

Submission from the Mary Robinson Foundation – Climate Justice

29 August 2016

FCCC/SBI/2016/L.16

5. The SBI invited Parties and observer organizations to submit their views on possible elements and guiding principles for continuing and enhancing the work programme, by 29 August 2016, taking into account recommendations and insights resulting from activities already completed under the work programme. It requested the secretariat to compile those submissions into a miscellaneous document.

6. The SBI, recalling decision 18/CP.20, paragraph 15, invited Parties and observer organizations to provide information on progress made in meeting the goals of achieving gender balance and gender-responsive climate policy.

Submission Overview

Recognising the need for continued progress under the UNFCCC on gender and climate change, The Mary Robinson Foundation – Climate Justice proposes that a new gender decision is adopted at COP 22 to ensure that the work carried out under the Lima Work Programme to date is consolidated and built upon. This decision should mandate a continuation of the work on gender and climate change, by way of an extended and expanded work programme on gender that enables the mainstreaming of gender equality across all relevant areas of the global response to climate change. The decision should include the following elements:

1. Create a work stream within the work programme to identify the barriers to achieving the goal of gender balance in the UNFCCC and to propose measures to overcome these barriers
2. Elucidate concrete elements of the work programme that facilitate the development of gender-responsive climate policy to strengthen gender equality and the empowerment of women in climate action
3. Recognise the substantial knowledge and experience women have in dealing with the impacts of climate impacts and finding solutions in all areas of climate action. Parties can value this knowledge by enabling the participation of civil society, indigenous people, local communities and grassroots women in discussions under the Convention
4. Add value to the follow up to the Lima Work Programme on Gender by developing a multiyear Gender and Climate Change Action Plan with the goal of ensuring gender balance and equality, gender-responsive climate policy and women's empowerment in all programmes and actions of the Convention and associated work by the UNFCCC Secretariat, Parties and Observer Organisations. In the annex to this submission are some recommendations on potential structure, elements and guiding principles of the proposed Gender and Climate Change Action Plan.

This submission will firstly address the unique opportunity to advance gender equality in the UNFCCC at COP 22, before addressing each of the recommendations above.

Context

COP 22 provides a timely opportunity to revisit and strengthen key gender considerations under the UNFCCC as Parties begin preparatory work for the implementation of the Paris Agreement. At COP 7 in Marrakech, Parties agreed the first decision on gender and climate change under the UNFCCC, aimed at *improving the participation of women in the representation of Parties in bodies established under the United Nations Framework Convention on Climate Change or the Kyoto Protocol*¹. 11 years later in Doha the COP adopted decision 23/CP.18 which established a goal of gender balance for bodies pursuant

¹ United Nations Framework Convention on Climate Change (2001), Decision 36/CP.7, FCCC/CP/2001/13/Add.4. Available at: <http://bit.ly/2bdMKV6> [Accessed: 17th August 2016]

to the Convention and Party delegations. The decision also mandated a gender and climate change standing item on the agenda of COP sessions and requested the UNFCCC secretariat to maintain and report information on the gender composition of constituted bodies and delegations. Following on from this, at COP 20 in Lima, Parties established the Lima Work Programme (Decision 18/CP.20), a two-year programme for promoting gender balance and achieving gender-responsive climate policy.

This year, as the COP returns to Marrakech, there is a unique opportunity to take concrete steps to build upon this and subsequent commitments of the Parties to gender balance and gender-responsive climate policy. By COP 22, all actions currently mandated under decisions 23/CP.18 and 18/CP.20 will conclude with a review of progress towards the goal of gender balance resulting from 23/CP.18 and a review of the goals of achieving gender balance and gender-responsive climate policy resulting from decision 18/CP.20. A new decision on Gender and Climate Change at COP 22 should continue, and expand upon, the work completed under the Lima Work Programme by mandating a new work programme and laying the foundation for a multi-year Gender and Climate Change Action Plan. This would provide Parties with the opportunity to consolidate existing progress and put in place measures to drive a comprehensive gender-responsive approach to the implementation of the Paris Agreement. The recommendations below pertain to guiding principles and elements of the new work programme that should be included in the decision.

Principles of a new work programme on gender

A new decision on gender and climate change at COP22 should be framed by a set of guiding principles which call on Parties, Observers, the Secretariat and other stakeholders to ensure:

- The respect for and promotion of human rights and gender equality
- Gender balance, and the full and equal participation of women in climate policy-making
- Institutional coherence to bring together gender-mainstreaming efforts across all areas
- Transparency and open access to information

- Recognition of the value of local and traditional knowledge of grassroots women’s groups, and indigenous women and ensure their effective participation in enhancing gender-responsive climate policy
- Dedicated resources for the effective implementation of actions under the new gender decision
- Access to high-quality, gender-disaggregated data and analysis

Elements of a new work programme on gender

The Foundation recommends the inclusion of the following elements to enhance gender balance and gender-responsive climate policy.

1. Achieving Gender Balance

Decision 23/CP.18 aims to increase women’s participation in decision making under the UNFCCC. The annual Gender Composition reports prepared by the UNFCCC secretariat indicate that there has been negligible progress towards achieving gender balance bodies established pursuant to the Convention and the Kyoto Protocol since 2012. Since decision 23/CP.18, 40% of constituted bodies and bureaux have seen the number of female participants decrease, 33% have seen increases and 27% have stayed as they were prior to the decision. Furthermore, a quarter of the bodies include less than 15% women representatives. This is worrying given that the Paris Agreement mandates a number of new institutions where goal of gender balance will also need to be met.

With regards delegations, there has been a 7 percentage point increase (29%-36%) in female delegates in COP delegations between COP 18 and COP 20, but this falls short of the goal of gender balance. Table 1 illustrates progress, or lack thereof, captured in the three gender composition reports to date.

Table 1: Year on year comparison of gender composition

	Average	% of which are women		
		23	26	25
Gender composition of constituted bodies				
Executive Board of the clean development mechanism		20	20	10
Joint Implementation Supervisory Committee		40	40	40
Compliance Committee facilitative branch		11	40	40
Compliance Committee enforcement branch		20	10	10
Least Developed Countries Expert Group		15	15	15
Consultative Group of Experts on National Communications from Parties not included in Annex I to the Convention		52	43	33
Adaptation Fund Board		31	31	28
Technology Executive Committee		11	15	25
Adaptation Committee		20	25	25
Standing Committee on Finance		25	35	35
Advisory Board of the Climate Technology Centre and Network		13	13	6
Interim members of the Executive Committee of the Warsaw International Mechanism for Loss and Damage	NA		30	35
Gender composition of the bureaux*				
Bureau of the COP and the CMP		36	27	27
Bureaux of the SBI and the SBSTA		33	33	33
Bureau of the ADP		33	33	33
* Does not explicitly fall under 23/CP.18				
Gender composition of COPS				
Delegations		29	36	36
Gender composition at intersessional Subsidiary Body meetings				
Delegations		37	38	40



Recommendation 1

Include a work stream on achieving the goal of gender balance established in decision 23/CP.18 in the new decision on gender and climate change to give Parties the opportunity to:

i) identify obstacles to effective participation by women in delegations and bodies under the Convention; and ii) to propose measures to overcome these obstacles and accelerate progress towards the goal of gender balance. Measures could include:

- Training and technical capacity building for female delegates, particularly from Least Developed Countries (LDCs) on negotiation skills
- Targeted resources to support the participation of women on national delegations from developing countries
- Time bound targets for gender balance on boards and bodies of the UNFCCC

- Time bound targets for gender balance in national delegations
- Annual reviews of progress towards gender balance and with mechanisms to enhancing measures to progressively realise the goal.

2. Gender-Responsive Climate Policy

In order to bring about a paradigm shift towards climate resilient development pathways, globally and in individual countries, all climate change mitigation and adaptation actions need to also pursue broader environmental, social, economic and development benefits in a gender-responsive way. Gender-responsive strategies recognise and address the different interests and capacities shown by men and women, as well as pre-existing power relations between them. It is important to assessing and address the implications that any planned climate actions (policies, programmes and projects) have on women and men so that both sexes can benefit equally and so that existing inequalities are not perpetuated. Gender – responsive planning is an important strategy to make adaptation and mitigation projects and programs – irrespective of scale – more effective and to create multiple benefits within and across sectors.

In order to advance gender-responsive policy making, the decision to establish a new work programme should mandate:

- In session workshops that review progress and consider further measures for integrating gender equality in specific processes under the Convention
- Capacity building training and awareness raising for all delegates on issues related to gender equality and climate change
- All bodies under the Convention to include in their reports information on progress made in integrating gender equality in their processes, policies and activities. The decision should also encourage Parties use the reporting mechanisms of the UNFCCC, including National Communications, to report on how they are integrating gender considerations into their climate policies
- Further exploration of avenues to integrate gender-responsiveness into the work of the Technology Mechanism and technology needs assessments in order to enhance their implementation

- The establishment of a formal platform for women delegates to the UNFCCC to meet, network, mentor and enhance collective capacity in order to further gender equality within the process.

Recommendation 2

The new work programme should enhance the negotiator literacy in the gender dimensions of climate action and facilitate the design and implementation of gender-responsive climate responses at a national level. As such, the decision to create the new work programme should include elements that provide the tools and platforms to mainstream gender across all gender relevant areas of work under the Convention, including, but not limited to, capacity-building; climate finance; technology development and transfer; education; adaptation; mitigation; loss and damage; and reporting.

3. Valuing Local Knowledge

The report of the second Lima Work Programme In-Session Workshop² recognises that “giving a voice to grass-roots community leaders in the planning and implementation of climate change policies and programmes helps to ensure that local needs and knowledge are incorporated, thereby increasing the effectiveness of these policies and programmes”.

This reality is evident in the experiences of women around the world dealing with the day to day realities of climate change. Women like Celia Reyes from La Aguada in Chile. As a member of the local neighbourhood organisation Junta de Vecinos La Aguada, Celia has become involved in decision-making processes and the design and implementation of climate action in her community.

Since 2008, the O’Higgins region of Chile has experienced recurrent drought which has rendered many rural livelihoods impossible. This has caused several families from Cecilia’s small community to migrate to towns and villages. Celia is unwilling to leave the land where she was born and wishes to ensure a better quality of life for her two young daughters.

Through her participation in her neighbourhood organisation, she was able to build on her existing skills and knowledge by participating in training on solar energy and rainwater

² United Nations Framework Convention on Climate Change (2016) In-session workshop on gender-responsive climate policy with a focus on adaptation, capacity-building and training for delegates on gender issues - Report by the secretariat, FCCC/SBI/2016/10 [Available at: <http://bit.ly/2aikkbz>]

harvesting. This has enabled her to maximise benefits for her family. The project was developed by the community of La Aguada in consultation with municipal authorities, a local institute for agricultural research and the United Nations Development Programme. Having lived with the realities of the injustices caused by climate change, Celia Reyes has worked with other members of her community to develop solutions that not only increase resilience but also enable access to the benefits of low carbon development³.

Sustainable, people centred responses to climate change are most effective when they take into account the experiences and capabilities of grassroots people living with, and finding solutions, to climate change.

Recommendation 3

The new work programme should include a commitment to enable the participation of civil society, indigenous people, local communities and grassroots women in discussions under the Convention to allow them to share experiences and inform the development of gender-sensitive climate policy.

Parties should create the space for a broad range of actors to directly engage with the development of gender-responsive climate policy. This will facilitate greater recognition of the value of the local knowledge and expertise that the meaningful participation of grassroots communities, and grassroots women in particular, can bring to climate action at all levels.

The new work programme should include a workshop on integrating local knowledge into gender-responsive climate policy, building for example on the experience of its sister Convention on Biological Diversity.

³ Mary Robinson Foundation-Climate Justice (2015) *Women's Participation – An Enabler of Climate Justice*, Dublin Available at: <http://bit.ly/1PaPTFO> [Accessed: 17th August 2016]

4. Development of a Gender and Climate Change Action Plan

“We resolve to unlock the potential of women as drivers of sustainable development, including through... ..the reform of institutions to ensure competence and capacity for gender mainstreaming and the development and adoption of innovative and special approaches to address informal, harmful practices that act as barriers to gender equality”

- 66/288. *The future we want, resolution adopted by the General Assembly on 27 July 2012*

In adopting decisions 23/CP.18 and 18/CP.20, the Parties to the UNFCCC recognised that, unless concerted efforts are taken to integrate women and men fully and equally into efforts to tackle climate change and promote sustainable development, the ultimate objective of the Convention, and indeed development generally, will not be attained. The standing COP agenda item on Gender and Climate Change, coupled with the workshops organised under the Lima Work Programme, have provided space to explore how women’s views and needs can be considered in the implementation of the Convention. This work should be continued through an extended and expanded work programme on gender and climate change to be adopted at COP 22.

However, Parties must acknowledge that there is still much work to be done to fully integrate gender considerations into the global response to climate change. Looking forward to the implementation the Paris Agreement, Parties could now establish a Gender and Climate Change Action Plan that mainstreams gender across all relevant processes under the UNFCCC and enables countries to better develop gender-responsive climate policy at the national level.

The proposed Gender and Climate Change Action Plan could be modelled on the Convention on Biological Diversity’s (CBD) 2015-2020 Gender Plan of Action⁴ which itself is modelled on the UNEP Gender Plan of Action⁵. The CBD Gender Action Plan sets out four strategic objectives:

⁴ Convention on Biological Diversity (2014), COP 12 Decision XII/7, Mainstreaming gender considerations. UNEP/CBD/COP/DEC/XII/7. Available at: <http://bit.ly/2a2o4wb> [Accessed: 17th August 2016]

⁵ United Nations Environmental Programme (2006), Gender Plan of Action. Available at: <http://bit.ly/29YHfvT> [Accessed: 17th August 2016]

- To mainstream a gender perspective into the implementation of the Convention and the associated work of Parties and the Secretariat
- To promote gender equality in achieving the objectives of the Convention
- To demonstrate the benefits of gender mainstreaming in measures towards the objective of the conservation
- To increase the effectiveness of the work under the Convention.

The Gender and Climate Change Action plan could follow the framework of the CBD Gender Action plan which sets substantive activities for both Parties and the Secretariat under four spheres: policy, organisational, delivery and constituency.

- The *Policy Sphere* focuses on developing a policy framework to secure the mandate, political support and resources for gender mainstreaming in implementation of the Convention and work of the Secretariat.
- The *Organisational Sphere* emphasises equality in staffing in the Secretariat, developing gender capacity among staff, and promoting equal opportunity policies.
- The *Delivery Sphere* centres on gender mainstreaming in the implementation of the Convention, as well as on how gender is addressed in the theories, methodologies and applied research that underpin interventions and activities.
- The *Constituency Sphere* goes beyond the CBD Secretariat to involve and mobilize other stakeholders ('constituents') including, but not limited to, UN agencies, international organizations, I/NGOs, academic and scientific institutions, and civil society.

Such a framing for the Gender and Climate Change Action Plan would facilitate a broader consideration of gender concerns than has happened under the UNFCCC to date and would create the enabling conditions for gender-responsive climate policy.

Recommendation 4

Include as an element of the new work programme, a commitment to establish a Gender and Climate Change Action Plan which can be further elaborated over the course of 2017 including through workshops at SB 46 and SB 47 (COP 23). Annex 1 to this submission includes a range of elements that could be included in the proposed Gender and Climate Change Action Plan.

Annex 1: Potential structure, elements and guiding principles of a Gender and Climate Change Action Plan

What follows are suggestions on the shape and content of the Gender and Climate Change Action Plan which may be of help to the process of developing the final Action Plan through consultation between interested Parties and civil society.

1. Purpose of the Gender and Climate Change Action Plan

The Gender and Climate Change Action Plan will promote gender equality under the UNFCCC by assisting Parties to achieve gender balance and develop gender-responsive climate actions.

2. Objectives

- To mainstream gender equality into the work of the Convention, the Kyoto Protocol and the Paris Agreement
- To promote gender equality in achieving the objectives of the Convention, the Kyoto Protocol and the Paris Agreement
- To understand and overcome the barriers to gender balance in Party delegations and bodies established under the Convention, the Kyoto Protocol and the Paris Agreement
- To promote gender-responsive climate policy through demonstrating the benefits of gender mainstreaming to effective climate action
- To ensure the active participation of women in all levels of decision making on climate change
- To raise awareness and build capacity for gender-responsive climate policy at all levels.

3. Guiding Principles

In keeping with the Principles of Climate Justice⁶ the Gender and Climate Change Action Plan should strive to ensure:

⁶ The Principles of Climate Justice are rooted in the frameworks of international and regional human rights law and do not require the breaking of any new ground on the part of those who ought, in the name of climate justice, to be willing to take them on – the Principles are available here: <http://bit.ly/2aN8w4J> [Accessed: 17th August 2016]

- The respect for and promotion of human rights and gender equality
- Gender balance, and the full and equal participation of women in climate policy-making
- Institutional coherence to bring together gender-mainstreaming efforts across all Boards and Bodies of the UNFCCC, all issue areas and with other UN entities
- Transparency and open access to information
- Recognition of the value of local and traditional knowledge of grassroots women's groups, and indigenous women and ensure their effective participation in enhancing gender-responsive climate policy.
- Dedicated resources for the effective implementation of actions under the Gender and Climate Change Action Plan
- Access to high-quality, gender-disaggregated data and analysis

4. Elements

The Gender and Climate Change Action Plan would provide the opportunity to explore how Parties could:

a. Mainstream gender into all climate strategies and plans:

- i. Examine how gender equality could be integrated into NDCs, NAPS, National Communications, climate funds, long term GHG emissions reductions strategies etc.
 - This includes activities such as collecting gender disaggregated data, linking gender policies and climate change policies at national level, integrating learning from local and grassroots climate actions that mainstream gender.

b. Build capacity for gender-responsive climate policy making

- i. Develop and implement training modules for decision makers and negotiators to build their capacity to plan, design and implement gender-responsive climate policy;

This could include documenting and sharing case studies; “listening and learning workshops” to enable decision makers to better value local and indigenous knowledge; developing tool-kits to mainstream gender in climate action.

- ii. Establish a formal platform for women delegates to the UNFCCC to meet, network, mentor and enhance collective capacity in order to further gender equality within the process.

c. Enable the full and effective participation of women at all levels of climate decision making

- i. Monitor and report through National Communications on the participation of men and women in climate decision making at local and national level
- ii. Build capacity to enable the full and effective participation of women in decision making at local and national level, including grassroots women
- iii. Ensure the participation of women in climate related fora / decision making is adequately funded.

Under the Convention, the Gender and Climate Change Action Plan could:

d. Mainstream gender equality in all aspects of the Convention’s work (technology, finance, sustainable development mechanism, adaptation etc.)

- i. Facilitate workshops to build capacity and awareness; including on how to enable the meaningful participation of grassroots women, in order to share examples of best practice and case studies in gender mainstreaming at the local and national level
- ii. Facilitate training for decision makers in developing gender-responsive climate policy
- iii. Facilitate the participation of civil society, indigenous people, local communities and grassroots women in discussion fora under the Convention to allow them to share their experiences in gender mainstreaming.

- e. Progressively realise the goal of gender balance in delegations and bodies under the Convention**
 - i. Identify any obstacles to the achievement of the goal of gender balance & propose measures to accelerate progress towards the goal of gender balance
 - ii. The secretariat continues to monitor and report progress towards targets on gender balance in delegations and bodies annually.

- f. Establish a full time focal point in the secretariat to support gender mainstreaming and enable multi-stakeholder engagement**
 - i. Build partnerships between relevant organisations, institutions and national focal points to enable effective gender-responsive policy development