

UN Women submission

Possible elements and guiding principles for continuing and enhancing the Lima Work Programme on Gender

29 August 2016

Introduction

At its 44th session the Subsidiary Body on Implementation (SBI) invited Parties and observer organizations to submit their views on possible elements and guiding principles for continuing and enhancing the Lima Work Programme on Gender. UN Women's submission is in response to that invitation.

Gender equality, the empowerment of women and girls and their human rights are indispensable for the achievement of sustainable development. The 2030 Agenda for Sustainable Development recognizes gender equality and the empowerment of all women and girls as fundamental for pursuing sustainable development trajectories. The Paris Agreement adopted in December 2015 was historic, with the linkage made to women's agency and leadership in climate action in the Preamble and in the sections on Adaptation and Capacity-building.

Fifteen years after the adoption of the first UNFCCC decision reflecting a gender perspective,¹ Parties to the UNFCCC, through the active engagement and advocacy of other stakeholders, have made steady strides in promoting women's participation and integrating gender perspectives in their decisions within the various thematic areas of their work.²

To name a few of these advances, attention to gender issues is reflected in at least 50 decisions adopted by Parties across a number of the UNFCCC's areas of work.

The two-year Lima Work Programme on Gender (LWPG) has provided a platform for the dedicated consideration of gender issues in mitigation, adaptation, technology development and transfer, capacity-building and training of women delegates. The LWPG has also resulted in the strengthening of partnerships among stakeholders through the facilitative role of the UNFCCC secretariat and its gender team, which, among others, allowed for enhanced collaboration and regular dialogue among UN agencies in collaboration with all partners in the

¹ The UNFCCC adopted in 1992 was gender blind, and the first reference to gender perspective was in Decision 36/CP.7.

² UNFCCC Secretariat (2015) 'Draft compilation of decisions, subsidiary body reports and adopted conclusions related to gender and climate change' (informal document), [GCC/DRC/2015/1](#)

implementation and monitoring of gender-responsive climate policy. One example of this collaboration is the holding of the Expert Group Meeting (EGM) co-hosted by UN Women, UNFCCC and UN DESA, which engaged implementing agencies such as the GCF, GEF, CTCN, UNDP, UNEP, and civil society stakeholders including the Women and Gender Constituency, in drawing up specific recommendations on gender-responsive finance and technology development and transfer, and report on progress in the implementation of the recommendations.

The LWPG also provided a mandate to the UNFCCC secretariat, through its gender focal point, to enhance its work in mainstreaming a gender perspective in the various streams of work of the secretariat and work in a more systematic way with UN agencies and other partners to exploit synergies and implement gender-responsive actions at the global and national levels.

Towards an enhanced work programme on gender

The decision to enhance the Lima Work Programme on Gender to be adopted at COP22 in Marrakesh must build on the successes in implementing the LPWG and at the same respond to the gaps of the previous work programme. Among these gaps include, among others: the ad-hoc and imbalanced consideration of gender issues across the areas of work of the UNFCCC; the absence of a rolling work programme on gender; and the absence of a dedicated funding for the UNFCCC Secretariat to implement the mandated work and to initiate other activities to strengthen attention to gender issues and the support capacity-building activities and women's participation in the UNFCCC process.

Proposed elements for the preamble:

- Underscore the relevance of the adoption of decision 1/CP.21 and the adoption of the Paris Agreement, which included a preambular paragraph stating that Parties should consider gender equality and the empowerment of women when taking action to address climate change;
- Underscore the importance of coherence between gender-responsive climate policies and equal participation of women and men in the UNFCCC process, and the provisions of international instruments such as the Convention on the Elimination of All Forms of Discrimination against Women and the Beijing Declaration and Platform for Action, as was contained in the preambular paragraph 2 of the decision 18/CP.20;
- Reaffirm the 2030 Agenda for Sustainable Development, in particular, paragraph 20 which emphasizes that “gender equality and the empowerment of women and girls will make a crucial contribution to progress across all the Goals and targets”, and that “the systematic mainstreaming of a gender perspective in the implementation of the Agenda is crucial”;
- Recall SDG Goal 13, “Take urgent action to combat climate change and its impacts and target 13.b, “Promote mechanisms for raising capacity for effective climate change-related planning and management in least developed countries and small island developing states,

including focusing on women, youth and local and marginalized communities”;

- Acknowledge the contribution of the Lima Work Programme on Gender and Decision 23/CP.18 on improving women’s participation in broadening the understanding of gender issues and their linkages in the various thematic areas of work of the UNFCCC;
- Underscore the limited progress in achieving the goal of gender balance, in particular the aim of a gradual but significant increase in the participation of women towards achieving this goal, as called for in Decision 23/CP.18;
- Stress that gender-responsive climate policy and the systematic integration of gender issues in the thematic areas of the UNFCCC still requires further strengthening.

Proposed elements for an enhanced work programme on gender

The over-all goal of an enhanced work programme is to have a more **effective mandate to integrate a gender perspective and means of implementation by Parties and all stakeholders at the international, national and local levels**. This requires a continuing or rolling work programme that is reviewed periodically.

Specifically, the work programme on gender must:

- A. Enhance expertise by all stakeholders on gender-responsiveness and of mainstreaming a gender perspective, as well as the application of gender analysis in the relevant thematic areas under the Convention, Kyoto Protocol and the Paris Agreement.** Action areas include:
- Developing a **Plan of Action for gender-responsive climate action**. The plan of action would identify and elaborate action areas addressed to all implementing entities (Parties, UNFCCC Secretariat, UN System entities, IGOs, regional organizations, civil society groups, private sector and foundations, academic community) to mainstream gender considerations into climate policy, operationalize the systematic integration of gender issues in the UNFCCC process and in its various thematic areas, provide for the means of implementation to realize the systematic gender mainstreaming in climate policy and action and improving women’s participation and meaningful engagement in the UNFCCC process, among others. The plan of action would include targets and indicators, timelines and tracking and reporting mechanisms.
 - Mandating the holding of in-session workshops biannually as well as the holding of special workshops to enhance the expertise of the UNFCCC secretariat, Parties and other partners and allow for dialogue on gender concepts and gender mainstreaming, as well as exchange best practices and concerns in the integration of a gender perspective in the work flows and deliverables by Parties including in:

- addressing gender perspectives in formulating nationally determined contributions (NDCs), preparing National Communications, National Adaptation Plans and technology needs assessment, among others;
 - formulating project proposals for consideration by the various climate finance mechanisms (GEF, GCF, Adaptation Fund) and in accessing funds from these funding mechanisms;
 - the Technical Examination Process and the consideration and organization of the TEMS on mitigation and adaptation; and
 - instituting a gender-responsive climate policy.
- Establishing a formal **meeting of women delegates** within the UNFCCC process, with dedicated funding and secretariat support, to serve as a platform for dialogue, strategizing, information exchange, mentorship and networking.

B. Enhance data collection and knowledge of the application of gender-responsive climate policy and gender-responsive tools and methodologies to realize gender-responsive implementation of decisions by the Parties. Actions required include:

- For the UNFCCC Secretariat to maintain and regularly update the UNFCCC Secretariat's **online platform** for sharing information on gender-responsive climate policy;
- For the UNFCCC Secretariat to incorporate and highlight the relevant interlinkages between gender perspectives and climate change **when organizing workshops or preparing technical guidance or documents** in any area under the Convention/Kyoto Protocol/Paris Agreement;
- For Parties and the UNFCCC secretariat to **share information** (e.g., through national communications and other mandated reports) on the integration of gender-responsive climate actions in their national policy and programmes and in the Parties' NDCs. The UNFCCC secretariat, with support from partners and Parties should build the capacities of ministries/government agencies in charge of preparing these reports;
- For Parties and the UNFCCC secretariat to **develop mechanisms to track and assess the integration of gender issues** in the various thematic areas of the UNFCCC, the working methods of the Parties and the operations of the UNFCCC secretariat and constituted bodies;
- For the UNFCCC secretariat to **collect and analyse data on women's participation in the UNFCCC process**, including as members and/or chairs of informal bodies and groups. Data on the composition of constituted bodies should be disaggregated by sex and regional representation;
- For Parties, UN entities, other stakeholders to encourage the **IPCC to strengthen inclusion of gender and climate change experts into the panel and to strengthen its consideration of studies and data sets on the gender** dimension of climate change adaptation and mitigation.

C. Ensure full and equal participation by women in the UNFCCC process and advance the goal of gender balance. Actions required include:

- **Enhancing capacity-building and awareness-raising** for Parties on gender mainstreaming and gender-related mandates through holding preparatory meetings and training for delegates prior to each COP.
- For Parties to allocate **dedicated travel and capacity-building funding** for women delegates with the aim to ensure their full and equal participation in the UNFCCC process and in their sustained capacity-building and training.
- For Parties to put in place criteria for allocation of funds to ensure that women and men equally benefit from the Trust Funds through, for example, ensuring the nomination of women and men on a rotational basis.
- For Parties to adopt **concrete measures, including temporary special measures, to realize the goal of gender balance** in the composition of constituted bodies and in leadership positions such as chairs and facilitators by:
 - Setting incremental **targets** within **specific timeframes** for the participation of women in all formal and informal bodies in the UNFCCC process as well as in all relevant climate finance bodies.
 - An initial target of 30 percent of women for newly formed bodies, increasing to 40 percent after two years of establishment and 50 per cent at the end of the 5th year of the body's establishment. A review must be instituted every five years, mandating constituted bodies to report to the COP. The review is to allow for further consideration of ways and measures to reach the goal of gender balance in the composition of these bodies.
 - Instituting specific measures to afford women leadership positions such as: **co-leadership** represented by one woman and one man; **rotating leadership** where efforts should be made to ensure that a position held by a man should be taken up by a woman at the next term, and vice versa; providing for **alternate chair or facilitator** who is not of the same sex as the chair/facilitator;
 - Committing to gender balance when organizing **panels** and integrate gender issues in panel agendas, when convening in-session workshops and roundtables;
- **To accelerate the realization of gender balance in the composition of national delegations and improved participation of women delegates in the UNFCCC process, national governments could consider** the following:
 - setting an initial **quota of 33%** of women in national delegations to UNFCCC meetings and at COPs. The quota should be increased progressively to 40% and 50% at the second and fifth year of adopting the practice to realize the goal of gender balance;
 - mobilize resources and create partnership opportunities for **technical and skills training and capacity building** for women delegates;
 - support opportunities for **discussions, networking, collaboration** and mentoring among women and men delegates as well as between women and men delegates and representatives from women's organizations, including grassroots, indigenous and other women most affected by climate change impacts in order to enhance gender-responsive climate policy;

- strengthen **local leadership and women's organizations** to cultivate a bottom-up approach to inform policymaking and build capacity of grassroots women to participate at national, regional and international processes.

D. Enhance implementation through increased financial resources, strengthened institutional mechanisms as well as partnerships and coordination to carry out the Work Programme on Gender:

- **Parties should mobilize and allocate adequate and dedicated resources for the UNFCCC secretariat** to be able to carry out its work in advancing gender equality issues in the various thematic areas of work of the UNFCCC;
- The UNFCCC secretariat should **explore how the UN System-wide action Plan on Gender Equality and Women's Empowerment (UN-SWAP)**, which the UNFCCC secretariat reports to, **could be used as a tool for the secretariat** in advancing gender equality issues in its work. Better linkage to UN-SWAP indicators could contribute to:
 - advancing the secretariat's efforts to integrate gender perspectives in its thematic work and in ensuring dedicated financing from the secretariat's regular budget to implement mandated activities including training and capacity-building for women delegates and undertaking a more comprehensive and systematic way of monitoring and reporting of Parties' performance with respect to the goal of gender balance;
 - strengthening the status of the gender focal point in the secretariat.
- UNFCCC secretariat should continue to lead in **convening stakeholders to action and to build on previous successes** such as: i) exploring ways to make use of Gender Day at COPs as a platform for sharing best practices and gathering pledges/commitments to further implementation of gender-responsive climate action; ii) tracking and following-up on the implementation of recommendations of in-session workshops and expert meetings;
- The UNFCCC secretariat is encouraged to undertake an in-depth analysis of the various entry points for mainstreaming a gender perspective in the work areas of the UNFCCC broadly and in particular, in the work programme resulting from the relevant requests contained in Decision 1/CP.21³. The analysis should include proposals on activities to be undertaken, timelines, actors and resource needs.

³ Contained as Annex II in the Reflections note by the President of the twenty-first session of the Conference of the Parties and the incoming President of the twenty-second session of the Conference of the Parties (6 May 2016), and in the UNFCCC document *Programme tracker: work programme resulting from the relevant requests contained in decision 1/CP/21* (July 2016)