



# Women's Environment & Development Organization

*Submission on information, views and proposals from the Women's Environment and Development (WEDO)<sup>1</sup> on matters related to the work of the ADP, including, inter alia, mitigation, adaptation, finance, technology, development and transfer, capacity-building, and transparency of action and support, addressing aspects such as those indicated in paragraph 13 (a)-(d) of the ADP conclusions.*

WEDO welcomes the opportunity provided to accredited observers organizations to submit their views on ADP work stream 1 related to the 2015 legally binding agreement. WEDO believes that the issues raised in the paragraph 13 (a) –(d) of the Doha ADP conclusions are of great interest and need to be addressed by Parties in a practical manner to advance the negotiations. In this document WEDO presents some initial views and looks forward to further opportunities to have inputs into the ADP process through submissions, participation in the ADP roundtables and stakeholder roundtables with the co-chairs of the ADP and Parties.

*(a) Application of the principles of the Convention to the ADP;*

The principles of the Convention reflect issues concerning equity, common but differentiated responsibilities, recognition of the disproportionately burdened and particularly vulnerable, the precautionary principle and the right to sustainable development. While these principles were written to reflect justice among and between Parties, during the past several years, the decisions of the Convention have also recognized that such principles apply not only to Parties but also to populations within and across Party lines.

The 2015 legal agreement should build on the progress recently achieved under the Convention, which has: *recognized the need to engage a broad range of stakeholders at the global, regional national and local levels, be they government, including subnational and local government, private business or civil society, including youth and persons with disability, and that gender equality and the effective participation of women and indigenous peoples are important for effective action on all aspects of climate change.* This statement that Parties agreed to recognizes the diversity among stakeholders in the climate change debate as well as the need to resolve differentiations, particularly gendered differentiations, for effective action on climate change.

*(b) Building on the experiences and lessons learned from other processes under the Convention and from other multilateral processes, as appropriate;*

Of the three Rio Conventions, the UNFCCC remains unique as it has not yet initiated a process to address gender equality in a comprehensive manner. Concrete frameworks for gender equality have been established both under the Convention on Biodiversity and under the United Nations Convention to Combat Desertification, which have respectively developed a Gender Plan of Action in 2008 at its COP 9 and an Advocacy Policy Framework on Gender in 2011 at its COP 10. By creating these frameworks both of these sustainable development Conventions have recognized that gender equality is central to the achievements of the Conventions' goals.

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It is important for the UNFCCC to establish a similar framework, and that the negotiation of the future regime provides an opportunity to do so. Indeed, all of the themes that are now a part of ADP work stream 1, including mitigation, adaptation, finance, technology development and transfer, capacity-building, and transparency of action and support have a gender equality component. Building on recent progress under the Convention and on the great interests from Parties to ensure gender equality is addressed under the Convention, the ADP should consider a way of addressing socio-economic issues, such as gender equality and women's rights as pre-requisites of sustainable development that would be enablers of effective actions to comprehensively address climate change mitigation and adaptation. Learning from past experiences of the UNFCCC and the experience of other sustainable development Conventions, the ADP may consider concrete steps, including an accountability mechanism, in the new agreement to ensure that the diversity of needs, preferences and contributions of those rendered most vulnerable or marginalized are included and addressed in all action on climate change mitigation and adaptation.

## *(c) The scope, structure and design of the 2015 agreement;*

When considering the scope, structure and design of the 2015 agreement the ADP could consider the lessons learned from the only other agreement under the Convention, the Kyoto Protocol. The scope of the KP was reflective of its time but is not adequate to address the challenges of today; considering the new science and developments over the past 20 years, Parties must take deeper measures to mitigate emissions as well as an equivalent amount of measures to adapt to climate change.

The scope of KP was more focused on emissions reductions, but even with this focus, the reductions committed to by Parties were not adequate to keep emissions from preventing a temperature rise below 2 degrees C, which was thought to be the threshold to prevent irreversible climate change. Now, as climate change impacts become more serious and are happening faster than previously predicted, new findings indicate that emissions reductions must not allow an average global temperature rise above 1.5 degrees C. To keep emissions reductions in line with the science requires accountability (measurement, reporting and verification) of the necessary commitments from the highest emitters as well as the finance, technology and capacity building needed for developing countries to develop through a low-carbon pathway. All actions to combat emissions reductions should take into account environmental and socioeconomic impacts, including gender equality.

The KP was agreed at a time when many impacts from climate change were not foreseen as they are now. However, over the past 20 years there has been an increased understanding of climate change impacts and the tools needed to adapt to them as well as some elements that go beyond adaptation, which are being discussed in the loss and damage work programme. It is important that the ADP gives much higher consideration to adaptation than the previous regime did. The KP has created a synergistic model where mitigation actions implemented in developing countries provides certified emissions reduction (CER) credits for developed countries that have a 2% levies, which goes to an adaptation fund. Given the lack of funding to adaptation, regardless of the mechanism decided, a synergistic model that benefits both low-carbon development pathways and adaptation activities could be considered.

For this reason, adaptation should be given a significantly higher value in the new agreement than it was given previously; a value equivalent to that of mitigation. While an adaptation framework has been



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established since 2009, the ADP agreement should aim to consolidate and continue to support and to enhance adaptation actions as well as international cooperation on adaptation issues.

The scope must be broad and comprehensive, learning from the 20 years of experience in the Convention and the many agreements that have been set in place to realize the objectives of the principles of the Convention. Therefore, a strong socioeconomic framework of the ADP will enable the ADP agreement to boldly, effectively and concretely handle the scope needed for an ambitious international climate change policy.

#### *(d) Ways of defining and reflecting enhanced action*

The ADP can define and reflect enhanced action through a transformative way of approaching climate change. A transformative approach can happen when Parties focus on what an international climate change agreement will impact the most. Ensuring that this agreement prioritizes the differentiated needs of Parties' diverse constituencies will ensure that the policies being made are the most inclusive, impactful and effective of and for those constituencies.

Enhanced action on climate change recognizes that the implementation of policies requires the development of a comprehensive process that focuses both on transformative actions and on enabling conditions to ensure that the implementation occurs sustainably and is supported by a diverse set of stakeholders. The ADP should provide guidance on how to develop this comprehensive process in order to guarantee the success of the enhanced actions on climate change.

Experiences from several countries where gender-sensitive climate change policies have been implemented suggest that country-specific implementation cannot easily occur if certain enabling conditions are not in place on the ground. WEDO has identified three main enabling conditions for the implementation of gender sensitive policies and the establishment of a transformative agenda. The three enabling conditions needed are: 1) strong women's networks (grassroots and professional); 2) gender sensitive policies and political will; 3) technical capacity and knowledge among government and key stakeholders. This "triple yes" framework<sup>2</sup> can be considered an initial step to assess enabling conditions for future implementation of gender sensitive policies and an important guiding path for countries aiming to enhance actions on climate change adaptation and mitigation.

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<sup>2</sup> For more information on this methodology please be in touch with WEDO Project Coordinator, Andrea Quesada, at [andrea@wedo.org](mailto:andrea@wedo.org).