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Implementation of gender-responsive climate action in the context of sustainable development

Report of the Expert Group Meeting

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Co-organized by:

United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women)
United Nations Department of Economic and Social Affairs (UN DESA)
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*The views expressed in this document are those of the experts and do not necessarily represent the views of the United Nations.

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Background to the Expert Group Meeting

2015 is a pivotal year for gender equality and the empowerment of women and girls. In March, Member States reviewed the status of implementation of the Beijing Declaration and Platform for Action, 20 years after its adoption at the Fourth World Conference on Women; the Addis Ababa Action Agenda of the Third International Conference on Financing for Development, held in July, included a number of gender equality commitments; and the 2030 Agenda for Sustainable Development, adopted in September, contains Sustainable Development Goal 5, to achieve gender equality and empower all women and girls, as well as gender-specific targets in a number of other goals. The year will culminate with the twenty-first Conference of the Parties to the United Nations Framework Convention on Climate Change (UNFCCC), COP 21, when Parties to the Convention are expected to adopt a new universal and legally binding climate agreement in Paris.

In December 2014, Parties, at the twentieth session of the Conference of the Parties (COP 20), adopted the Lima work programme on gender (Decision 18/CP.20¹), which aims to advance implementation of gender-responsive climate policies and mandates across all areas of negotiations.

Given this strategic moment, UN Women, the Department of Economic and Social Affairs of the United Nations Secretariat (UN DESA), and the secretariat of the United Nations Framework Convention on Climate Change (UNFCCC secretariat) collaborated in the organization of an expert group meeting (EGM), from 14 – 16 October 2015, in Bonn, Germany. The EGM brought together representatives from existing climate finance and climate technology institutions, gender equality and climate change experts and specialists from a variety of countries, disciplines and organizations, as well as representatives of the organizing entities.

The EGM was invited to discuss the current status of, and identify good practices and practical approaches in the implementation of gender-related mandates and decisions in UNFCCC processes and mechanisms.

The EGM resulted in recommendations that will assist policy makers and practitioners to formulate and implement gender-sensitive and gender-responsive climate policy and actions in the context of a new global climate agreement to be adopted at COP 21, and in the broader 2030 Agenda for Sustainable Development. Specifically, recommendations aim to support the incorporation of gender perspectives in UNFCCC mechanisms and processes (e.g., development of technology needs assessments (TNAs), as well as the operationalization of gender-specific mandates of the Green Climate Fund (GCF), including the development of programme and project proposals for the GCF. The outcome of the EGM will also be presented at a side event at COP 21, in December 2015.

¹ UNFCCC Decision 18/CP.20 FCCC/CP/2014/10/Add.3. Accessed at <http://unfccc.int/resource/docs/2014/cop20/eng/10a03.pdf#page=35>

Discussions at the EGM were based on short papers prepared by invited experts in their areas of expertise and three commissioned background papers on:

- Common elements/principles for gender mainstreaming across various UNFCCC processes, with concrete examples from selected processes and mechanisms, titled “Gender mainstreaming practices in the context of climate responses”, by Bridget Burns;
- The incorporation of gender equality considerations in the operations of the Green Climate Fund (GCF), titled “From Innovative Mandate to Meaningful Implementation”, by Liane Schalatek; and
- A paper titled “Incorporating Gender Perspectives in Technology Needs Assessments (TNAs) in the UNFCCC”, by Elenita Daño.

The concept note for the EGM, commissioned background papers and short experts’ papers are available at this [website](#).

The EGM also contributed up-to-date information for the technical paper on guidelines or other tools on integrating gender considerations into climate change-related activities under the Framework Convention, for consideration by the Subsidiary Body for Implementation (SBI) at its forty-fourth session in 2016, to be prepared by the UNFCCC secretariat.

The following chapters represent a synthesis of experts’ presentations and discussions, as well as their recommendations.

I. Gender equality and climate change in the global context

The twenty-first Conference of the Parties (COP 21) to the United Nations Framework Convention on Climate Change (UNFCCC) is taking place at a crucial moment in history. In 2015, Member States of the United Nations committed to addressing multiple intersecting crises and deepening inequalities. The threats to humanity from these crises and inequalities are unparalleled and existential. These threats and related policy responses are not gender-neutral. At this watershed moment, the world is making choices that could profoundly shape the lives of women and men for generations to come.

Recent history suggests reason for concern. Despite two decades of intergovernmental commitments to sustainable development and keeping global warming below 1.5 or 2.0 degrees Celsius, CO₂ levels are now 60 percent higher than they were in 1990.² Even if governments meet pledged intended nationally determined contributions (INDCs), temperatures will increase between 2.2 and 3.7 degrees Celsius.³ The impact of climate change is already causing irrevocable damage to ecosystems and threatening implementation of the 2030 Agenda for Sustainable Development. More serious impacts will be felt if current growth paths continue.

The climate agreement to be adopted in Paris in December 2015 must lead the way for global sustainable development by providing a legally binding agreement with mandatory emissions reductions and financial contribution goals following the principle of common but differentiated responsibilities and respective capabilities, with developed countries taking the lead in a way that is coherent with the ambitions expressed in the 2030 Agenda for Sustainable Development and the Addis Ababa Action Agenda.

Women's agency and leadership in climate action play a critical and often unrecognized role in climate responses. Women's agency is reflected in their knowledge of and leadership in sustainable natural resources management, in spearheading sustainable practices at the household, community, national and global levels, in responding to disasters and other climate-related crises such as droughts. Gender inequalities that limit women's access to financial resources, land, education, health and other rights and opportunities also limit their capacity for coping with and adapting to climate change impacts. Women's unequal participation in decision-making processes and labour markets further compound these inequalities and prevent them from fully contributing to climate-related planning and policymaking, and implementation.

Systematically addressing persistent gender gaps in the response to climate change is one of the most effective mechanisms for building climate resilience and reducing emissions. The well over fifty gender-related mandates adopted by Parties to the United Nations Framework Convention

² Le Quere et al., (2012), *Global Carbon Budget 2012*, Global Carbon Project. Accessed at http://www.globalcarbonproject.org/carbonbudget/archive/2012/CarbonBudget_2012.pdf

³ See Climate Action Tracker (2015): *INDCs lower projected warming to 2.7°C: significant progress but still above 2°C*. Accessed at <http://newclimate.org/2015/10/01/climate-action-tracker-indcs-lower-projected-warming-to-2-7c-significant-progress-but-still-above-2c/>

on Climate Change (UNFCCC) provide a strong and solid basis for seizing the opportunity at COP 21 for decisive action that promotes gender equality and the empowerment of women in the context of climate change.

This expert group meeting (EGM) is taking place in the context of intersecting crises and deepening inequalities. The current economic system and the related business practices, production and consumption patterns and governance systems are influencing poverty and structures of inequalities, at the expense of the natural environment. Current economic growth trajectories impact on existing gender inequalities, including the sexual division of labour. Economies depend on and reproduce gender inequality by requiring unpaid care work and inadequately valuing care-based and reproductive work as compared to monetized work and capital accumulation. Women in developing countries, particularly poor women, commonly face higher risks of inequality as they tend to live in less secure environments, and have responsibility for children and family in times of crisis. Lack or limited access to social services and support further exacerbates their risks and vulnerabilities. The effects of climate change are felt most acutely by those segments of the population that are already in vulnerable situations, and women are frequently more vulnerable due to intersecting factors of discrimination. Consequently, climate change could be a threat multiplier in an already deeply unequal world.

But deepening and widening gender inequalities are neither a natural nor inevitable consequence of climate change. Rather a new climate agreement could provide the impetus for transformative change to inequitable systems. This will not be easy. It will necessitate positioning gender equality and human rights at the core of a COP21 climate agreement. It will further require deeply integrating gender equality and human rights into every aspect of the new Paris agreement, including mitigation, adaptation, loss and damage, financing, technology, and capacity building.

No policy response to climate change is gender neutral. Plans to implement gender-responsive climate action will vary both in terms of their commitment to reducing emissions and rectifying inequities. Different scenarios in response to the global climate crises can be envisaged, including business as usual, with a continuation of the existing global economic system and rules, in the hope that market forces and good intentions will bring down greenhouse gas emissions and attenuate climate risks; or business greener than usual, where governments encourage the private sector to move to 'green or low carbon economies'. However, as the global community moves towards achieving sustainable development, eradicate poverty, and avoid dangerous human interference with the climate system, a paradigm shift is required.

Such a paradigm shift requires transformational change in global governance and economic development towards equitable and rights-based approaches to sustainable development. It also necessitates a concerted effort to eliminate fossil fuel dependencies and other unsafe energy sources. In the process, such a shift should aspire to create new economic and governance systems that are equitable, just and sustainable. Such a system would be the only viable alternative for meeting human rights obligations and averting catastrophic climate change. It is the only pathway if governments are genuinely determined "to ensure the lasting protection of

the planet and its natural resources” and “to take the bold and transformative steps which are urgently needed to shift the world on to a sustainable and resilient path”⁴. It would also be consistent with government pledges to uphold pre-existing international legal obligations to both mitigate climate change threats and address its impacts in ways that ensure the realization of human rights and gender equality.

Towards a transformational systemic change for climate justice

The transformational systemic change for climate justice scenario that could keep warming to below 1.5 degrees Celsius will require an unprecedented shift in how societies are organized, underpinned by a human rights framework and a critical examination, and as many would argue, redistribution of wealth concentration, power, resources and carbon between countries, between rich and poor populations, and between men and women. It would require complementary changes to global governance as well as national fiscal and monetary policies, including the restoration of the capacity of states to regulate in the public interest and avoid being captured by investor protections within preferential trade agreements or sovereign debt obligations, and a shift in economic priorities from private wealth to a focus on the public good. It is contingent on strengthening private sector regulation as well as restoring public goods, public services and public sector employment that are conducive to advance women’s human rights and safeguard environments. It is also contingent on participatory democracy that delivers justice by empowering all women and men to make informed decisions on development issues, including in regard to their own bodies, their households, communities and global governance.

While multiple factors could enable such transformational systemic change for climate justice that is gender-responsive, four components are highlighted below: just and equitable transitions; common but differentiated responsibilities (CBDR); women’s movements for climate justice; and energy democracy.

Just and equitable transitions. The concept of ‘just transitions’ traces back to trade union advocacy when job losses were experienced as economies moved from fossil fuel to renewables. The concept, however, could have broader applications, including in regards to the sexual division of labour and changes to women’s work more broadly. The need for transformational systemic change for climate justice provides opportunities to re-think the current sexual division of labour and promote decent work for women in under-valued fields such as care work; the (social) service sector; sustainable, locally-focused agriculture and fisheries; as well as locally governed renewable energies with women participating equally as shareholders, owners and fairly-remunerated workers. In such contexts, just and equitable transitions need to be gender-sensitive and transformative.

Common but differentiated responsibilities (CBDR). The principle of common but differentiated responsibilities (CBDR) and a recognition of historical responsibilities which emanated from the

⁴ UN General Assembly Resolution A/RES/70/1 *Transforming our World: the 2030 Agenda for Sustainable Development*, 2015. Accessed at <https://sustainabledevelopment.un.org/post2015/transformingourworld>

first Rio Earth Summit in 1992, lies now at the core of the UNFCCC, and needs to guide the structural transformation of global economies and financing arrangements. It should also be effectively applied for the benefit of women in developing countries who are most impacted but least responsible for climate change and inequitable development. This could entail recognition of the historic debt owed to women most affected by polluters and those who historically monopolized the world's resources, and responses that deliver remedies for this historic debt. Developing countries will be unable to move away from fossil fuels unless there are dramatic increases in funding for renewables. Women in developing countries should benefit fully from all efforts to reduce these dependencies.

Women's movements for climate justice. Women's movements, networks, collectives and organizations have been critical to addressing climate change threats and responses. At the same time, they have often been excluded from arenas where relevant policies are formulated. Their continued exclusion will further delay the design of effective and gender-responsive climate policies, improvements through women's agency and leadership, the arrest of deepening inequalities resulting from climate change, and acceleration of a transition to more equitable and just economies and communities. Autonomous national level feminist movements were evidenced as key to achieving progressive changes to laws and policies on violence against women.⁵ Organizing women to advance climate justice has advanced women's democratic engagement in local decision-making. The transition to just climate policies that are gender-responsive relies on empowered women's movements that link up the local level and shape local policies and work in solidarity with global women's movements, national women's machineries and United Nations agencies and bodies.

Energy democracy. Energy democracy is achieved when women are fully empowered to make decisions over the energy affecting their lives. These decisions can involve areas ranging from energy access and ownership to the forms of energy matching community needs. Energy democracy movements are just emerging, and currently visible examples include localities where women are organizing to move to low-cost reliable solar or bio-fuel cookers that deliver multiple health and environment benefits.

Enabling a transformational systemic change for climate justice

The 2030 Agenda for Sustainable Development outlines the means required for implementation of the Sustainable Development Goals and targets. These include in particular financial resources, capacity-building, and technologies. The role of institutions and of data that support the implementation of relevant policies and measures are also included. Moving to transformational systemic change for climate justice will require an equally transformative approach to the means

⁵ Weldon, S. & Htun, Mala, (2013), *Feminist mobilisation and progressive policy change: why governments take action to combat violence against women*, *Gender & Development*, 21:2, 231-247. Accessed at <http://dx.doi.org/10.1080/13552074.2013.802158>

of implementation that is gender-responsive and advances the realization of women's human rights.

Transformational systemic change for climate justice requires governance with the capacity to focus on sub-national, national and regional specificities and contextual realities. The increased presence and strength of sub-national, national and regional mechanisms responsible for supporting gender mainstreaming across all sectors and at all levels, and for ensuring accountability for results is also critical to enhance gender-responsive climate action at policy and programme level. In particular in countries with narrow resource bases such as Small Islands Developing States there is a need to further strengthen regional women's organizations in order to achieve tangible results.

Key to monitoring progress for women and girls is the investment in gender statistics. This is also the case in the context of climate change. Quality, accessible, timely and reliable disaggregated data is needed to help with the measurement of progress. The scarcity of data in several areas, such as women's experiences of poverty, unpaid care work, violence against women, women's participation in decision-making and women's access to assets, limits the assessment of progress. Greater efforts are needed to prioritize the collection of data for reporting on the minimum set of gender indicators and indicators on violence against women adopted by the United Nations Statistical Commission. Disaggregation by factors such as income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in particular contexts is key. Also required are qualitative assessments of factors that enable changes in the balance of power, societal attitudes and political frameworks towards support for gender equality, in addition to quantitative analysis.

II. Key issues for gender-responsive climate action for sustainable development

A. The case for gender mainstreaming in climate policy and action

Climate change affects everyone. Women are change agents, leaders, and innovators in addressing this threat. They bring different and innovative perspectives and experiences to political processes, to natural resource management, to adaptation, mitigation and technology and their opportunities and use in climate action. Yet women and men may experience the impacts of climate change differently, with women disproportionately affected due to gender inequalities. Effective responses to climate change requires an understanding of how such gender inequalities affect issues such as access to and control over resources; institutional structures; social, cultural and formal networks and decision-making processes. Gender mainstreaming based on gender analysis therefore must be an integral part of climate policy and action. By mainstreaming gender considerations in climate policy and action, climate approaches will be more efficient, effective, and equitable by being responsive to and providing broader

benefits to address the needs of women and men, including through compensation and shared benefits.⁶

The tangible human impacts of climate change can be overlooked when high-stakes political debates focus on reducing carbon emissions and the future of the planet. Yet it is critical to ground the work on climate change in a human rights framework, with a human rights-based approach as the guiding principle for the well-being of all women and men. Sustainable development, the enjoyment of human rights and realization of gender equality are intrinsically linked and reinforce each other. Development practitioners should therefore ensure that gender equality and human rights are considered as central to climate policy and action.

In recent years, and within the context of the UNFCCC policies and programmes, gender mainstreaming⁷ has gained importance in light of normative shifts in climate policy discussions; collective advocacy, engagement and knowledge-sharing efforts of gender experts, practitioners and women's rights organizations. Moreover, recent gender-related decisions by the Conference of Parties (COP) have given a clear mandate to address gender considerations in climate policy and action. Specifically, decisions are now in place on gender balance and on gender equality as a standing item on the agenda. Most notably, the Lima work programme on gender, adopted at COP 20 in 2014, goes beyond gender balance to include gender mainstreaming. Within the context of the Ad Hoc Working Group on the Durban Platform for Enhanced Action (ADP), there are strong calls for attention to gender considerations in various processes and mechanisms.

Effective gender mainstreaming in climate action would be further enhanced and accelerated by political will at all levels. A strong intergovernmental mandate to mainstream gender considerations in all climate-related work, and more specifically in the context of the UNFCCC, would send a clear signal and impetus for improvements. Clear institutional policies that include accountability measures, and consequences for lack of results, would further strengthen gender mainstreaming performance.

Despite the readiness to embrace gender mainstreaming in climate policy and action, challenges still remain as it pertains to the meaning of gender mainstreaming and ultimately how to do it in an effective way that would bring about transformative change, in the context of climate action. Vague inclusions of gender equality in processes are evident but gender equality and the empowerment of women as a goal and a means towards the realization of other is often not

⁶ Women's Environment and Development Organization (WEDO), (2015), *Gender mainstreaming practices in the context of climate responses*. Background paper prepared for the EGM on 'Implementation of gender-responsive climate action in the context of sustainable development', Bonn, Germany, 14-16 October 2015.

⁷ In 1997, the Economic and Social Council of the United Nations defined gender mainstreaming as: "...the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality." (ECOSOC agreed conclusions 1997/2)

prioritized. 'Gender' is still often equated with 'women'. There is the misconception that a 'tick the box' mentality is the same as gender mainstreaming.

At present, gender mainstreaming in climate change is measured primarily in relation to enhanced effectiveness in terms of process and outcomes, rather than fulfilment of rights obligations and it is not undertaken with an intersectional lens that would also include, for example, factors such as age and class. Policy frameworks at national level remain fragmented and separated by sector, making it hard to ensure systematic gender mainstreaming across all sectors and at all levels. There is a need to move away from stand-alone women-focused projects, to policy driven approaches that are strongly linked to national climate change policies as well as gender equality policies and strategies.

Evidence increasingly demonstrates that where gender considerations are not included in climate change, optimal change for women and girls will not be realized. The large gap between commitments and implementation of gender-responsive climate policy and action at national level is attributable to the lack of systematic gender mainstreaming.

At institutional level, support for gender mainstreaming is expanding. Government representatives and gender equality champions within the UNFCCC secretariat and among other stakeholder groups are advocating for greater attention to gender issues and are providing practical examples of how to do so in the UNFCCC processes. The UN system-wide action plan for gender equality and the empowerment of women (UN-SWAP), an accountability framework for accelerating gender mainstreaming in the United Nations system, has increased the urgency for more work with measurable results. However, limited or insufficient expertise and human and financial resources continue to hinder progress, including in the UNFCCC secretariat where scarce funding remains a challenge.

Capacity-building in gender mainstreaming is therefore critical to support gender-responsive climate action. Some of the gender mainstreaming strategies that are successfully applied in many areas of development can also be brought to bear on climate action. Knowledge-sharing on gender mainstreaming can provide practical guidance on how to use the strategy, at the level of policy analysis and development, research, technical assistance, and monitoring and evaluation. New capacity-building platforms could be developed, or existing ones expanded to include climate specific issues and questions. Advantage should also be taken of local-level platforms/processes to address gender dimensions in the context of climate action. For example, low emissions capacity-building processes allow countries to analyze their particular context in an in-depth way and could also serve for more effective integration of gender considerations and mainstreaming.

Women's organizations and feminist groups are traditionally at the forefront of change for gender equality and the empowerment of women, in many sectors and areas, but their technical expertise in regards to climate change remains limited, and the number of groups and organizations that play a prominent role in this respect remains small. However, technical

expertise on the many facets of climate change, as well as on gender equality, and the intersection of the two fields is needed to enhance advocacy and provide inputs for gender-responsive climate policy and action. Collaboration between technical experts on climate and gender equality experts needs to be fostered to ensure effective gender mainstreaming in climate change. There is also a need to engage national gender equality mechanisms/machineries and build their capacity to ensure systematic integration of gender and climate change, and to provide political leadership in this field.

Bringing together on a regular basis the expertise available across the United Nations system and other stakeholders such as civil society and academia on gender equality and climate change could provide a strong multiplier effect for gender mainstreaming in climate policy and action. Mobilizing and formalizing such an expert group in the context of UNFCCC processes could be the cornerstone for strategic partnerships, knowledge sharing, strategizing around common concerns, and the elaboration of shared practice and solutions. Such an expert group could also support and facilitate implementation on the ground, apply subject matter expertise to emerging challenges, and be a resource for support to Parties at the national level. The UNFCCC secretariat, by its nature as a treaty secretariat in a neutral and supporting role, cannot be the primary body relied on to move the gender-responsive climate action forward. Expert groups on the other hand, tend to have more leverage and influence to bring about change.

While there is strong support for a human rights and gender equality-based approach to climate change, the co-benefits approach to the consideration of gender issues in relevant UNFCCC mechanisms and processes which is currently also emerging requires further analysis and consideration. Generally speaking, co-benefits are those advantages that climate solutions provide above and beyond helping to fight climate change. These co-benefits can include better air quality, improved public health, economic growth, and energy independence. By placing gender equality among the co-benefits in climate mitigation and adaptation processes, some women's groups have expressed concern that this approach would marginalize women rather than emphasizing women's agency and the centrality of gender equality to all climate action.

National case studies

A number of countries can serve as case studies for gender mainstreaming in national action plans and their impact on national climate policy frameworks, including Mexico, Nepal, Malawi and Sudan.

Mexico has a strong legal and programmatic framework for gender equality, and has conducted time use surveys. It also has a strong legal and programmatic framework for climate change, with some provisions for gender equality and human rights. However, the absence of a horizontal dialogue between the two fields surfaced the need for gender equality experts and climate change experts to work together to ensure gender considerations are taken into account in climate action, and steps were taken to put in place such collaboration. Experience also showed the need for a dedicated budget for gender-responsive climate action to bridge the

divide between the institutionally separate and distinct budgets for gender equality and climate change work.

In the **Sudan**, gender issues are considered in the National Adaptation Plan (NAP) and gender aspects are considered in REDD+ (Reducing Emissions from Deforestation and Forest Degradation (REDD)). REDD+ goes beyond deforestation and forest degradation, and includes the role of conservation, sustainable management of forests and enhancement of forest carbon stocks). Some of the lessons learned include the need to improve knowledge and capacity on gender issues within the institutions and mechanisms working on these portfolios, as well as stakeholder groups, including: the agency staffing (senior, managers and junior levels), the implementing and executing agencies, focal points, National Designated Authority (NDA), affected population, decision-makers and local communities.

In **Nepal** gender considerations are addressed in Technology Needs Assessments (TNA) and specifically in the renewable energy sector. The main lesson from the experience is the need for a combined top-down and bottom-up approach to ensure that gender considerations are brought to bear on climate action. At the top there needs to be political commitment, a policy for temporary special measures for women, sufficient budget allocation for policy and project implementation, education and empowerment programmes, and synergy with other policies and programmes. From the bottom up, there must be programmes to remove cultural barriers, implementation of education and empowerment programmes; participation of stakeholders especially women in the needs assessment phase, women's participation in decision-making, and in implementation and management of activities. Crucial for success is supporting and encouraging women's agency and empowerment, and a change in mind sets and stereotypical attitudes of men and women alike.

Malawi concentrated its efforts to mainstream gender considerations in the forest sector and related projects. To ensure effective gender mainstreaming, gender analysis is conducted and gender aspects relevant to forest management and planning are identified and addressed. A comprehensive plan for addressing gender issues through project implementation based on the assessment results is developed. The plan is integrated in the project work plan. Lessons learned from this experience include: mainstreaming of gender perspectives in climate policy and action needs to be appropriate to local contexts by addressing the different perspectives, roles, rights, needs, priorities and interests of men and women as stakeholders. The importance of hiring a full-time gender specialist, conducting gender mainstreaming and gender sensitivity training, and reviewing and considering existing manuals and toolkits to support all actors in their work was also emphasized.

B. Incorporation of gender considerations in technology-related processes and mechanisms

Technology transfer and development is recognized by the UNFCCC as central to the mitigation of and adaptation to climate change impacts. Technology in climate change discussions extends beyond the immediate definition of tools and machinery to include knowledge, processes,

activities and, crucially, economic and socio-cultural contexts.⁸ As women are often among those severely affected by the impacts of climate change despite their minimal contributions to its causes, it is imperative that gender equality considerations are integrated in all climate actions undertaken in the context of sustainable development.

Technologies are not gender-neutral

Women, like men, are primary users of technologies needed to adapt to and reduce the impacts of climate change. The misconstrued perception of technology as either gender-neutral or a male-dominated arena more suitable to the characteristics and abilities culturally ascribed to men also needs to be urgently rectified, particularly when it comes to heavily mechanized sectors with mitigation potential such as energy and industry, or in some cases, even with respect to mechanized tools and equipment in agriculture. These inequalities and stereotypes converge to result in the inadequate reflection of gender considerations in the development, transfer and diffusion of climate technologies as well as the implementation of Technology Needs Assessment (TNA) and other technology-related mechanisms and processes in the UNFCCC.

Gender-based differences should therefore be explicitly recognized in the development, transfer and diffusion of technologies for climate change adaptation and mitigation, including in the identification and prioritization of technology needs. A lack of participation of women in assessing climate technology needs in developing countries, for example in the development and promotion of solar cook stoves, can result in the slow adoption of the technology.⁹ The use of gender analysis in studies has also demonstrated that women tend to reject riskier technologies that may impact the environment and local communities negatively. Therefore, incorporating gender considerations at every step of the technology cycle, from design, to implementation and evaluation, provides social and economic co-benefits that can make technologies more attuned to the needs of the community as a whole while advancing gender equality. Women's participation in the decision-making process of forest management, for example, has been shown to increase rates of reforestation while decreasing the illegal extraction of forest products¹⁰, making a strong case for enhancing women's access to the information and communication technologies that would support their work in improving forest carbon stocks.

All climate-related technologies should be gender-responsive

Gender equality considerations must become integral to technologies for climate change adaptation and mitigation in order to reverse the potentially harmful misperception of technology as gender-neutral, and overcome the false association of small-scale, household-

⁸ UN Women, (2009), *Factsheet: Women, Gender Equality and Climate Change*, (New York, 2009). Accessed at http://www.un.org/womenwatch/feature/climate_change/downloads/Women_and_Climate_Change_Factsheet.pdf

⁹ Gama, Stella, (2015), *Implementation of gender-responsive climate action*. Expert Presentation prepared for the EGM on 'Implementation of gender-responsive climate action in the context of sustainable development', Bonn, Germany, 14-16 October 2015.

¹⁰ Agarwal, Bina, (2010), *Gender and Green Governance: The Political Economy of Women's Presence Within and Beyond Community Forestry*. Oxford: Oxford University Press.

based and traditional technologies as more relevant to women and the large-scale technology infrastructures as the domain of men. While women in developing countries are key actors in the development and use of small-scale technologies, such as renewable energy and sustainable farming practices, their perspectives on the development and the impacts related to the implementation of large-scale climate-related technologies should likewise be sought and considered. Such efforts must be made within the broader context of addressing gender inequalities and realizing women's human rights. Social, economic, and political inequalities limit women's access to the knowledge, information, training, disposable income and other resources that could enable them to identify and utilize the appropriate technologies available. Technologies that are designed and introduced without taking into account the particular needs of women and differential impacts on women as compared to men work to exacerbate gender inequalities, and may perpetuate the harmful imbalance of prioritizing mitigation technologies that are large-scale and for industrial uses (often with significant negative impacts on the livelihood of men and women and the survival of their communities or on biodiversity) over technologies that are needs-driven and thus often small-scale and useful to communities and households, and often directly beneficial to women.

Isolating gender issues from other systemic issues can also impede the achievement of a more democratic approach to decisions about and the use of energy technology, a concept called 'energy democracy'. Beyond perpetuating the false dichotomy that small-scale technologies are more suitable for the integration of gender considerations than large-scale technologies, lack of attention to energy democracy prioritizes the funding of large-scale, industrial mitigation technologies without the consideration of the needs and voices of men and women and obscures the full extent of impacts on women in the transition from fossil fuels to renewable energy at micro and macro levels. It also leads to a lack of attention and funding for technologies in developing countries where rural women emit minimal greenhouse gases, but require low-carbon energy technologies that will improve their living standards, reduce domestic burden and exposure to health hazards.

The need for attitudinal change

The institutionalization of gender considerations across the cycle of climate technologies will also require attitudinal and behavioural change among technology actors at all levels. The importance of sensitization to gender issues of technology developers and actors who are predominantly male from developed countries and the involvement of women as technology users from developing countries remains severely lacking, reaffirming the need to alter gender stereotypes regarding roles "suitable" for women. Communities that are, for example, expanding the use of a renewable energy technology will need to ensure that women are capable of repairing and maintaining such technologies where women lack social and geographic mobility, and carry the care burden. Examples exist of both men and women failing to entrust women with the ability to

repair local climate technologies despite their demonstrated capacity for doing so.¹¹ The importance of women's knowledge and the role it can play in climate action cannot be underestimated, with one observation showing a direct correlation between an increase in the active participation of women in science and the quality of resulting scientific work based on experiences in India.¹²

There is scope for the institutionalization of gender perspectives in Technology Needs Assessments (TNAs)

At present, there is a considerable gap in incorporating gender considerations in technology-related mechanisms and processes in the UNFCCC. As the central mechanism in realizing the UNFCCC's objectives in ensuring the development and transfer of technologies for adaptation and mitigation, it is crucial that the country-driven Technology Needs Assessment (TNA) process acknowledges the gender-differentiated realities outlined above and adequately incorporates and addresses gender considerations. The TNA is a country-driven process: gender-sensitive technical guidance on the TNA process may be provided by supporting agencies at the global level, but the design and implementation of the national assessment process is the sole prerogative of the national team. This puts the responsibility for the institutionalization of gender perspectives on the national designated authority (NDA), often the Ministry of Environment. The NDA usually consists of a national team dealing with environmental issues, often working with consultants. Based on observations, gender expertise has not been a criterion in the selection of consultants, and most sectoral ministries lack capacity to recognize and incorporate gender perspectives in their work. Gender equality mechanisms or ministries are rarely, if ever, consulted with regards to ensuring the incorporation of gender perspectives in the work of the NDA.

Each country has its own system of implementing expectations from the TNA process. Influencing the TNA process at the national level to incorporate gender considerations may vary across countries and may be done at different levels and stages of decision-making within a country. It is therefore important to ensure the involvement of specialized gender equality mechanisms, gender focal points across government ministries and institutions, and women's organizations in the development, implementation, and monitoring and evaluation of climate technologies.¹³ The selection criteria of consultants for the TNA process should include gender expertise in climate technologies and should contribute to developing internal capacities on gender and climate technologies within the government agencies responsible for the TNA. Putting together balanced teams requires influencing country nominations for national TNA

¹¹ Bhogle, Svati, (2015), *'Gender issues in Technology Related Mechanisms and Processes in the UNFCCC'*, Expert Presentation prepared for the EGM on 'Implementation of gender-responsive climate action in the context of sustainable development', Bonn, Germany, 14-16 October 2015.

¹² Bhogle, 2015.

¹³ Shakya, Indira, (2015), *Experiences in integrating gender considerations in technology development and transfer and identification of technology needs for women*. Discussion paper prepared for the EGM on 'Implementation of gender-responsive climate action in the context of sustainable development', Bonn, Germany, 14-16 October 2015; Gama, 2015.

teams, specifically the national climate focal point, in order to ensure gender expertise is included.

Women's on-the-ground realities and experiences should inform national policies and practice in developing gender-responsive TNAs

Sub-national experiences can provide valuable good practice examples in institutionalizing gender considerations in technology-related processes and mechanisms. Such local experiences in integrating gender perspectives in technology programmes and processes are often not reflected in national TNA reports submitted to the UNFCCC, creating a disconnect between on-the-ground realities and national policies. Of the more than 100 submitted national TNA reports, only 19 made references to incorporating gender considerations at varying stages and levels, from ensuring women's participation in stakeholder processes and TNA structures to integrating gender analysis in identifying and prioritizing technology needs and in technology action plans.¹⁴ National experiences demonstrate that social barriers to women's participation such as level of education, social status, domestic roles and rights to productive resources, which vary across countries and cultures, are not always adequately addressed in designing technology interventions.

Opportunities exist for strategically employing gender-sensitive approaches in order to overcome existing barriers and adapt available climate technologies to the needs and realities of grassroots women. Concrete examples include the training of rural women in India and Bhutan to install and maintain climate technologies, conducted through the use of innovative tools to overcome the literacy barrier.¹⁵ In Mozambique, government rural electrification projects directly target grassroots women through the use of teaching methods based on learning-by-doing (i.e., 'plug-and-play' system for solar photovoltaic modules).¹⁶ Gender-sensitive approaches can also be replicated in varied social settings: the low level of education and literacy among rural women was overcome through the use of colors and numbers in the training of the 'barefoot solar workers' in Bhutan by poor women in India,¹⁷ an approach that has been adopted also in Bolivia. Modern renewable technologies are brought closer to grassroots women through the operation of 'solar shops' where villagers can charge solar modules at a cost less than what they pay for kerosene. Experiences in tapping local innovations in the adoption of biogas digesters in India and in Uganda where traditional skills of women in basket-weaving to make compost baskets reinforced by cement serve as examples of providing decentralized energy for communities while

¹⁴ Daño, Elenita, (2015), *Incorporating Gender Perspectives in Technology Needs Assessment in the UNFCCC*. Background paper prepared for the EGM on 'Implementation of gender-responsive climate action in the context of sustainable development', Bonn, Germany, 14-16 October 2015

¹⁵ Barefoot College, (2012), *Rural women revolutionize sustainable development*. Accessed at <http://www.barefootcollege.org/barefoot-college-rural-women-revolutionize-sustainable-development/>, accessed on 31 October 2015

¹⁶ See: Susan Johnsen and Froy Katrine Myrhol, 'Rural Mozambique goes solar', ScienceNordic, 10 January 2012, in <http://sciencenordic.com/rural-mozambique-goes-solar> accessed on 1 November 2015.

¹⁷ Barefoot College, (2012).

increasing women's access to education and generating income.¹⁸ These examples represent important opportunities for technology project ideas that should be linked with national climate and gender equality priorities and scaled up into national policies, as can be observed in the case of Ghana's integration of gender perspectives in the country's integrated water resource management (IWRM) programme.¹⁹

Mapping stakeholders, experiences and good practices could prove useful for a better understanding of gender perspectives in climate technologies, mechanisms and processes

The participation of women as experts and as potential users and developers of climate technologies provides opportunities for more nuanced and well-rounded assessments of potential impacts of climate technologies, from design to diffusion. Such participation will facilitate greater suitability of technologies to users' needs, as well as the faster adoption and achievement of the overarching goal of lowering emissions. Consultations with grassroots women are rarely held due to the fact that women's organizations are often ignored in mapping processes. Where consultations do occur, they may fail to take into account obstacles preventing women from participating in consultations, such as limited time and resources available to travel to consultations or the conduct of consultations in a national language that local women may not speak.

Mapping stakeholders, experiences, and good practices in incorporating gender considerations in climate adaptation and mitigation technologies compiles concrete information on the participation of women's groups and organizations, and gender equality mechanisms and institutions. Such mapping can serve as a useful reference in advancing gender-responsive climate technologies, sharing of experience and replicating proven technologies in specific conditions and realities. Similarly, existing efforts and initiatives to incorporate gender considerations in the development, transfer and deployment of climate technologies need to be compiled and mapped in order to take stock of what has been done across technology sectors and stages. A mapping exercise could also address the perceived disconnect between the 'big picture' of gender equality and climate technologies, and the realities on the ground. The design of workshops and training for climate technologies need to take into account the social status of women and their role in decision-making in specific settings. The practical decisions involved with technology development and transfer thus require tools and approaches for every level of policy, including particularly state-level action plans which often have no requirement to consult with women's groups.

¹⁸ See: Women in Europe for a Common Future (WECF), EWA Uganda: *Local community and women's group leaders adopting Green Technologies*, 8 August 2014, in <http://www.wecf.eu/english/articles/2014/08/greentechnologies-uganda.php> accessed on 31 October 2015.

¹⁹ *Ibid.*

Financing has a key role in ensuring the integration of gender perspectives in technology development and transfer

Adequate financing is pivotal for reversing the current lack of institutionalization of gender perspectives in technology needs assessments. High transaction costs inhibit the development and transfer of technologies and prevent financing support for good practices. Existing climate funds need to strengthen gender equality expectations and examine how financing can support small-scale implementation, as well as contribute to the local development of technologies in order to avoid the taxes, transportation, and other factors contributing to prohibitively high transaction costs. The quantity and quality of financing for climate action of technologies for adaptation and mitigation must be substantially increased as well as be stable and predictable. Innovative approaches to overcome the barriers posed by transaction costs involved in small-scale projects, such as micro-finance for women-led off-grid energy projects in India, should be replicated and scaled up. National support will be key in supporting these measures: gender-responsive budgeting could be a conduit for involving gender equality mechanisms and finance ministries. For example, Nepal instituted various fiscal measures in support of gender mainstreaming, and there has been increasing recognition of women's vulnerabilities and potential in energy-related policies in the last two decades.²⁰ Its recent adoption of strategies to mainstream gender perspectives in the renewable energy sector²¹ is expected to be incorporated in the country's TNA process under the second phase of the global TNA programme coordinated by UNEP.

Climate finance mechanisms such as the Green Climate Fund (GCF) and Global Environment Facility (GEF) should explore and/or expand opportunities to access funds directly for women-led actions in climate technologies. Gender-sensitization of and close coordination between the national designated entities (NDEs) of the Technology Mechanism and the National Designated Authorities (NDA) of the financial mechanism are crucial in ensuring linkages between gender-sensitive climate technologies with gender-responsive climate financing.

Accounting for gender-related outcomes through climate technology

The lack of measurable gender goals in technology development projects needs to be addressed.²² The measurement and quantification of outcomes of gender-responsive interventions in climate technologies, such as the amount of time saved from performing traditional roles such as fetching water or manual drying of harvests by adopting rainwater harvesting technologies and solar drying, will serve to provide concrete evidence of gender-differentiated impacts and therefore the need to institutionalize gender perspectives. Parallel processes in development planning, programme implementation and policy formulation at the

²⁰ Laudari, Raju, (2015), *Implementing gender-responsive climate action for SD: RE Sector in Nepal*, Expert Presentation prepared for the EGM on 'Implementation of gender-responsive climate action in the context of sustainable development', Bonn, Germany, 14-16 October 2015.

²¹ *Ibid.*

²² Bhogle, 2015.

national level needs to involve women and incorporate gender considerations in the technology cycle, or risks to adequately recognize and scale up good practices.

The role of UNEP and the UNFCCC secretariat in guiding the TNA process

According to the UNFCCC secretariat, several governments have requested assistance in including gender considerations in their adaptation and mitigation projects, highlighting the opportunities for United Nations agencies to provide technical expertise in this area, particularly in UNEP's engagement with the technical teams responsible for the TNA process. Gender-sensitive tools and approaches are generally absent in the current guidance provided by UNEP, emphasizing the need to update guidebooks for national teams to enhance support for the incorporation of gender considerations. Case studies, country experiences and methodologies in incorporating gender perspectives should also be presented in the updated guiding materials to concretely illustrate what is expected from the national teams. Online databases and portals on climate technologies are promising tools for mainstreaming gender perspectives in TNAs, TAPs and in the overall technology development and transfer efforts of countries. Additional information on particular technologies and information on gender issues and considerations may be added for users directly involved in promoting adaptation and mitigation technologies at the national and local levels. Country experiences and case studies in incorporating gender considerations in the TNA process could also be highlighted in these knowledge portals.

The UNFCCC secretariat recognizes the need to incorporate gender considerations in the TNA process, including in synthesizing the national reports submitted to the secretariat by developing countries. At the same time, the secretariat notes that the current methodology used in preparing the Synthesis Report poses some limitations that impede more accurate and full reflection of how Parties have incorporated gender considerations in their TNAs. The Synthesis Report highlights lessons in national TNA processes and results, is limited to a maximum of 50 pages, and focuses on the quantification of how particular sectors, technologies, and barriers to, and enabling environments in development and transfer of technology needs are mentioned in national reports. The UNFCCC secretariat, while welcoming ideas for incorporating gender perspectives in TNA processes, underscores that decisions on how TNA processes are conducted and implemented at the national level is country-led and thus depends on individual governments.

The role of CTCN and TEC in supporting TNA implementation

Guidance on systematic approaches for the inclusion of gender considerations needs to be enhanced in the support available for TNA implementation from the Climate Technology Centre and Network (CTCN) and the Technology Executive Committee (TEC). To fulfill the COP mandate for the CTCN to take into account gender considerations in its processes and operations²³, the operational arm of the UNFCCC's Technology Mechanism is moving towards fulfillment of its

²³ UNFCCC, *Decision 2/CP.17*, 2011; UNFCCC, *Decision 14/CP.18*, 2012.

criteria to 'promote gender equality' in screening requests for technical assistance from developing countries. The CTCN will continue building its own gender equality expertise and capacity through the recruitment of gender specialists to guide the secretariat's work in incorporating gender considerations in its operations and processes and in providing technical assistance to developing countries.²⁴ The gender equality expert who would be hired by the CTCN should be able to ensure the operationalization of the general guidance provided by its Advisory Board in 'promoting gender equality' as a prioritization criterion in screening requests for technical assistance by developing countries and the incorporation of gender considerations in all aspects of the operations of the CTCN, as earlier mandated by the COP, with clear indicators and targets.

Developing the gender equality capacities of NDEs is crucial since they serve as the national focal points for the CTCN's activities and act as links with national stakeholders. The CTCN needs to provide explicit guidance to the NDEs on the importance of building their gender expertise since they screen and decide on the requests for technical assistance that are submitted by the country to the CTCN. The CTCN will need to further strengthen its outreach to women's organizations and civil society organizations that promote gender equality and women's empowerment in the technology sphere to motivate them to become members of the Climate Technology Network (CTN). Local groups may be encouraged to join the CTN with more explicit information on the benefits that they can obtain as members.

The TEC as the policy arm of the Technology Mechanism should include attention to gender issues in policy discussions on climate technologies at the global level, for example by providing guidance to countries through the Technology Briefs and in Technology Experts Meetings (TEMs). The TEC should also consider mandating the UNFCCC secretariat to better reflect best practices in incorporation of gender considerations in TNA processes by developing countries in national TNA reports compiled over the years.

Gender balance

The COP decision creating the CTCN urged Parties to ensure gender balance in the designation of representatives in the Advisory Board of the CTCN. Despite this mandate, the composition of the Advisory Board of the CTCN remains unbalanced. Of the 20 members of the CTCN, only 5 are women; the 25-member Advisory Board of the CTCN has 3 women²⁵. The secretariat of the CTCN acknowledged that gender balance in its Advisory Board needs special attention especially in view of the explicit guidance in Decision 25/CP.19. The gender equality expertise of members of the CTCN consortium that provide capacity building to the NDEs and countries as requested, as well as among the members of the Network that provide technical assistance as requested by Parties, should also be further built and expanded.

²⁴ Larsen, Karina (2015), *Perspectives on Gender in the Technology Work of the Climate Technology Centre and Network*, Expert presentation prepared for the EGM on 'Implementation of gender-responsive climate action in the context of sustainable development', Bonn, Germany, 14-16 October 2015.

²⁵ Daño, 2015

C. Incorporation of gender perspectives in climate finance

Contextualizing the global discourse on climate finance

There are existing imbalances and inequities in the global financial system and investment regimes that undermine developing countries' capacities to invest more domestic resources for long-term low-carbon and climate resilient sustainable development. A global discourse and efforts to increase climate finance should be framed taking such inequities into account. A quantitative and qualitative climate finance paradigm shift is thus required, which must also include global action to address unfettered and destabilizing speculative financial flows (which could be addressed through a financial transaction tax as an alternative source of financing for climate and sustainable development actions), as well as large capital outflows due to unsustainable debt burden of developing countries or stemming from the tax evasion or tax avoidance of multinational corporations, which are costing developing countries billions of dollars annually. Taken together, such systemic failures cost developing countries much more in domestic resources than what they receive in form of official development assistance (ODA) or dedicated climate finance flows.²⁶

Equity needs to underpin the broader climate finance architecture

Equity concerns must be central to a new global climate agreement to be finalized at COP 21 in Paris and govern the provision and distribution of climate finance among and within UNFCCC recipient countries. The US\$ 100 billion per year by 2020 from public, private and innovative sources promised by developed countries at COP 15 in Copenhagen in 2009 are but a first milestone toward scaling up to the much larger sums needed post-2020 to halt catastrophic climate change and address severe impacts already felt by the poorest countries and poorest population groups, including to compensate for significant loss and damage people and countries in the developing world have already suffered. Continued public finance provision from developed countries will be central, especially for those climate efforts, such as in adaptation, where a return-on-investment is either not assured or should not be prioritized over intangible, especially social, cultural or ecological benefits. Climate finances flowing from developed countries to developing countries should be adequate, predictable, new and additional and on top of existing commitments for development assistance (including those resulting from the recently approved Sustainable Development Goals) to help developing countries with their implementation of concrete climate actions. This is a core obligation under the UNFCCC and its equity principle of common but differentiated responsibilities and respective capabilities (CBDR) and must be central to a new global climate agreement for the post-2020 period.

²⁶ According to research by the International Monetary Fund, tax avoidance alone cost developing countries around US\$ 200 billion per year. See Tax Justice Network, <http://www.taxjustice.net/scaleBEPS/>.

Equitable climate finance requires the incorporation of gender equality perspective

An equitable climate finance regime, as a matter of climate justice and human rights, should be framed with a gender lens. A gender-responsive climate finance regime requires addressing the current climate injustice experienced by those who have contributed the least to global climate change but are suffering the most from climate change impacts – including women and girls. Men and women differ in their ability to build resilience against and address climate impacts because of existing gender inequalities, in particular structural gender inequalities. Such inequalities perpetuate the sexual division of labour and women's disproportionate share of largely unpaid care and reproductive work and restrict their agency due to cultural norms and practices and a lack of access to resources, legal rights or political participation and decision-making. They make women and girls more vulnerable to climate change impacts and restrict their ability to be active agents in mitigating and adapting to climate change. Climate finance instruments that do not acknowledge and address these structural gender inequalities through their funding are bound to undermine the effectiveness and long-term sustainability of the climate actions they support by using scarce resources sub-optimally.²⁷

Albeit most often unrecognized, many women in developing countries are already prominently engaged in economic sectors related to climate adaptation and mitigation efforts such as agriculture, renewable energy, ecosystem protection or forest management and are important drivers and leaders in climate responses that are innovative and effective, benefitting not only their families but their larger communities as well.

To ensure gender-responsive climate finance provision post-2020, the climate agreement to be adopted in Paris must be grounded in human rights and include commitments to gender equality and the empowerment of women and girls in the operative sections of the agreement, including with respect to the climate finance provisions of the agreement. A failure to do so would not only undermine the success of the global climate change framework to stem and address climate change, but also endanger parallel and complementary efforts for attaining sustainable development pathways, including that aimed at achieving the SDGs. Climate finance instruments that are not gender-responsive will also undermine and threaten women's enjoyment of their human rights and perpetuate discrimination against women, in violation of existing human rights instruments, including the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW).

Existing climate finance mechanisms have made progress in addressing gender issues

In the current global climate finance architecture, the UNFCCC financial mechanism plays a critical role in efforts to further advance gender-responsive climate finance, even before 2020. Its two operating entities, the Global Environment Facility (GEF) and the new Green Climate Fund (GCF) provide important resources to international, regional, national, local and private sector

²⁷ Schalatek, Liane and Nakhoda, Smita, (2014), *Gender and Climate Finance*. Climate Finance Fundamentals 10, Climate Funds Update. Accessed at <http://www.odi.org/sites/odi.org.uk/files/odi-assets/publications-opinion-files/9321.pdf>

actors as part of their respective mandates to support mitigation and adaptation actions and offer crucial opportunities to advance gender equality and women's empowerment. In November 2015, the GCF will start project funding after a multi-year operationalization phase just weeks before COP 21 with a mandate for a gender-sensitive approach enshrined from the outset of its operations. Both entities have in place gender policies and gender action plans and a commitment to work with accredited partners organizations to ensure gender-aware project implementation in recipient countries. The Kyoto Protocol Adaptation Fund is currently preparing its own gender policy.²⁸

Outside of the UNFCCC and the related Kyoto Protocol, the Climate Investment Funds (CIF) administered by the World Bank and implemented by the regional multilateral development banks (MDBs) are also important global players with the power to finance programmes addressing climate change impacts in a manner that could systematically incorporate gender equality and women's empowerment through its policies and operations. While the GEF and the CIF experiences contrast with that of the GCF in that they started their operations gender-blind, i.e., without a gender mainstreaming mandate, great strides have been made in the last few years towards reflecting gender considerations in the policies and operations of these financing entities.

For example, the GEF has adopted a set of five core gender indicators to improve GEF-wide gender accountability and since the adoption of the GEF Gender Mainstreaming Policy in 2011, there has been a steady increase of the share of GEF projects reporting on gender: from 24 per cent in 2011 to 56 per cent in 2014. Gender considerations are most prominent in GEF projects with multi-focal areas (such as water management or land degradation) and climate change adaptation, while integration of gender perspectives in the area of mitigation is still lagging behind. Gender mainstreaming has been successful in the GEF/UNDP Small Grants Programme which operates in a decentralized manner focusing on the provision of smaller financing sums accessible to national women's organization and which provides some key levels for similar approaches in the GCF.²⁹ GEF recently hired a gender focal point/specialist to support the implementation of the GEF Gender Equality Action Plan and to help strengthen its approach to and results in terms of gender equality mainstreaming and women's empowerment.

After an external gender review, the CIF in 2014 hired a Senior Gender Specialist for its Administrative Unit to lead gender mainstreaming efforts across the CIF. It adopted a multi-year Gender Action Plan, aimed at improvements in overall CIF policy and programming on gender, and improved gender integration in each of its four programmes (i.e., Clean Technology Fund (CTF); Pilot Programme for Climate Resilience (PPCR); Forest Investment Programme (FIP); and Scaling Up Renewable Energy in Low-Income Countries (SREP)). A portfolio review undertaken in

²⁸ Schalatek, L., Aguilar, L., & Granat, M. (2015). Unlocking the door to action: Gender-responsive climate finance. In: L. Aguilar, M. Granat, & C. Owren (eds), *Roots for the future: The landscape and way forward on gender and climate change*. Washington, DC: IUCN & GGCA.

²⁹ Richardson Temm, G. (2015), *GEF and Gender: Actions, Progress, Trends and Lessons Learned*. Expert presentation prepared for the EGM on 'Implementation of gender-responsive climate action in the context of sustainable development', Bonn, Germany, 14-16 October 2015.

2015 highlighted that the CTF, focused on large-scale renewable energy infrastructure investments in middle-income developing countries was the least gender-integrated among the programmes, but that its performance on gender had improved since adoption of the CIF Gender Action Plan. Challenges include the need for greater inclusion of gender analytical approaches and project support upstream in project preparation, and improved gender-disaggregated monitoring and reporting. In contrast, the SREP programme of CIF, for example, which includes gender equity (*sic*) as an investment criterion, has had much stronger integration of gender analysis at both the investment plan and project levels.³⁰

The Green Climate Fund (GCF) is the first climate fund to start its funding operations for adaptation and mitigation projects in developing countries with a gender-mainstreaming mandate anchored in its organizing charter as well as a comprehensive gender policy and multi-year gender action plan already in place. Gender considerations have also been integrated to varying degrees in key GCF operational policies and frameworks, including for accreditation, investment as well as results management and performance measurements. Much remains to be done including in policy areas relating to transparency, monitoring and accountability, and participation of stakeholder and observers. Action in these areas would have a crucial effect on the overall level of gender-responsiveness that the GCF can obtain in its operations and funding and could prove as important as its dedicated gender policy and accompanying gender action plan to ensure that GCF projects and programmes are implemented in a gender-responsive way.

Gender mainstreaming in existing climate finance mechanisms remains limited

In spite of gender mainstreaming approaches and policies and accompanying action plans to ensure implementation, gender mainstreaming procedures or the implementation of gender-specific mandates remain largely process-oriented and performance measurement focuses on how well those processes are followed, and rarely, if at all, on the desired gender equality outcomes of the projects and programmes. The recognition and articulation of gender equality as key driver for transformational change and environmental sustainability needs to be strengthened in these climate finance entities. A human rights-based framework with an integrated view of broader socio-economic factors such as core labour rights, wage equality and social protection are needed to tackle the interlinked causes and underlying drivers of unsustainability and gender inequality such as, for example, a fossil-fuel oriented economic growth model. Truly gender-responsive climate action is incompatible with continued support for fossil fuel technologies, including, for example, carbon capture and storage solutions (CCS) or “clean coal” approaches.

³⁰ Kuriakose, A. (2015). *CIF's Approach to Gender-Responsive Climate Finance*. Discussion note prepared for the EGM on 'Implementation of gender-responsive climate action in the context of sustainable development', Bonn, Germany, 14-16 October 2015.

Absence of common understanding of gender-responsive climate action is a stumbling block in implementation

There is at present no common understanding or classification of what constitutes a gender-responsive climate action, nor the varying degrees of increasing gender responsiveness of suggested financial interventions. Knowledge of the linkages with gender issues in the context of climate change is limited or uneven even among the key stakeholders. Thus, despite numerous UNFCCC decisions with gender-specific mandates, including finance-related ones, implementation of these mandates has been very uneven. In a sample review of implementation of such mandates, the gender dimensions were implemented in a very 'superficial' manner, or as a mere add-on activity and not as the impetus to conceive and implement climate actions fundamentally differently, for example by focusing on women's leadership qualities instead of seeing them just as the passive recipient of benefits.

Existing mandates, policies and current operations of climate finance mechanisms provide opportunities to contribute to building some common understanding of gender-responsive climate action, including by strengthening the substantive base through knowledge generation and the development of tools and guidance instruments, developing gender-responsive results framework that are more comprehensive and go beyond capturing women as beneficiaries and measure longer-term sustainability impacts, providing opportunities for dialogue for ministries and agencies responsible for gender equality and climate change concerns, developing capacities of stakeholders, among others.

In attempting to devise a common understanding or classification of gender-responsive climate action, qualitative, or substantive aspects of gender equality should be taken into account such as demonstrating women's agency, ownership and leadership in climate projects as well as the provision of equal opportunities, resources and benefits to men and women from funded climate actions. The evolving practice of categorizing gender equality outcomes as "co-benefits" of climate action may need to be reconsidered as such a categorization implies a hierarchy that would relegate gender equality to be a minor outcome to be achieved. Instead, referring to "multiple benefits" allows for the explicit recognition of gender equality as a cross-cutting issue of differently conceived climate mitigation and adaptation projects.

Common elements to track, weigh and score gender-responsive climate actions as a way to increase the transparency and accountability of funds with respect to their gender equality outcomes and impacts could be developed. Crafting such elements would constitute the qualitative guidelines to measure which climate action can be considered as conducive for gender equality improvements and which climate action would be fundamentally detrimental to gender equality even though they might provide some mitigation benefits (for example in the case of nuclear energy or fracking technologies). The notion of energy democracy was introduced as a concept to be further developed by gender equality advocates to denote the need for gender-responsive financing to support a just transition from fossil fuel and the subsidies to this sector,

and other unsustainable energy technologies, and to elaborate what such a just transition would look like for women.

Such a classification system and clear qualitative guidelines could be helpful in the case of large energy infrastructure projects to ensure that project developers do not simply bypass the consideration of gender equality (as some of the early project experiences of the CTF or the Kyoto Protocol Clean Development Mechanism did) and are mindful of the human rights context.

Climate finance monitoring and accountability systems should give clear and early signals for quality at entry and at exit and be based on a common agreed understanding of what constitutes meaningful gender-responsive climate action so as to allow for the establishment of initial baselines and for tracking of outcomes and results, capturing both project and longer-term sustainability impacts.

Greater collaboration among stakeholders is required to ensure meaningful implementation

Closer collaboration among stakeholders, including gender specialists across funding institutions and their implementing entities, United Nations organizations and multi-lateral development banks, and non-governmental organizations and national government agencies is key to ensuring the meaningful implementation of gender mainstreaming in programmes receiving funding from climate finance institutions. The engagement of national women's or gender equality machineries, from an early stage in the programme cycle, is crucial as they could work with focal points or national government agency interlocutors for climate funds, many of whom come from environment, planning or energy ministries or from the countries' finance ministries, who may not be aware of key gender equality linkages. The capacity of women's machineries, as well as that of women's groups and movements at the national level as key stakeholders to understand and constructively engage with climate finance mechanisms need to be strengthened, including through the provision of targeted financing for readiness and preparatory support that some of these climate funds (such as the GCF) provide. These important gender equality-focused stakeholder groups could, in quite a number of recipient countries, build on domestic experiences with national gender-responsive planning and budgeting processes, and participate in fund- and country-level decision-making processes regarding climate finance investment priorities, such as through the GCF country programme or the CIF governance process (as fund observers) or in consultative inputs to country investment plans.

Such demands for inclusive stakeholder processes at the national level that bring gender equality mechanisms and local women's and feminist groups into climate finance discussions must come from within the country, as the principles of country-ownership and country- as-drivers prevent secretariats of climate funds to provide recipient countries' designated authorities or focal points with mandatory stakeholder engagement rules. In most cases, relevant recommendations are phrased only as voluntary guidance, or in the case of the GCF, described as "best practice options" – leaving the in-country fund-liaison leeway to either follow such guidance comprehensively, selectively, or not at all. In light of this complex balancing act between what can be presented as

“mandatory” vs. “voluntary guidance” that exists in climate financing mechanisms, all available opportunities and processes must be utilized to build political commitment, support gender-specific knowledge generation, management and capacity-building, and readiness and support for gender-responsive programming and project approaches.

Setting new best practice by advancing gender-responsiveness in the Green Climate Fund

The GCF has the potential to set new international best practice standards for gender-responsiveness in climate finance management as well as disbursement and implementation. Gender considerations have been integrated to varying degrees in key GCF operational policies and frameworks. For example, all implementing entities accredited with the GCF must have their own gender policy or show evidence of developing one as a mandatory condition before they can be accredited, and must show evidence that they have experience working with gender issues in the climate change areas or are building such capacity, including with the help of the GCF secretariat. An initial socioeconomic and gender assessment for all project proposals is mandatory and GCF investment decisions look at how well the proposal addresses gender considerations, including in benefit-sharing and during project planning through the involvement of women in stakeholder consultation.³¹

A number of GCF policies still remain to be finalized or updated, creating opportunity for further improvement, particularly with respect to overall transparency and monitoring and accountability of GCF-funded action, and the participation of stakeholders and observers. For example, the GCF’s initial monitoring and accountability framework can be further strengthened through guidelines that supplement self-reporting by accredited entities with third party verification of the implementation practice, including through participatory monitoring of affected communities and population groups such as women’s organizations on the ground. An international best practice information disclosure policy, which the GCF will tackle in early 2016, should make information on project proposals and all related project documents publicly available at the earliest opportunity, including in native languages, in order to give women in affected communities the ability to voice concerns or register opposition or support for a proposal and the way a project is implemented throughout the project cycle.³²

The GCF can prove that it is a transformational gender-responsive climate fund by tackling one of the core challenges for gender-responsive climate finance provision, namely how to bring climate funding to women and women’s organizations at the grassroots level. Because of restrictive fiduciary requirements, such organizations often lack capacity or power to access climate financing directly, for example by becoming accredited to the GCF or the Adaptation Fund. Currently, the proportionally higher transaction costs for smaller financing tranches,

³¹Ghosal, Rajib. (2015), *Mainstreaming Gender in Climate Finance*, Discussion Note prepared for the EGM on ‘Implementation of gender-responsive climate action in the context of sustainable development’, Bonn, Germany, 14-16 October 2015.

³²Schalatek, Liane, (2015), *From Innovative Mandate to Meaningful Implementation: Ensuring Gender-Responsive Green Climate Fund (GCF) Projects and Programs*. Background paper prepared for the EGM on ‘Implementation of gender-responsive climate action in the context of sustainable development’, Bonn, Germany, 14-16 October 2015.

which many women's groups in developing countries would need to implement climate action on the ground, act as an impediment in existing climate financing instruments in the provision of small grants or credit lines of smaller, long-term "patient" credits with low interest rates. Women's groups and many women entrepreneurs in developing countries, who are predominantly operating micro and small enterprises (often in the informal sector) would benefit from easy access to such smaller financing amounts, for example to develop and utilize small-scale clean energy technologies. Such is the case for a women's cooperative in Nepal where women are using traditional basket-weaving techniques to fabricate small-scale biogas digester for household use.

A new GCF pilot programme for micro-, small- and medium-sized enterprises (MSMEs) of US\$ 200 million, set to begin in 2016, could address such gender-specific barriers to green credit lines by providing financial incentives or a preferential financial mechanisms for the use of climate-relevant technologies by women in communities and women-owned businesses in developing countries. Key to the impact of such an effort is to ensure that concessional financing provided by the GCF to financial intermediaries, such as a commercial bank operating in a developing countries, is passed on to women as bank customers with the same concessionality (low interest rates and long maturity) as received by a commercial bank. GCF risk guarantees and equity investments which the GCF plans to provide to accredited financial intermediaries to incentivize the provision of green credit lines could also be used to make such green consumer credits are more affordable and accessible to women.³³

The GCF is also moving ahead with a financing modality that provides national implementing entities with a lump sum of GCF funding, with decision-making on individual projects left to the entity. A US\$ 200 million pilot programme for so-called Enhanced Direct Access (EDA) would, for example, enable the establishment of gender-responsive national small grants facilities, which could include a dedicated amount reserved for the implementation of small scale mitigation and adaptation projects at the community level by women's organizations as well as support the development of innovative climate actions pioneered by women building on women's knowledge and expertise. Under the GCF's EDA pilot programme, local women's organizations and national women leaders should be included in the national decision-making body for EDA-pilot countries and thus be involved in the national governance that would determine the use of GCF funds under this approach.³⁴

³³ *Ibid.*

³⁴ *Ibid.*

III. Recommendations

A. Promoting gender equality and the empowerment of women in climate policy and action

1. Recommendations addressed to Parties to the UNFCCC and the UN system, including UNFCCC secretariat, as applicable

- 1.1 Ensure that the Paris climate agreement, to be adopted in December 2015 at COP21, has gender equality and the empowerment of women and the protection of human rights visibly reflected in all elements of the agreement including in the preambular and all operative sections (including mitigation, adaptation, loss and damage, financing, technology and capacity building); also ensure that all future agreements and decisions of Parties, and related activities of the UN system further contribute to and expand the global normative framework for gender equality and the empowerment of women.
- 1.2 Ensure that loss and damage is clearly and separately articulated in climate agreements and policies and incorporates provisions for remedying violations of women's human rights.
- 1.3 Work to include the 'no harm principle', the 'precautionary principle' and 'polluter pays' in any climate agreement.
- 1.4 Work with and provide support to women's and civil society organizations and feminist groups to conduct and expand research on the impact of climate policies on women's enjoyment of their human rights and develop legal, policy and programme options that promote gender equality, women's human rights, and sustainable development in the context of climate change.
- 1.5 Encourage and provide support to civil society to further elaborate the concept of and implementation strategies for 'energy democracy' from a gender equality perspective and within the context of safe and environmentally, socially and economically sound technologies.
- 1.6 Encourage and provide support to women's and civil society organizations and feminist groups and trade unions to further elaborate the concept of and implementation strategies for 'just transitions' from a gender equality perspective towards just, sustainable and equitable economies that deliver decent work and redistribute the sexual division of labour, within the context of safe and environmentally, socially and economically sound technologies.
- 1.7 Put in place independent, participatory ex-ante and periodic assessments of policies, technologies and financial programmes in regards to their social, environmental and economic impacts from a gender equality perspective.

B. Gender mainstreaming in climate policy and action

1. Recommendations addressed to Parties to the UNFCCC and the UN system, including UNFCCC secretariat, as applicable

- 1.1 Adopt the gender mainstreaming strategy for the context of climate action for promoting the empowerment of women and achieving gender equality and which is relevant in all issues considered by the Parties.
- 1.2 Support the development of a comprehensive approach to effective climate policy, including institutional arrangements within the UNFCCC secretariat as well as across UNFCCC mechanisms that are based on streamlined and coherent guidance on gender mainstreaming and provide the resources required to implement gender mainstreaming guidance.
- 1.3 Request the development of a technical guide for gender mainstreaming in UNFCCC processes and mechanisms in support of Parties' implementation of the gender mainstreaming strategy, building on the experience and expertise available in the UN system, the Convention on Biological Diversity, academia and civil society.
- 1.4 Formalize the establishment of gender expert groups/mechanisms for systematic observation and involvement in UNFCCC processes and mechanisms, and as a source of technical expertise on implementation of Parties' gender-related mandates and decisions.
- 1.5 Encourage and support enhanced partnerships and collaboration on gender-responsive climate action by the UNFCCC secretariat, UN-Women and across the UN system and other stakeholders, including the Women and Gender Constituency, academic institutions, think tanks, international financial bodies, with emphasis on knowledge creation, sharing and learning, capacity building, technical support and monitoring of implementation of Parties' gender-related decisions and gender mainstreaming across programme areas, and provide resources for such partnerships and collaboration.
- 1.6 Encourage the preparation of national gender equality and climate change strategies and action plans, in a collaborative approach that draws on the knowledge of gender equality and climate experts, local women's groups, international organizations and other stakeholders, to enhance the implementation of climate policies.
- 1.7 Support empowerment and capacity-building for women's organizations, feminist groups and local organizations on climate change and women's roles as agents of change, innovators and decision-makers and the impact of climate change on women's human rights.
- 1.8 Use monitoring and reporting of the Convention activities to track progress on gender mainstreaming implementation in its operations.

C. Incorporation of gender considerations in technology-related processes and mechanisms

1. General recommendations to enhance gender considerations in climate technologies addressed to Parties to the UNFCCC and the UN system, including UNFCCC secretariat, as applicable

- 1.1 Directly challenge the myth of 'gender neutrality' of technologies and male predominance in technology sectors and across the technology cycle through engagement, advocacy and knowledge building.
- 1.2 Map and compile experiences and best practices in incorporating gender considerations in climate adaptation and mitigation technologies, including in the development, transfer and deployment of technologies for climate change adaptation and mitigation, across technology sectors and stages, so as to create useful tools for engaging technology actors at the national and global levels in gender mainstreaming.
- 1.3 Map the involvement of gender equality specialists and advocates in climate technologies, including of women's organizations and feminist groups, practitioners and gender equality mechanisms and institutions that promote and advance gender-responsive development, transfer and diffusion of technologies for climate change adaptation and mitigation, at different levels, also with a view to create useful reference tools for networking, alliance building, learning and sharing among stakeholders across the world, and to influence policies at different levels for enhanced gender mainstreaming throughout the technology cycle.
- 1.4 Build movements for gender mainstreaming in climate technologies, across sectors, including around existing experiences in incorporating gender considerations in promoting energy democracy in many developing countries.
- 1.5 Integrate gender-sensitive assessments in the technology cycle, i.e. the development, transfer and deployment of technologies for climate change adaptation and mitigation, so as to ensure that gender-specific impacts of technologies, starting from the design stage to deployment, are understood and can be addressed as needed.
- 1.6 Create channels for supporting gender-sensitive climate technologies with gender-responsive climate financing, especially for small-scale women-led projects requiring micro-financing that are capable for replication and upscaling; take steps to ensure that climate financial mechanisms such as the Green Climate Fund (GCF) provide innovative channels for women-led climate technologies to access funds directly.
- 1.7 Build bridges and facilitate coordination between gender equality advocates and the National Designated Entities (NDEs) of the Technology Mechanism and the National Designated Authorities (NDA) of the Financial Mechanism so as to match gender-sensitive climate technologies with gender-responsive climate financing.
- 1.8 Strengthen gender-responsive budgeting and investments in gender equality and use such efforts to also step up financing for gender-sensitive climate action.

2. Recommendations addressed to Technology Needs Assessment (TNA) and Technology-related Mechanisms and Processes

Conducting the TNA process: National TNA teams

- 2.1 Ensure that gender considerations are addressed by the national TNA team. Ensure that national TNA teams work with and involve national gender equality mechanisms such as the ministry in charge of gender issues; ensure that criteria for selection of consultants for the TNA process include gender expertise in technology for adaptation and mitigation, and that consultants contribute to developing domestic capacities on gender and climate technologies within government agencies responsible for the TNA; and foster 'gender equality champions' that influence and support the entire process.
- 2.2 Ensure the participation of women and availability of gender equality expertise in stakeholder consultations. Ensure that women's and civil society organizations that promote and work in various technology sectors at different levels are identified and engaged as stakeholders in the consultations at various stages in the TNA process; allocate adequate funds to ensure meaningful involvement of local women's groups that use and promote gender-sensitive climate technologies, giving special attention to address language barriers in effective participation; and tap into government structures and processes in local consultations in planning, implementation, monitoring and evaluation to make use of and strengthen institutional resources.
- 2.3 Incorporate gender perspectives in TNA reports and technology action plans (TAPs). Ensure that technical and operational guidance to national TNA teams includes gender-specific guidance for analyzing, synthesizing and reporting TNA results; link reported TNA results with existing national gender equality action plans or strategies, to enhance action.

Guiding the TNA process: UN agencies

- 2.4 Integrate gender perspectives in technical, policy and operational guidance on TNA, by UNEP. Update the UNEP handbooks, guidebooks and guidelines provided to national TNA teams by incorporating specific guidance on incorporation of gender considerations in the TNA process so as to standardize the integration of gender perspectives in the TNA process and facilitate subsequent synthesis and analysis; make available case studies, country experiences and methodologies in incorporating gender perspectives in such updated guiding materials to facilitate the work of national teams.
- 2.5 Incorporate gender perspectives in the ClimateTechWiki and CTCN Portal. Expand the online databases and knowledge portals on climate technologies as very promising tools for mainstreaming gender perspectives in TNA, TAPs and in the overall technology development and transfer efforts of countries; explore ways for women's groups and civil society organizations to contribute resources to these portals,

- including on adaptation and mitigation technologies at the national and local levels, and also include country experiences and case studies.
- 2.6 Incorporate gender perspectives in TNA Synthesis Reports, by UNFCCC Secretariat in cooperation with UNEP. Ensure that the Synthesis Reports of TNAs prepared by the UNFCCC secretariat in cooperation with UNEP incorporates gender perspectives, based on the national TNA; the UNFCCC Secretariat to consider preparing a gender-thematic Synthesis Report to highlight best country practices in incorporation of gender considerations in the TNA process and technology project ideas.

Supporting TNA implementation: CTCN and TEC

- 2.7 Support gender-responsive climate technologies for adaptation and mitigation resulting from the TNA process. CTCN to ensure that its gender expert operationalizes the general guidance provided by the CTCN Advisory Board of “promoting gender equality” as a prioritization criterion in screening requests for technical assistance by developing countries; and also ensures the incorporation of gender considerations in all aspects of the operations of the CTCN, with clear indicators and targets.
- 2.8 Capacity-building to support incorporation of gender considerations in the TNA process. CTCN to build the capacity of its Technology Managers and staff on gender issues across technology sectors and tap into the expertise of women’s organizations that are directly involved in promoting gender equality in climate technologies at the local levels; extend such capacity-building to the members of the CTCN consortium and network members, and to NDEs who receive training in regional forums; include gender perspectives in CTCN webinars on different technology sectors and issues, in addition to a thematic webinar on gender and technology.
- 2.9 Develop gender equality capacities of NDEs. CTCN to provide explicit guidance to the NDEs on building their gender equality capacities and enabling them to screen, from a gender perspective, and decide on the national requests for technical assistance to be submitted to the CTCN.
- 2.10 Reach out to organizations promoting gender equality. CTCN to reach out to women’s and civil society organizations that promote gender equality and women’s empowerment in the technology sphere to encourage them to join the Network; and encourage local groups to join CTCNs Network with targeted information on the benefits they can obtain from membership.
- 2.11 Increase attention to gender issues in the work of the TEC. CTCN’s Technology Executive Committee to increase attention to gender issues in policy discussions on climate technologies at the global level and in providing guidance to countries through the Technology Briefs and in Technology Experts Meetings (TEMs).

D. Incorporation of gender considerations in climate finance

1. Overarching recommendations addressed to multiple audiences

- 1.1 Reinforce the understanding and articulation of gender equality as driver for transformational change in climate change policies and the implementation of climate finance.
- 1.2 Adequately resource local, national, regional and global women's rights institutions and organizations to advance human rights commitments and promote gender equality and women's empowerment, including through their engagement with relevant climate finance actors and mechanisms.
- 1.3 Provide for targeted capacity development and empowerment of women, including at local level, to support and encourage them to bring their voice, their needs, their potential, perspectives and priorities in regard to climate technologies, finance, and policies into relevant climate finance processes and to climate funds and related national-decision-making processes.
- 1.4 Raise awareness and knowledge among women's groups at the national level on climate financial/fund opportunities, and identify/support national outreach and knowledge sharing efforts to make this happen.
- 1.5 Increase the accessibility of climate finance mechanisms for local women's groups and feminist groups/movements by exploring options for financial intermediation as a bridging mechanism to break down larger fund project allocations that would allow funding to be channeled to women's groups / intermediary at the country and sub-national level.
- 1.6 Dedicate and/or set-up special windows and programmes for women and women's organizations and attract complementary financial resources for investment in gender-responsive climate actions to broaden access to climate finance instruments.
- 1.7 Ensure meaningful participation of civil society groups including women's and feminist advocacy organizations and promote women's leadership at all levels, in particular by providing adequate resources to make such a wider stakeholder representation possible.
- 1.8 Explore innovative incentives/mechanisms to create and support implementation partnerships between fund-accredited implementing agencies, local civil society organizations and women's organizations, where the latter can act as executing entities for concrete climate actions at the community and grassroots level.
- 1.9 Establish third party, including participatory ex-ante and periodic post-implementation assessments of policies, technologies and financial programmes for their social, environmental and economic impacts, with a special focus on their impacts on human rights and gender equality.

2. Recommendations to climate finance mechanisms' operational and programming processes and procedures

- 2.1 Decouple gender equality mainstreaming in project management cycles from social safeguard policies/issues by moving the understanding of a gender dimension of climate projects beyond “do no harm” risk management approaches and instead proactively promote gender analysis that demonstrates examination of both the status of and opportunities for women’s empowerment and leadership in coherent integrated responses at institutional and policy levels and in implementation practice.
- 2.2 Provide and track additional financial resources and capacity development support for gender mainstreaming efforts and processes of fund secretariats.
- 2.3 Effectively utilize national and regional engagement, capacity development and outreach mechanisms provided by existing climate funds to raise awareness, knowledge and commitment to gender equality and women’s empowerment in relation to climate mitigation and adaptation.
- 2.4 Strengthen institutional accountability and transparency systems for gender equality and climate results and impacts, holding both funds and their implementing agencies to account for gender equality impacts of the projects they are implementing.
- 2.5 Move beyond keyword analysis of programme/project portfolios and deepen the understanding, evidence and knowledge management on gender equality, climate and environmental sustainability by reinforcing in-depth analysis within funds of project approaches and portfolio impacts in terms of gender equality, and sharing information among country counterparts, implementing agencies and financial mechanisms.
- 2.6 Provide adequate resources to make a meaningful and comprehensive stakeholder representation possible throughout the project/programme cycle, from the design and decision-making to implementation and monitoring and evaluation, including through participatory monitoring approaches that include local women’s groups prominently and early.
- 2.7 Provide for greater collaboration and transparency among financial mechanisms around gender mainstreaming processes and procedures as a way to leverage opportunities for knowledge sharing and learning, leadership and messaging, as well as for coordinating and streamlining gender mainstreaming guidelines.
- 2.8 Consider the move to more harmonized frameworks for reporting on results and measuring gender equality impacts and trends in climate finance, for example by utilizing collaborative platforms (such as the GEF Gender Partnership) to serve as knowledge broker and to ensure meaningful and effective coordination and implementation of gender-responsive programming.
- 2.9 Encourage gender expertise from donor agencies and recipient countries (including from national gender equality mechanisms) to be part of the processes linked to the climate funding streams of those agencies.

3. Recommendations for improving the gender-responsiveness of GCF projects and programmes through addressing various GCF work areas and all GCF implementing partners

To GCF Management/Executive Director

3.1 Build the capacity of GCF staff to provide oversight and technical assistance, including to GCF accredited entities on the integration of gender considerations in all stages of programme/project preparations and implementation and strive to recruit GCF staff with combined technical expertise and social and gender competencies.

To GCF Board and Management

3.2 Include gender competency as part of the expertise that panel members of specialized GCF expert panels, such as the Accreditation Committee and the independent Technical Advisory Panel provide, in addition to efforts for gender balance and diversity of backgrounds and regions in order to ensure an adequate review of the gender equality capacity and expertise of applicant entities applying for GCF accreditation and of the integration of gender considerations in project proposals submitted by GCF accredited entities.

To GCF Secretariat

3.3 Reference a mandatory inclusion of gender indicators for each individual project/programme in GCF project implementation guidelines and demand that project applicants elaborate in cases of non-consideration why they consider gender issues not relevant for a specific project/programme performance measurement.

3.4 Develop toolkits and guidance documents to help project proponents and implementers with the use of the mandatory social and gender assessment at the onset of project development and to guide their integration of gender considerations into project proposals from the earliest conceptualization to the full funding proposal stages, including by encouraging them to develop project-level gender action plans.

To the GCF Board and Secretariat

3.5 In the GCF's initial monitoring and accountability framework for GCF accredited entities, establish a transparent system of sanctions and corrective actions for non-compliance with the gender policy, with swift and immediate actions in cases where human rights and women's rights violations are suspected or occurring.

3.6 In the fund's initial monitoring and accountability framework, complement annual self-reporting on compliance by GCF accredited entities with GCF safeguards, standards and key policies, including its gender policy, with ad-hoc checks by the

- Secretariat and independently verified information from third-party evaluators and affected communities and population groups, including women.
- 3.7 In operationalizing the initial monitoring and accountability framework, establish a GCF early warning system for non-compliance of accredited entities through participatory monitoring and evaluation approaches as an ongoing process involving local women's groups as a way to strengthen their capacity for project oversight and data collection and as a precursor for their ability to execute future community-based projects directly, for example as part of small grants provision under enhanced direct access modalities.
 - 3.8 Make the consideration of project-specific gender issues a key criterion in the selection of the 10 pilots under the GCF's Enhanced Direct Access Pilot Approach and include gender-responsive small grants facilities under the selected pilot proposals to provide lessons learned for their widespread replication after the Enhanced Direct Access Pilot Approach has ended.
 - 3.9 Ensure that the terms of reference for a request for proposals for the GCF micro, small and medium-sized enterprises (MSMEs) Pilot Programme incorporate provisions on the need to engage and support women entrepreneurs in the MSME sector.
 - 3.10 Mandate the development of small grants or credit lines of smaller, long-term "patient" credits at low concessional interest rates for women MSM entrepreneurs under the GCF MSME Pilot Programme, including by stipulating that GCF accredited financial intermediary local banks pass on the concessional nature of GCF funding received to local bank customers, including women customers and by using GCF concessional finance to local commercial banks in form of subsidies or risk guarantees to buy down the interest rates those banks charge local women entrepreneurs.
 - 3.11 Mandate the provision of financial incentives or a preferential financial mechanism for the use of climate-relevant technologies by women in communities and women-owned businesses in developing countries and ensure that concessional financing provided by the GCF to financial intermediaries (e.g., commercial bank operating in a developing country) is passed on to women bank customers with the same concessional nature (e.g., low interest rates and long maturity, risk guarantees and equity investments) to make such credit more affordable and accessible to women.

To the GCF Board

- 3.12 Strengthen pro-active information disclosure of the current interim disclosure policy in a upcoming policy provision so that the need for formal information requests (reactive disclosure) as well as disclosure exceptions are kept to a minimum and the public interest generally overrides other proprietary and third party concerns.

To GCF Board and Secretariat Technical Staff/M&E Specialist

- 3.13 Ensure that performance measurement in the GCF takes a human rights-based approach by focusing on women and men as rights holders first and takes into consideration the gendered dimensions of the care and informal economy.
- 3.14 Ensure that the GCF results management framework goes beyond the quantification of gender outcomes by not focusing only on the sex-disaggregation of beneficiaries in project/programme data, but also on addressing qualitative changes in support of gender equality as a result of GCF funded actions.

To GCF Board Appointment Committee

- 3.15 Consider the gender expertise of applicants to head the Fund's three accountability units, the Independent Evaluation Unit (IEU), the Independent Integrity Unit (IIU) and the Independent Redress Mechanism (IRM), as an important decision criterion in their selection.

To the incoming heads of the GCF IEU and GCF IRM

- 3.16 In developing the work programme of the new Independent Evaluation Unit (IEU), place an early evaluation focus on the gender-responsiveness of GCF projects/programmes and their implementation as a key opportunity to improve the gender-related learning process of the Fund and its partners.
- 3.17 In setting up the new Independent Redress Mechanism (IRM), consider the accessibility of the mechanism for affected women in recipient countries as a central component of its operation modalities, including by accommodating non-written testimony in local languages.

To GCF Secretariat Country Programming Division

- 3.18 Strengthen the capacity of national, sub-national and regional entities applying for GCF accreditation to fulfill accreditation requirements, including their ability to comply with the GCF gender policy, through targeted measures as part of readiness and preparatory support.
- 3.19 Work with national designated authorities (NDAs) and focal points to strengthen their capacity to consider gender issues and encourage them to support the application of national/local women's organizations with capacities to implement gender-responsive climate actions locally for accreditation with the GCF, including through NDA readiness support requests for that purpose.
- 3.20 Remind countries requesting readiness and preparatory support when negotiating and finalizing grant agreements for readiness and preparatory support to include activities that promote the gender-related mandates of the Fund in their country's readiness and preparatory support programme, such as their level of

understanding of and capacity for gender-responsive stakeholder engagement and participatory planning.

To GCF-accredited implementing entities (IEs) and intermediaries

3.21 Engage women's organizations or local women's groups or cooperatives as executing entities (EEs) wherever possible for all or specific parts of a project/programme under implementation.

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ANNEX I: List of Participants

EXPERTS

Linda Adams

Senior Social Development Specialist
Asian Development Bank (ADB)

Mey Ahmed

Climate Change and Gender Advisor
Sudan

Carmen Arias

First Secretary
Ministry of Foreign Affairs, Peru

Sabine Bock

Senior Coordinator Climate Change
Women in Europe for a Common Future
(WECF)

Carmen Capriles

Founder
Reaccion Climatica
Bolivia

Elenita Dano

Asia Director
Action Group on Erosion, Technology
and Concentration (ETC Group)

Rajib Ghosal

Gender Focal Point
Green Climate Fund (GCF)

Vladimir Hecl

Programme Officer
United Nations Framework Convention
on Climate Change (UNFCCC)

Lorena Aguilar

Global Senior Gender Advisor
International Union for Conservation of Nature
(IUCN)

Queensley Ajuyakpe

Women's Environmental Programme (WEP)
Nigeria

Svati Bhogle

Technology Informatics Design Endeavour
India

Bridget Burns

Advocacy and Communications Director
Women's Environment and Development
Organization (WEDO)

Verania Chao

Gender Focal Point
United Nations Development Programme (UNDP)

Stella Gama

Assistant Director of Forestry
Forestry Department, Malawi

Jeannette Gurung

Director
Women Organizing for Change in Agriculture and
Natural Resource Management (WOCAN)

Farah Kabir

Country Director
Action Aid Bangladesh

Anne Kuriakose

Senior Social Development Specialist
Climate Investment Funds

Karina Larsen

Knowledge & Communications Manager
Climate Technology Centre & Network
(CTCN)

Gilda Monjane

Gender Energy Advisor
Mozambique

Camille Palumbo

Climate Finance Policy Advisor
Ministry of Foreign Affairs, France

Kalyani Raj

All India Women's Conference (AIWC)
India

Liane Schalatek

Associate Director
Heinrich Böll Stiftung North America

Lina Sjaavik

World Meteorological Organisation
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Gabriella Temm Richardson

Consultant
Global Environment Facility (GEF)

Eric Zusman

Senior Policy Researcher
Institute for Global Environmental Studies (IGES)

Kate Lappin

Regional Coordinator
Asia Pacific Forum on Women, Law and
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Raju Laudari

Assistant Director
Alternative Energy Promotion Centre
(AEPC)

Noelene Nabulivou

Executive Committee Member
Development Alternatives with Women for a New
Era (DAWN)

Maria Phiri

Gender and Climate Change Expert
Common Market for Eastern and Southern Africa
(COMESA)

Emilia Reyes

Equidad de Genero
Mexico

Indira Shakya

ENERGIA
Nepal

Rahel Steinbach

Gender Coordinator
United Nations Environment Programme (UNEP)

Mariama Williams

Senior Programme Officer
South Centre

ORGANIZERS

UN Women

Christine Brautigam
New York

Verona Collantes
New York

Allanah Kidd
Fiji

Sharon J. Taylor
New York

Priyanka Teeluck
New York

UN DESA

Kenza Kaouakib-Robinson
New York

UNFCCC Secretariat

Fleur Newman
Bonn

Dechen Tsering
Bonn

ANNEX II: Programme of Work

Wednesday, 14 October 2015 – Day 1

Opening Session

- 9.00 am - 9.15 am** Registration of participants
- 9.15 am - 9.45 am** Welcome and introduction to the EGM
Dechen Tsering, UNFCCC Secretariat; **Kenza Robinson**, UN DESA
- Review of programme of work and working methods
Christine Brautigam, UN Women
- 9.45 am - 10.15 am** Introduction of experts
(Tour de table)
- 10.15 am – 10.45 am** Coffee Break

Session 1: Gender issues across various UNFCCC processes: Discussion of current practices and gender-responsive approaches

- 10.45 am - 11.05 am** **Presentation of Background Paper:** Gender mainstreaming practices in the context of climate responses
Bridget Burns, Women Environment and Development Organization (WEDO)
- 11.05 am - 11.25 am** **Presentation:** Exploring the co-benefits approach to the consideration of gender issues in relevant UNFCCC mechanisms and processes
Eric Zusman, Institute for Global Environment Strategies (IGES)
- 11.25 am – 12.00 pm** Discussant:
Stella Gama, Malawi
Fleur Newman, UNFCCC Secretariat
- 12.00 pm - 1.00 pm** General Discussion
Participants are invited to:
- *Share concrete experiences in integrating gender perspectives in their areas of work; identify good practices and lessons learned in incorporating gender perspectives in UNFCCC processes and mechanisms (e.g., development and implementation of NAPs and NAPAs; formulation of*

national communications and other reports, etc.); identify gaps and challenges faced in implementing gender-related mandates or in gender mainstreaming in the context of climate responses

1.00 pm - 2.00 pm

Lunch Break

Session 2: Gender issues in technology-related mechanisms and processes within the UNFCCC

2.00 pm – 2.20 pm

Presentation of Background Paper: The incorporation of gender perspectives in Technology Needs Assessments (TNAs) and other technology-related processes and mechanisms in the context of the UNFCCC

Elenita Daño, Action Group on Erosion, Technology and Concentration (ETC Group)

2.20 pm – 2.50 pm

Discussants:

Karina Larsen, Climate Technology Centre & Network (CTCN)

Rahel Steinbach, United Nations Environment Programme (UNEP)

Mr. Vladimir Hecl, UNFCCC Secretariat

2.50 pm – 3.20

National perspectives:

Raju Laudari, Alternative Energy Promotion Centre

Svati Bhogle, Technology Informatics Design Endeavor (TIDE)

3.20 pm – 3.40 pm

Coffee Break

3.40 pm – 4.40 pm

General Discussion

Participants are invited to:

- *Share concrete experiences in integrating gender perspectives in technology development and transfer in general; highlight best practices, (e.g., employing gender analysis, stakeholder engagements in identification of technology needs, targeted capacity-building, etc.); identify gaps and challenges in current practice in incorporating gender perspectives in technology development and transfer; provide recommendations for more effectively integrating gender perspectives in TNAs and the work of the CTCN*

4.40 pm – 5.30 pm

Highlights of the day and preparation for Working Groups

Thursday, 15 October 2015 – Day 2

9:00 am – 9.30 pm

Organization of work for Day 2

Session 3: Gender considerations in the Green Climate Fund (GCF) operations and related processes

- 9.30 am – 9.50 am** **Presentation of Background Paper:** From innovative mandate to meaningful implementation: ensuring gender-responsive Green Climate Fund (GCF) projects and programs
Liane Schalatek, Heinrich Böll Stiftung North America
- 9.50 am – 11.00 am** Discussants:
Linda Adams, Asian Development Bank
Anne Kuriakose, Climate Investment Funds
Gabriella Temm, Global Environment Facility
Rajib Ghosal, Green Climate Fund
- 11.00 am – 11.30 am** Coffee Break
- 11.30 am – 12.30 pm** General Discussion
Participants are invited to:
➤ *Share concrete experiences in integrating gender perspectives in climate finance; highlight best practices, (e.g., employing gender analysis, stakeholder engagements, the role of policy and institutions, capacity-building and awareness-raising, etc.); identify gaps and challenges in current practice in incorporating gender perspectives in climate finance; provide recommendations for more effectively integrating gender in climate finance for the GCF Secretariat and Board, National designated authorities and accredited entities, women’s organizations; identify other entry points for integrating gender considerations in climate finance (including in the different stages of project development and implementation)*
- 12.30 pm - 1.30 pm** Lunch

Session 4: Good practices in incorporating gender perspectives in processes and mechanisms mandated by UNFCCC decisions and in their implementation on the ground

- 1.30 pm – 1.45 pm** **Presentation on Climate Change Gender Action Plans (ccGAPS)**
Lorena Aguilar, International Union for the Conservation of Nature (IUCN)
- 1.45 pm – 3.00 pm** National experiences on incorporating gender perspectives in UNFCCC processes and mechanisms (15 minutes per presenter):
Emilia Reyes (Mexico)
Farah Kabir (Bangladesh)
Carmen Arias (Peru)

Mey Ahmed (Sudan)
Camille Palumbo (France)

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| 3.00 pm – 3.15 pm | <u>Coffee Break</u> |
| 3.15 pm – 3.45 pm | Perspectives from UN Women and UNFCCC Secretariat:
Allanah Kidd , UN Women
Rojina Manandhar , UNFCCC Secretariat |
| 3.45 pm – 4.30 pm | General Discussion |
| 4.30 pm – 5.30 pm | Highlights of the day and Preparation for Working Groups |

Friday, 16 October 2015 – Day 3

9.00 am - 9.30 am Organization of work for Day 3

Session 5: Recommendations to facilitate the incorporation of gender perspectives in UNFCCC mechanisms and processes

Experts will work in two working groups:

Working Group 1: Development of TNAs and the implementation of the gender-related mandate of the CTCN;

Working Group 2: Development of programme and project proposals for the GCF and operationalization of other gender-related mandates of the GCF

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|--------------------------|---|
| 9.30 am – 1.00 pm | Working groups
(Note: coffee, tea and water are available for participants) |
| 1.00 pm - 2.00 pm | <u>Lunch</u> |
| 2.00 pm - 3.00 pm | Presentation of Working Group 1 on recommendations (15 minutes)

Discussion |
| 3.00 pm – 3.15 pm | <u>Coffee Break</u> |
| 3.15 pm – 4.15 pm | Presentation of Working Group 2 on recommendations (15 minutes)

Discussion |
| 4.15 pm – 4.45 pm | Summary and way forward |

4.45 pm – 5.00 pm

Closing Remarks: **Christine Brautigam**, UN Women