

UN Women submission

14 February 2017

“Views on possible elements of the gender action plan”

Introduction

The decision on ‘Gender and climate change’ adopted by Parties at COP 22 requested the Subsidiary Body for Implementation “to develop a gender action plan in order to support the implementation of gender-related decisions and mandates under the UNFCCC process, which may include priority areas, key activities and indicators, timelines for implementation, the responsible and key actors and indicative resource requirements for each activity, and further elaborate its process of review and monitoring” (paragraph 27).¹ The same decision invited Parties and observers to submit their views on possible elements of the gender action plan (GAP) to be developed during an in-session workshop at the 46th session of the Subsidiary Body for Implementation (SBI) in Bonn in May 2017. UN Women’s submission is in response to that invitation.

Elements of the gender action plan (GAP)

- **In terms of format, the GAP for the UNFCCC process, could be informed by the structure of the two-year initial work programme of the Warsaw International Mechanism (WIM) for Loss and Damage.** The format of the WIM’s two-year work programme captures some of the guidance provided by the COP 22 decision on gender and climate change. In particular, it identifies action areas, and for each action area, it lists specific activities with indicative timelines for implementation and the expected outcomes for each activity. The COP 22 decision on gender and climate change enhances the WIM format with the added task of adding responsible and key actors, the indicative resource requirements for each activity and the need to further elaborate the process of review and monitoring.

- **Proposed Priority areas for the UNFCCC GAP**

Organizing the GAP under headings that are action-oriented provides room for identifying a broader set of activities that would contribute to the realization of the priority areas.

¹http://unfccc.int/files/gender_and_climate_change/application/pdf/auv_cop22_i15_gender_and_climate_change_rev.pdf. Unless otherwise indicated, all paragraph numbers refer to this decision.

Parties, observers, the UNFCCC secretariat, UN Women and other UN entities, financial mechanisms of the Convention, women's organizations and other stakeholders will all benefit from a better understanding of the interlinkages of gender equality and women's participation with respect to the various streams of work / thematic areas of work of the UNFCCC.

In the last two years, guided by the Lima Work Programme on Gender, a more in-depth and extensive consideration of a gender perspective and the strategy of gender mainstreaming in adaptation, mitigation, technology, finance and capacity-building, proved very useful for the following reasons:

- i) It allowed the sharing of knowledge and experience from a broad range of stakeholders on how gender considerations are integrated into the thematic work areas of the UNFCCC. This wealth of information now forms part of a documented body of knowledge² which is available to all for future use.
- ii) Parties and stakeholders have become more vocal and "comfortable" in discussing gender equality and women's participation in the broader context of the UNFCCC. Parties and stakeholders have become more ambitious and creative in terms of their advocacy and other activities. For example, an informal grouping of Parties who are "friends of gender equality" meet, as required, to share information and brainstorm on strategies and actions to advance gender issues in the UNFCCC process. The UNFCCC secretariat, together with implementing entities – UN entities, financial mechanisms of the UNFCCC process, other international organizations and women's organizations - have been working very closely together including in holding stakeholder consultations and dialogues and expert group meetings, organizing events promoting gender equality issues (e.g., Gender Day, Momentum for Change events at COPs), preparing for mandated in-session workshops, preparing submissions, etc. These partnerships and dialogues have supported the work of these implementing entities in integrating a gender perspective, for example, in the development of toolkits and guidelines, or in ensuring that their climate change projects are gender-responsive.
- iii) Enhancing knowledge and understanding of gender issues in the context of the thematic work areas of the UNFCCC has also allowed a broader consideration of the aspects of work of the Parties where a gender perspective could be applied. For example, in the COP 22 decision on gender and climate change, there was a call for Parties to integrate a gender perspective in the organization of technical expert meetings on mitigation and adaptation and in the development and implementation of technology needs assessments (TNAs).

The priority areas identified below are proposed based on a review of the more than 60 decisions adopted by Parties to the UNFCCC so far with gender-specific mandates.

² The UNFCCC secretariat's webpage on gender and climate change is one repository of these information. The same webpage also provides links to other websites which provide more information.

Priority Area 1: Enhance understanding and expertise by all stakeholders on gender mainstreaming and the integration of a gender perspective, and the application of such understanding and expertise, in the thematic areas under the Convention, Kyoto Protocol and the Paris Agreement.

Activities that could be undertaken under this priority area include:

- **Holding of in-session workshops** on gender terminology and gender mainstreaming in the various work streams of the UNFCCC and the Paris agreement;
- **Organizing meetings with chairs and/or selected members of constituent bodies** and committees to dialogue on their work and identify entry points for incorporating a gender perspective and improving women's participation;
- **Holding of expert group meetings** to ensure a dedicated consideration of a gender perspective and the strategy of gender mainstreaming in a selected thematic area prioritized for consideration. For example, in 2015, UN Women, with partners, organized an expert group meeting aimed at drawing up concrete recommendations on the operationalization of gender mainstreaming in the work of the Green Climate Fund and in the development of a gender-responsive technology needs assessment. Concrete recommendations are useful as they identify specific actions directed to specific stakeholders/group of stakeholders;
- **Organizing regular meetings among the group of friends of gender equality**, which would be extended to broader stakeholders beyond Parties and the UNFCCC secretariat;
- 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.

Priority Area 2. Enhance data collection and knowledge of the application of gender-responsive tools and methodologies to realize gender-responsive implementation of decisions by the Parties.

Data and knowledge strengthens the substantive bases for the integration of a gender perspective in the UNFCCC process and guides Parties as well as stakeholders' implementation of decisions adopted by the UNFCCC in a gender-responsive manner.

Activities that could be undertaken under this priority area include:

- Maintaining and regularly updating the UNFCCC Secretariat's **online platform** for sharing information on gender-responsive climate policy;

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)

- **Developing a set of gender indicators** to serve as a guide for Parties and stakeholders in developing required contributions to the UNFCCC process, for example, the NDCs, national communications (NCs), NAPAs, NAMAs, TNAs, among others;
- **Sharing information** in mandated reports and other contributions to the UNFCCC process (e.g., NDCs, national communications, NAPAs, TNAs) on matters relating to gender-responsive climate actions, policies and programmes. The UNFCCC secretariat, with support from partners and Parties, should build the capacities of ministries/government agencies in charge of preparing these reports;
- **Developing 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;
- **Collecting and analysing data on women’s participation in the UNFCCC process**, including as members and/or chairs of formal and informal bodies and groups. Data on the composition of constituted bodies should be disaggregated by sex and regional representation and made available to all stakeholders.

Priority Area 3. Ensure the full and equal participation of women in the UNFCCC process and the realization of the goal of gender balance.

Activities that could be undertaken under this priority area 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;
- Mandating the holding of an in-session workshop to exchange views, best practices and challenges in realizing the goal of gender balance in the UNFCCC process;
- Allocating **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;
- Adopting **concrete measures, including temporary special measures setting incremental targets for the proportion of women in bodies, to realize the goal of gender balance** in the composition of constituted bodies and in leadership positions such as chairs and facilitators;
- Using participatory approaches from the outset to include grassroots women’s participation and integrate indigenous and traditional knowledge, including through **multi-stakeholder dialogues and knowledge exchange platforms.**

Priority Area 4: Ensure targeted and dedicated financial resources, strengthened institutional mechanisms as well as partnerships and coordination to implement the GAP.

Activities that could be undertaken under this priority area include:

- **Elaborating on the outputs and results expected to assess progress in gender mainstreaming in the work of climate finance mechanisms.** The COP 22 decision on gender and climate change mandates the Financial Mechanism and its operating entities to include in their respective annual reports to the COP information on the integration of gender considerations in all aspects of their work;
- Holding **discussions** among Parties, implementing entities and other partners **on ways to dedicate resources and other in-kind contributions** (or matching contributions) to ensure the implementation of gender-responsive climate change activities, including the preparation of NDCs, TNAs, NAPAs, NCs, among others, as well as dedicating targeted and adequate resources to support the participation of women delegates, particularly from developing and least developed countries;
- Holding discussions among **Parties on the mobilization and allocation of adequate and dedicated resources for the UNFCCC secretariat** to enable the secretariat to carry out its work in advancing gender mainstreaming in the various thematic areas of work of the UNFCCC;
- **Exploring 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.
- Discussing platforms, and other **options for a continuous dialogue/sharing of information** on activities contributing to the implementation of the GAP and the systematic integration of a gender perspective in the UNFCCC process.

Priority Area 5: Develop a coherent system of monitoring and reporting, and of tracking progress on the implementation of the gender-specific mandates of decisions adopted by Parties and of the gender action plan.

Activities that could be undertaken under this priority area include:

- Ensuring that decisions provide for the process of reporting and if appropriate, **regular reviews of implementation of the gender-specific mandates** in decisions of Parties;

- **Reviewing progress in the integration of a gender perspective** across all thematic areas under the UNFCCC process, including by drawing upon information gathered from national reports on climate policies;
 - Tracking decisions with gender-specific mandates and **sending reminders on a regular basis to Parties** and relevant stakeholders and implementing entities on required actions or reporting requirements.
- **In addition to developing the GAP, Parties to the UNFCCC should also consider framing a gender policy and a gender mainstreaming strategy for the UNFCCC process.**

The Green Climate Fund’s experience is worth reviewing. In requesting the development of the gender policy and action plan, the GCF Board also issued a parallel mandate stipulating an explicit gender mainstreaming approach, which proved critical to ensuring the systematic integration of gender considerations in GCF policy documents and operational modalities.⁴ With the more than 60 decisions with gender-related mandates adopted by Parties to the UNFCCC thus far, and the overall normative framework of the Paris Agreement which acknowledged that gender equality and the empowerment of women are crucial to climate action, it is but apt for the **Parties** to consider framing a gender policy and a gender mainstreaming strategy for the UNFCCC process, alongside the development of its gender action plan.

- **UN Women believes that the GAP’s implementation could be better ensured if the governance of the GAP is clarified. For example, the WIM had an Executive Committee that was in charge of the implementation and reviewing the implementation of the WIM work programme.** Parties should consider various options of governance, including having an Executive Committee.

ORGANIZATION OF THE IN-SESSION WORKSHOP (scheduled to be held during SBI 46 in May 2017)

Duration: Two-day three-hour sessions during the first week of the SBI

Format of the sessions:

- On the **first day, a three-hour session** could allow for a general discussion of different examples of GAPs to allow participants to get an overview of the substance and format of existing GAPs. The GCF and the CBD examples could be worth highlighting. **UN Women** could present, based on a review of a sample of GAPs, key features of GAPs and examples of format.

⁴ https://us.boell.org/sites/default/files/gcf-genderintegration-hbs_egm.pdf

UNFCCC secretariat could be requested to prepare a summary of the submissions by Parties and observers on the elements of a gender action plan, highlighting key features identified as well as format. **UNFCCC secretariat** could also be requested to **prepare a document “clustering” decisions with gender-related mandates** according to themes. **Parties and other stakeholders** could be asked to present **outcomes of consultations / meetings they have had** on the UNFCCC GAP;

- On the **second day, a three-hour session** could be devoted to **focused discussions in working groups** based on the outcome of the first day workshop. Topics of discussion on the second day will depend on the outcome of the first day discussions. **UN Women suggests a focused discussion on priority areas** (which could be based on a review of decisions with gender-related mandates), **key activities for each priority area**, timeline for implementation and responsible actors for implementation, as well as **“governance” or monitoring and accountability mechanisms**.

The **outcome** of the two-day workshop could be **a summary of the discussions and a clear indication/mandate on the next steps** including:

- invitation to hold additional consultative meetings; invitation for additional written inputs / submissions; invitation for the UNFCCC secretariat and/or other implementing entities to prepare specific study/research to support the Parties’ consideration of the UNFCCC’s GAP;
- identification of expected deliverables or contribution from Parties (with timeline) in preparation for COP 23 to facilitate the adoption of the GAP as mandated by the COP 22 decision on gender and climate change.

For additional information, you may contact:

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