisis.

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<sup>47</sup> Climate Change, Gender Equality and Sexual and Reproductive Health and Rights Factsheet, Women and Gender Constituency and the SRHR & Climate Justice Coalition, 2022

[https://womensgenderclimate.org/wp-content/uploads/2022/03/CJ\\_factsheet.png](https://womensgenderclimate.org/wp-content/uploads/2022/03/CJ_factsheet.png)

<sup>48</sup> [https://www.researchgate.net/publication/330609157\\_A\\_Critical\\_Review\\_of\\_Homo\\_Economicus\\_from\\_Five\\_Approaches](https://www.researchgate.net/publication/330609157_A_Critical_Review_of_Homo_Economicus_from_Five_Approaches)

The figure of the dominant bread-winner affects the way carbon emissions are generated. Data show that the 10 most polluting enterprises are managed by men<sup>49</sup>. The 10 richest people on the planet are all male<sup>50</sup>. The 22 richest men in the world have more wealth than all the women in Africa<sup>51</sup>. The richest 10% of the world's population (c.630 million people) were responsible for 52% of the cumulative carbon emissions –depleting the global carbon budget by nearly a third (31%) in those 25 years alone<sup>52</sup>. Studies have found that men in Sweden accounted for 75% of all driving in person-kilometers and that women in Canada account for only 31% of carbon emissions from light vehicles. Men also recycle less because recycling is unconsciously perceived as an act of care and femininity<sup>53</sup>. Meanwhile, women and girls put in 12.5 billion hours of unpaid care work each and every day—a contribution to the global economy of at least \$10.8 trillion a year, more than three times the size of the global tech industry<sup>54</sup>. Care work is often less carbon intensive.

Violence is a common factor of patriarchal societies, where militarization is normalized and often used to solve conflicts. Violence at a macro scale is also a strong contributor to the climate crisis. A big proportion of the cumulated greenhouse emissions were generated between World Wars. In 2019, a report released by Durham and Lancaster University found the US military to be “one of the largest climate polluters in history, consuming more liquid fuels and emitting more CO<sub>2</sub>e (carbon-dioxide equivalent) than most countries”. It established that if the US military were a nation state, it would be the 47th largest emitter of greenhouse gasses (GHG) in the world<sup>55</sup>. For the same year, the carbon footprint of the EU military was estimated to be around 24.8 million tCO<sub>2</sub>e (tons of carbon dioxide equivalent)<sup>56</sup>. Wars also boost emissions directly and indirectly<sup>57</sup>. Countries such as Costa Rica, which abolished their army in the 1940s are performing much better in emissions reductions and climate adaptation<sup>58</sup>. This is possible not only because of the reduction in emissions from the army, but also for the reallocation of budget towards social programs<sup>59</sup>.

Last but not least, climate negotiations are also strongly patriarchal. UNFCCC reports indicated that men are still overrepresented in negotiations, and the colonize the speaking space<sup>60</sup>. Mechanisms around cooperation are often left behind, while privileging power battles and market approaches.

Rethinking the climate crisis involves rethinking the way we construct masculinities, and the way we build economic models around them<sup>61</sup>.

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