

UNFPA's Response: Baku to Belém Roadmap to 1.3T

Introduction

UNFPA firmly believes that the effects of climate change pose a serious threat to reaching the UNFPA Strategic Plan (2022-25) transformative goals of eradicating preventable maternal deaths, meeting the demand for family planning, and eliminating gender-based violence and harmful practices. The environmental shifts and their subsequent challenges will potentially hinder the progress we aim to make in these vital areas. The report of the Intergovernmental Panel on Climate Change (IPCC) Working Group II released in 2022 shows clearly that **current efforts to adapt to climate change are simply not sufficient**, nor are they designed to prevent disproportionate impacts on women and girls and other vulnerable or marginalized situations.

UNFPA welcomes the call for submission on the roadmap to 1.3T. We remain optimistic that COP30 will deliver the hope and promise held by the most vulnerable, especially women and girls in the frontline communities of climate impact that we serve. To be fit for purpose and to implement the more ambitious NDCs than the current ones, the Roadmap should focus on elements that enable the effective mobilization of finance such as scaling up private finance, blended finance and catalyzing investments that drive gender-responsive climate action. The Roadmap should provide a clear plan to achieve the 1.3 trillion, putting in place yearly targets, systematic reporting and effective local, national and global governance systems that developed countries must meet, including identification of where and what new initiatives and processes may be needed for specific components of the Roadmap. It must operationalize the provision of Loss and Damage finance from developed countries to all developing countries to implement their NDCs and NAPs.

For this submission, UNFPA will provide responses to questions below. We thank the CMA 6 and CMA 7 Presidencies for their work and leadership on this and look forward to working collectively on the work plan and consultations to be informed by these submissions.

A. What are your overall expectations for the “Baku to Belém Roadmap to 1.3T”?

Climate finance directed towards women and girls impacted by climate change is extremely low and insufficient with only 1.5% of climate-related Official Development Assistance (ODA) identifying gender equality as a main objective¹ particularly given that it is well recognised that women and girls are disproportionately impacted. It is imperative, therefore, that there be earmarked climate financing for women and girls is institutionalized and monitored.

Vulnerable Groups Consideration: The Baku to Belém roadmap must take into account the need to ensure that vulnerable and key populations are not left behind. As a core principle of the UN Sustainable Development Goals, **UNFPA advocates for increased, earmarked funding to strengthen the resilience of health systems and populations**, including women, youth, indigenous peoples and other structurally marginalized groups, as a key commitment to leaving no one behind. We must significantly increase global climate finance to build the resilience of people and their communities living in the most vulnerable situations – women, young people, Indigenous peoples and people with disabilities – prepare for climate shocks..

ICPD-based Approach: The Baku to Belem Roadmap should uphold the ICPD principles, ensuring that climate finance protects and promotes sexual and reproductive health and rights (SRHR), demographic resilience and addresses gender-based violence and harmful practices, , especially in fragile and climate-vulnerable contexts. It should also call for strengthened national capacity to generate, analyze and utilize sex, age and disability disaggregated data to inform equitable climate financing decisions and programming.

Equally important is the need to ensure that the roadmap takes a whole of society approach needed for transformative climate action with expectation that it will address critical aspects

¹ Oxfam (2020). [Climate Finance Shadow Report 2020](#)

and crosscutting themes underfunded through climate finance including health, gender equality and youth priorities. This roadmap should establish mechanisms to monitor, track and publicly report on how climate finance addresses gender equality and SRHR outcomes, using participatory and inclusive accountability tools.

Consideration of the Gender Action Plan (ccGAP) and the GGA: COP30 is set to deliver a new Gender Action Plan on climate change as we expect to have key indicators of the Global Goal on Adaptation (GGA) take shape, this roadmap must take into account the financing needs that will ensure robust, effective and transformative full implementation of the ccGAP at national levels and the full component of the GGA most needed by developing countries. The new GAP must be supported through this roadmap, go further to address the disproportionate impact of climate change on women and girls including their SRHR, protection against GBV and harmful practices.

B. Which topics and thematic issues should be explored to inform the Roadmap, within the scope of the mandate?

To effectively implement the Paris Agreement including submissions of Nationally Determined Contributions (NDCs 3.0) and subsequent climate plans and policies, a more comprehensive and targeted approach is crucial, especially regarding the disproportionate impact on vulnerable communities, particularly women and girls and their potential to contribute to improved climate change adaptation plans and programmes.

In particular in low-income settings, compounded by multi-dimensional poverty, and those with discriminatory gender norms, women and girls face heightened climate risks that can compromise their physical and mental health. While national adaptation plans are encouraged to include a “gender lens” and address these disparities, the forthcoming financing roadmap must more explicitly prioritize the diverse needs of vulnerable groups. NDCs are also required to take account of gender-responsive climate action and while increasing international guidance

supports these efforts they still fall short of systematically addressing the needs of women and girls².

The Belém Roadmap must address the essential role of comprehensive sexual and reproductive health and rights (SRHR) as a core component of climate resilience for women and girls. This includes ensuring access to the full range of SRHR services and interventions to address gender-based violence and harmful practices, including family planning, maternal health care, safe abortion services, and menstrual health management, which are often compromised in climate-vulnerable settings. This requires more evidence through improved data collection and analysis to inform more granular and effective climate resilience strategies for women and girls.

Increased financing and investment of research to determine the impact of climate on the experience of women and girls. States do have an ongoing responsibility to undertake research, analysis and communication about risks and effective management strategies in both an individual and collective capacity under their due diligence obligations stemming from de jure commitments under international human rights law. It is critical for these obligations to be supported, financed and used to enable anticipatory action to mitigate risk of harm, and gender-based violence more specifically, in the context of climate change. This requires more evidence through improved data collection and analysis to inform more granular and effective climate resilience strategies for women and girls.

Alignment with Sendai Framework and CEDAW: In line with the Sendai Framework and the ICPD principles, the Roadmap should emphasize the integration of demographic intelligence into disaster risk reduction (DRR) and climate adaptation efforts. This includes the use of disaggregated population data—by sex, age, disability, and geographic location—to identify vulnerability hotspots, plan anticipatory action, and ensure targeted and equitable responses before, during, and after climate-induced disasters. UNFPA highlights the importance of data systems that enable geospatial analysis, population projections, and risk mapping to inform national adaptation plans (NAPs) and humanitarian preparedness. Investments must be

² The global report available [here](#). All regional reports are also hyperlinked: [Arab States](#); [Asia Pacific](#); [Eastern & Central Europe](#); [East & Southern Africa](#); [Latin America and the Caribbean](#); and [West & Central Africa](#)

channeled toward building national capacities to generate and use this type of data, and to strengthen the interoperability of civil registration, health, and environmental data systems to monitor risk and reach the most marginalized in crisis-prone areas. The new financing framework should incorporate the principles of the [Sendai Gender Action Plan](#), which provides concrete steps to combat gender discrimination in disaster prone settings and to uphold sexual and reproductive health and rights. It should also link with the UNFCCC Gender Action Plan and the 2023 SDG Summit outcome on financing and equity, ensuring a coherent, multisectoral response as well as other relevant global frameworks, such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Platform for Action, to ensure a comprehensive and integrated approach to gender equality and climate action.

Address Underfunded Life-saving Thematics Including SRHR and Social Protection: Integrating a gender-transformative lens into funding agreements for NDC implementation is essential. This includes addressing sexual and reproductive health needs including prenatal and postnatal care, and counseling and access to menstrual hygiene management. Climate-induced food insecurity and malnutrition have lasting consequences on maternal health including morbidity of pregnant women and their unborn child and later child development. Extreme climate events increase pregnancy risks and hinder infant and child growth and development, particularly for those children under five. These challenges are exacerbated by disruption of access and functionality of vital social support services during extreme climate events. The roadmap should prioritize gender-transformative approaches that challenge underlying gender inequalities and power imbalances that exacerbate women and girls' vulnerability to climate change. This includes addressing structural barriers that limit women's access to resources, decision-making processes, and climate adaptation opportunities.

The Belém Roadmap should advocate for a systematic assessment of the specific vulnerabilities and needs of women and girls, including those with disabilities. It should also mandate funding for multi-sectoral programs developed with the meaningful participation of women-led and girl-led organizations, ensuring their voices are central to identifying vulnerabilities, capacities,

and climate adaptation solutions. Critical social protection interventions save lives, build resilience and help communities recover from climate shocks, there is a need for increased dedicated financing to these measures. Furthermore, increased climate funding must address the indirect impacts of climate change on women and girls' safety, including the heightened risk of gender-based violence, intimate partner violence, and increased exposure to violence in situations where extreme weather events force prolonged absences from home and unsafe resource gathering. Specific programs to reduce these risks should be eligible for funding under the new climate finance framework. Innovative financing mechanisms such as cash and voucher assistance for climate-displaced populations, and gender-responsive anticipatory action funding can ensure timely and needs-based support.

Change Agents and Vulnerable Groups: The Belém Roadmap should explicitly recognize the unique vulnerabilities and protection needs of women and girls, alongside other groups with specific physiological and psychological requirements. It should call for a systematic evaluation of their vulnerabilities and capacities to contribute to climate mitigation and adaptation strategies within NDC implementation. The Roadmap documents should mandate the meaningful participation of women and girls in climate mitigation and adaptation efforts and require countries to report on their engagement.

The Belém Roadmap should not only address the vulnerabilities of women and girls but also recognize their critical role as agents of change and their potential to lead and contribute to effective climate solutions. It should promote their participation and leadership in climate decision-making at all levels and invest in initiatives that empower women and girls to lead and participate in climate action.

C. What country experiences, best practices and lessons learned can be shared related to barriers and enabling environments; innovative sources of finance; grants, concessional and non-debt creating instruments, and measures to create fiscal space?

Special Financing Windows for Underfunded Themes: Climate finance that prioritizes gender equality, addressing this often overlooked cross-cutting issue, is critical to fostering enabling

financing environments. A good example is the initiative by the African Development Bank's multi-donor trust fund, the Africa Climate Change Fund (ACCF). Specifically, the ACCF's third (CFP3) and fourth (CFP4) calls for proposals serve as best practices of gender-transformative funding strategies for climate change adaptation and mitigation, respectively. These calls focus on the theme of gender equality and climate resilience, expanding financing opportunities for projects that adopt both a gender-transformative approach (GTA) and rights-based approach (RBA). These addresses gender-specific challenges and vulnerabilities while supporting transition to climate-resilient, low-carbon development in selected African countries. This gender-responsive approach to funding climate projects creates opportunities for integrated solutions that address underfunded thematic areas of gender equality including SRHR, social protection, and social and gendered norms. The UNFPA, a recipient of CFP3 funding, has been implementing the project 'Resilient Futures: Empowering National Climate Actors for Gender-transformative Adaptation' since 2024. This project strengthens the capacity of national actors at the intersection of SRHR, gender, and climate change, and engages young people in identifying and developing innovative climate action ideas and solutions. The project targets at least 500,000 beneficiaries across 10 countries, including South Sudan, Kenya, Madagascar, and Mozambique.

Localisation Agenda Including Funding: Localization is a broad strategy in international development that aims to facilitate the transfer of power and resources, and exchange of knowledge and capacity, between the international or regional levels to the national or local, empowering communities to lead the transformative change that directly impacts their livelihoods, health, and well-being. As part of a wider effort to decolonize development practice,³ localization enables local actors to take ownership of programmes and initiatives, and drive meaningful and sustainable change from within.

The understanding of localization varies greatly and there is no single definition that can be

³ Decolonizing development refers to meaningfully shifting power, resources and decision-making to historically marginalized groups, prioritizing their perspectives and local knowledge frameworks, and addressing colonial and neocolonial power dynamics prevalent in development practice.

applied to any given context. Under the Grand Bargain for example, signatories have committed to “making principled humanitarian action as local as possible and as international as necessary”⁴, while in development contexts, USAID defined localization as “the process of recognizing, respecting, strengthening, and investing in the leadership and decision-making of local actors to determine priorities and design sustainable and quality response programmes that are effective and fit for purpose.”⁵ This is achieved through a set of internal reforms, actions, and behavior changes that prioritize putting local actors in the lead and making the work responsive to local communities.”⁶

The United Nations Population Fund (UNFPA) views localization as a critical component of its development, humanitarian, and peacebuilding work globally. As a partner of Local 2030 - a network supporting the on-the-ground delivery of the Sustainable Development Goals (SDGs) - and a signatory of the Grand Bargain, UNFPA is committed to advancing localization to meet the needs of communities and ensure the effectiveness and sustainability of its programmes. This commitment is central to achieving UNFPA’s three transformative results: 1) ending preventable maternal deaths; 2) ending the unmet need for family planning; and 3) ending gender-based violence and all harmful practices. It is also through the Grand Bargain that UNFPA has committed to advance localization efforts through increased funding to frontline actors, strengthened partnerships and multi-year investment in their capacities⁷.

UNFPA achieves its mandate through a systems change approach that involves working with all groups across every level of the socio-ecological model – from the individual to families, social networks, communities, organizations and institutions⁸. Change is a complex process and requires action driven by local priorities and involving a wide range of actors, including governments, civil society and grassroots organizations, academia, and the private sector.

⁴ <https://interagencystandingcommittee.org/grand-bargain>

⁵ CP AOR, Child Protection Area of Responsibility, Save the Children, Street Child (2022). Inter-Agency Toolkit on Localisation in Humanitarian Coordination.

<https://resourcecentre.savethechildren.net/document/inter-agency-toolkit-on-localisation-in-humanitarian-coordination/>

⁶ USAID (n.d). Localization. <https://www.usaid.gov/localization> (Last accessed 15 December 2024).

⁷ Refer to the Localization in Humanitarian Action Guidance Note (Draft)

⁸ UNFPA (2023) Flourish: Gender-based Violence Operational Plan.

<https://www.unfpa.org/publications/flourish-unfpa-gender-based-violence-operational-plan-summary>

UNFPA therefore understands localization as strengthening the network of partnerships, resources and capacity that form the foundation for locally-led and locally-owned development.

UNFPA is a key part of the Interagency Initiative to Advance a UN-Wide Funding Framework for Women's Organisations and Civil Society Organisations (WO/CSOs). This strategic collaboration among UN funders and entities aims to transform how the UN system resources WOs/CSOs⁹. This initiative is focused on supporting the UN system to work more effectively to better resources and strengthen local and/or grassroots organizations that are on the frontlines of the fight for gender equality in their communities.

UNFPA has internal policies on WLOs and financial tracking indicates that nearly 40% of funding in humanitarian settings directly supports women-led organisations in recognition of the imperative for local leadership to ensure sustainable outcomes and in compliance with the localisation agenda.

D. Which multilateral initiatives do you see as most relevant to take into account in the Roadmap and why?

A range of programming in support of the Sustainable Development Goals exists across national, regional and global levels. In order to ensure adaptation, flexibility, as well as sustainability of programmes to meet the impact of climate change, it is critical that the ecosystem of programming at any level is well understood. In this way programming and policies can be tailored to ensure collection and use of data and evidence to inform increased resilience of programmes to meet the projected demand created by climate change. This is inclusive of programming to specifically meet the needs of women and girls.

⁹ The Initiative is co-chaired by the UN Trust Fund to End Violence against Women and the Spotlight Initiative to eliminate violence against women and girls and has member representatives from UN Women, the United Nations Refugee Agency (UNHCR), the United Nations Children's Fund (UNICEF), the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), the Women's Peace and Humanitarian Fund (WPHF), the United Nations Population Fund (UNFPA), the United Nations Development Programme (UNDP), the International Organization for Migration (IOM) and the United Nations Development Coordination Office (DCO).