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Gender and climate change

Implementation of gender-responsive climate policies, plans, strategies and action as reported by Parties in regular reports and communications under the UNFCCC

Synthesis report by the secretariat*

Summary

This report synthesizes information on Parties' reporting of gender-responsive climate policies, plans, strategies and action in the latest nationally determined contributions, national adaptation plans, national adaptation programmes of action, national communications and long-term low-emission development strategies submitted to the secretariat as at 30 July 2022. The analysis, which provides a baseline for comparing subsequent reporting in 2024, indicates that Parties are referring to gender integration in climate policies across their reporting under the UNFCCC and shows increasing mention and integration of gender in nationally determined contributions over time.

* This document was scheduled for publication after the standard publication date owing to circumstances beyond the submitter's control.

Abbreviations and acronyms

COP	Conference of the Parties
GAP	gender action plan
LT-LEDS	long-term low-emission development strategy(ies)
NAP	national adaptation plan
NAPA	national adaptation programme of action
NC	national communication
NDC	nationally determined contribution

I. Introduction

A. Mandate

1. Under the GAP, COP 25 requested the secretariat to monitor and report on the implementation of gender-responsive climate policies, plans, strategies and action, as appropriate, reported by Parties in their regular reports and communications under the UNFCCC, and to provide a compilation and synthesis report for consideration by the COP in 2022 and 2024.¹

B. Scope of the report

2. This report synthesizes information from the latest NDCs, NAPs, NAPAs, NCs and LT-LEDS submitted by Parties as at 30 July 2022.² Biennial reports and biennial update reports were not reviewed for this report as it was considered that the NCs provide the most appropriate information to establish a baseline; moreover, Parties to the Paris Agreement are preparing their first biennial transparency report under the enhanced transparency framework.

C. Methodology

3. A comprehensive analysis of the reports and communications referred to in paragraph 2 above was undertaken for references to gender. Although gender and sex are different concepts, nearly all Parties that referred to gender appeared to be reporting on ‘biological sex’, attributing male and female as gender denominations. Only a few mentions of gender beyond the male–female binary were found in the reviewed documents.

4. The documents and extracted references to gender were categorized as follows:

(a) The reports and communications were categorized according to the extent of evidence of gender analysis or consideration of gender therein, as including significant, limited or no mention of gender.³ This was the extent of the analysis possible for LT-LEDS owing to the limited mention of gender therein;

(b) Mentions of gender in NDCs were further analysed to ascertain whether Parties’ approach to integrating gender could be categorized as cross-cutting, cross-cutting with a focus on adaptation or on mitigation, exclusive to mitigation or to adaptation, or unclear, so that data could be provided for comparison with previous NDCs;

(c) Owing to the level of detail provided in NAPs, NAPAs and NCs, it was possible to gain further insight into how Parties are integrating gender. The content of NAPs, NAPAs and NCs was analysed to determine whether and the extent to which the gender integration reported in each document aligns with priority areas A–D⁴ of the GAP,⁵ which served also to establish a baseline for comparing subsequent reporting.⁶ This was achieved

¹ Decision 3/CP.25, annex, table 5, activity E.2.

² In total, 509 documents were reviewed: 143 NDCs submitted before 15 October 2021 and 30 NDCs submitted between 16 October 2021 and July 2022; 38 NAPs; 52 NAPAs; 195 NCs, comprising NC7s of Parties included in Annex I to the Convention and latest NCs of Parties not included in Annex I to the Convention; and 51 LT-LEDS.

³ For example, communications classified as making “limited” mention of gender were often limited to demographic data whereas communications classified as making “significant” mention of gender treated it as a cross-sectoral issue and/or referenced gender analysis or other tools.

⁴ Priority area E was excluded from the analysis because the secretariat is solely responsible for the tracking and reporting related to this priority area.

⁵ See decision 3/CP.25, annex, paras. 4–7.

⁶ Parties are not required to align gender integration in NAPs, NAPAs and NCs with the GAP. However, it may be useful in reviewing the GAP in the future to know how Parties’ implementation of gender-responsive policy responses as reported in NAPs, NAPAs and NCs align with the priority areas.

by analysing the occurrence in the references to gender of key terms that could be associated with each priority area.⁷ The documents were further categorized on the basis of the level (1–5) of alignment with the priority areas, with level 1 indicating that the gender integration reported in the document aligns with one priority area and so on, and level 5 indicating that the gender integration reported aligns with the four priority areas and detailed information was provided on the tools and methods used for implementation of gender-responsive policy responses.

II. Gender integration in Parties' reporting under the UNFCCC

A. Overview

5. Gender is referenced in 76.4 per cent of the reports and communications reviewed, with significant mention of gender considerations and gender-sensitive climate policies in 63.0 per cent.

6. The table below presents the percentages of LT-LEDS, NAPs, NAPAs, NCs and NDCs reviewed with significant, limited or no mention of gender.

Percentage of Parties' reports and communications under the UNFCCC that refer to gender

<i>Reference to gender</i>	<i>LT-LEDS</i>	<i>NAPs</i>	<i>NAPAs</i>	<i>NCs</i>	<i>NDCs^a</i>
Significant mention	19.6	81.6	94.2	54.9	90.0
Limited mention	21.6	5.3	2.0	27.7	–
No mention	58.8	13.1	3.8	17.4	10.0

^a Submitted between October 2021 and July 2022.

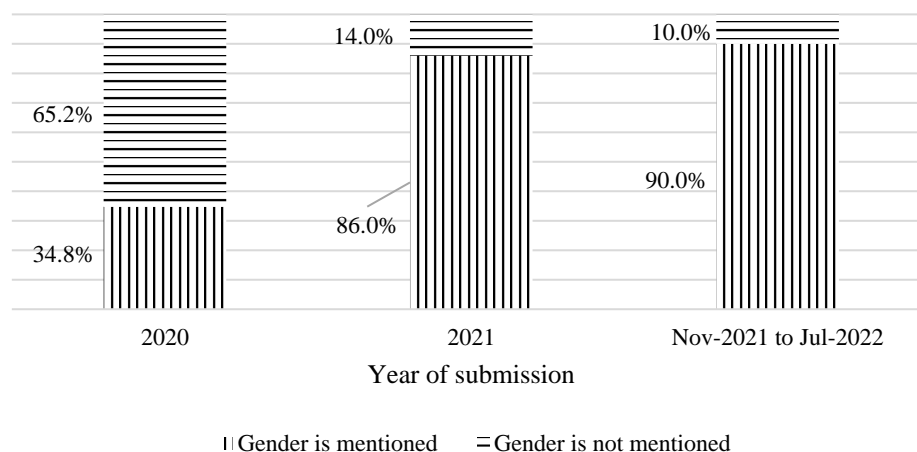
B. Nationally determined contributions

7. While gender integration in the reviewed LT-LEDS, NAPs, NAPAs and NCs cannot be compared against Parties' previous reporting because this is the first analysis thereof, gender integration in NDCs was captured in the initial and updated versions of the NDC synthesis report.⁸ All NDCs submitted before 30 July 2022 were analysed for this report, including those submitted after the updated NDC synthesis report was published prior to COP 26. Of those latest 30 NDCs reviewed, 90 per cent refer to gender, showing a continued increasing trend in gender integration in NDCs, as presented in figure 1.

⁷ For priority area A, capacity-building and knowledge management; for priority area B, gender balance, women's leadership and participation; and for priority area D, gender-responsive, tools and implementation. For priority area C, references to the UNFCCC process were analysed. The results of the analysis are presented in figures 4, 7 and 10.

⁸ FCCC/PA/CMA/2021/2 and FCCC/PA/CMA/2021/8 and Rev.1.

Figure 1
Percentage of nationally determined contributions that mention gender



8. Of the NDCs submitted between October 2021 and July 2022, nearly all provide information related to gender integration and affirm the Party's commitment to implementing gender-sensitive or in some cases gender-responsive climate policies.

9. Mention of gender in NDCs has increased overall. Of the 30 more recently submitted NDCs not covered in the updated NDC synthesis report, only 3 do not mention gender, compared with 20 of the 143 covered in the updated version and 92 of the 141 covered in the initial version of the NDC synthesis report.

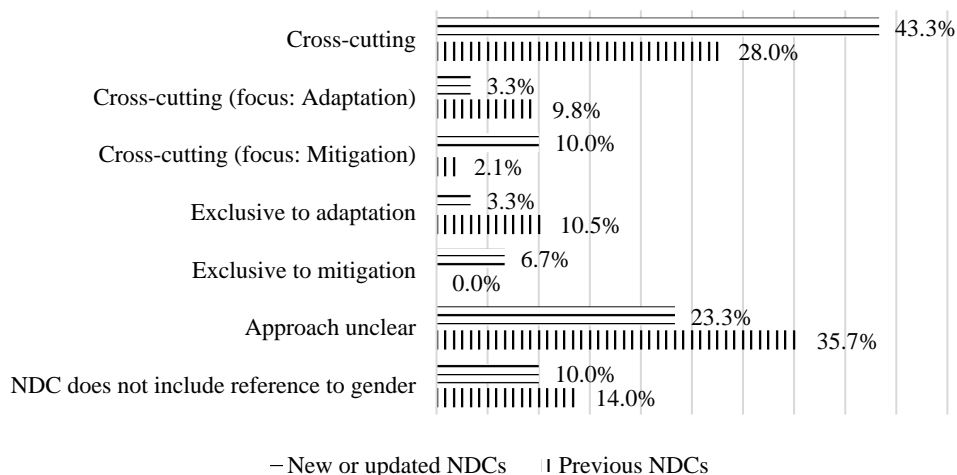
10. Parties referred in the NDCs to formal arrangements in place for consulting stakeholders, including the general public, local communities, indigenous peoples, private entities, business and trade associations, civil society organizations, youth associations, women's associations, regional development partners, academia and research communities. Almost all of those Parties indicated that their consultation and engagement processes were inclusive and participatory.

11. Many Parties referenced gender-sensitive consultations specifically, including guidelines for ensuring gender sensitivity, such as during public consultations, and highlighted the inclusion of national gender and women's groups or non-governmental organizations in the process. Although in most cases general information was reported on gender consideration and stakeholder inclusion in the NDC process, some Parties provided detail on how they engaged with diverse stakeholders and noted the impact of multiple sociocultural vulnerabilities on specific groups, including poor and indigenous women.

12. Many Parties referred to gender-related policies and legislation or affirmed a general commitment to gender equality, while some included information on how gender has been or is planned to be mainstreamed in NDC implementation, and on gender analysis or assessment methods and tools, gender-disaggregated data, gender indicators and gender-responsive budgeting, and some included gender consideration as a criterion for prioritizing activities.

13. Many Parties that referred to gender in their NDCs treated it as a cross-cutting issue to be addressed across adaptation and mitigation, with some focusing more on adaptation and some considering gender exclusively in the context of adaptation. The analysis shows a significant increase in cross-cutting gender integration in NDCs. Figure 2 illustrates the evolution of the consideration of gender between the previous and new or updated NDCs.

Figure 2
Comparison of gender integration in new or updated and previous nationally determined contributions



14. Parties who referred to their planned gender-sensitive or gender-responsive climate action generally have elaborated on gender aspects in the context of specific sectors, including energy, agriculture, health, disasters, water, fisheries, land use and forestry, and education. Some specifically highlighted the importance of gender-responsive capacity-building, finance and technology for gender-specific action.

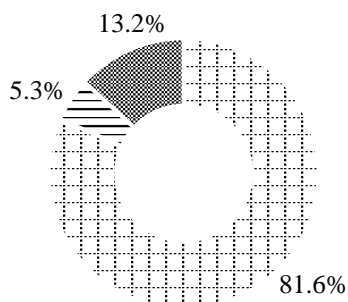
15. Parties referred explicitly to gender-differentiated needs and perspectives and gender-differentiated impacts of and contributions to climate change and action. Most framed women as being vulnerable and some framed them as stakeholders or agents of change. A few Parties referred explicitly to gender as a non-binary term.

16. Parties are increasingly considering gender in their NDCs and recognizing gender integration as a means of increasing the ambition and effectiveness of their climate action. Many affirmed that they will take gender into account in NDC implementation.

C. National adaptation plans

17. As at 30 July 2022, 38 NAPs had been submitted, of which 81.6 per cent reference Parties’ gender-sensitive and participatory approaches to addressing adaptation needs, as shown in figure 3.

Figure 3
Reference to gender in national adaptation plans

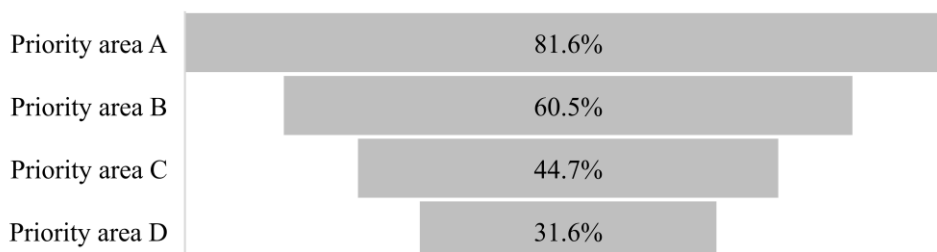


Significant mention of gender - Limited mention of gender * No mention of gender

18. Figure 4 shows the percentage of NAPs that contain references to gender that include key terms that could be associated with each of GAP priority areas A–D (see para. 4(c) above).

Figure 4

Percentage of national adaptation plans containing gender references that can be aligned with priority areas of the gender action plan



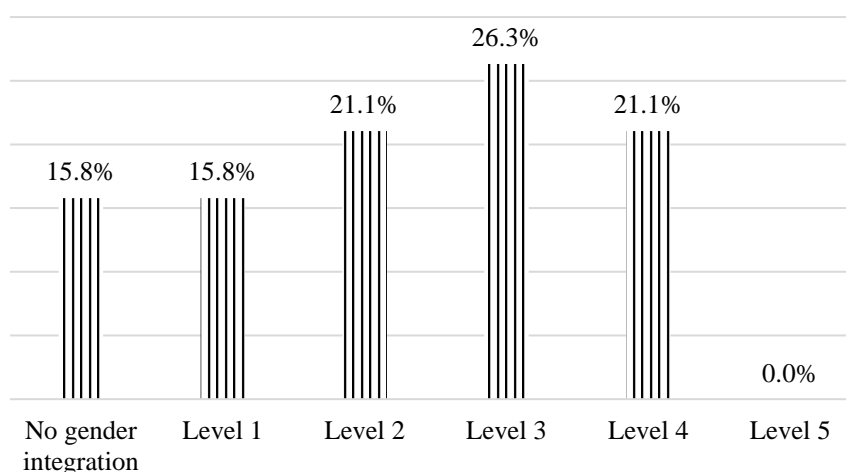
19. Most NAPs considered gender in the context of capacity-building and knowledge management and highlight how Parties have started to mainstream gender in their adaptation planning and action. A third of Parties submitting NAPs systematically considered issues of gender balance and women’s leadership while providing some explanation regarding means of implementation. No NAPs achieved level 5 (see figure 5), at which described activities aligned with all four GAP priority areas, and the NAP described means of implementation in detail.

20. NAPs that evidenced significant gender integration often mentioned a gender and human rights based approach in the NAP process, including a plan to use data disaggregated by sex and age, conducting needs assessments that focus on low-income and disadvantaged groups and the use of participatory and gender-responsive budgeting. These NAPs also note the multiple benefits of using such an approach, including more inclusive participation and community-based approaches to adaptation.

21. Most NAPs mention gender or reference gender-responsive policies using key terms that could be associated with at least one, more often two or three and more rarely four of GAP priority areas A–D, as highlighted in figure 5.

Figure 5

Percentage of national adaptation plans by level of gender integration



Note: See paragraph 4(c) for information on what the levels indicate.

22. In their NAP process, Parties considered gender with other sociocultural characteristics (such as race, ethnicity, literacy or disability). Parties that showed substantive gender integration in their NAP process indicated their understanding that vulnerabilities are compounded by multiple levels of marginalization. Pointing to how climate variability can exacerbate existing vulnerabilities, some Parties report increased levels of violence against

women and children in times of disaster. Often, these NAPs also recognized not only the needs of but also the opportunities available to and capacities of marginalized populations related to climate adaptation.

23. Some Parties provided adaptation project examples that integrated gender and considered the needs of other vulnerable groups. One example is a project aimed at improving local land governance in response to climate change by ensuring the participation of local communities, including indigenous and rural women, in land management. Additionally, recognizing the increased sensitivity to climate of vulnerable and marginalized communities alike, the aforementioned submission recognizes the need to protect these populations and the opportunity to strengthen their capacity and encourage autonomy and independence.

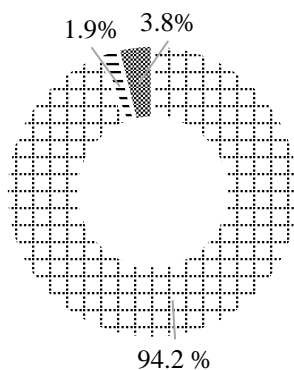
24. In the 26.3 per cent of NAPs that included gender integration aligned with GAP priority areas A, B, and C (level 3 in figure 5), Parties often affirm their commitment to gender considerations in the NAP planning process by indicating their engagement with diverse stakeholder groups and affirming their commitment to the Sustainable Development Goals. For example, one NAP references SDG 4 – ensuring inclusive and equitable quality education – and states the Party’s goal to ensure that learners acquire the skills and knowledge for sustainable development. It also focuses on contextually relevant, ecosystem-centred gender and human rights based approaches to adaptation.

D. National adaptation programmes of action

25. As at 30 July 2022, 52 Parties had completed and submitted NAPAs. As shown in figure 6, most Parties’ reported adaptation activities and projects feature significant gender considerations and integration, while a few also mention gender- or women-specific projects and strategies.

Figure 6

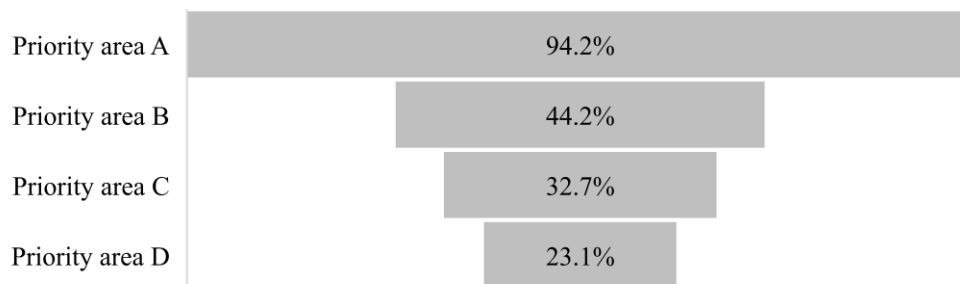
Reference to gender in national adaptation programmes of action



⋯ Significant mention of gender – Limited mention of gender * No mention of gender

26. Figure 7 shows the percentage of NAPAs in which the reported gender integration aligns with key terms that could be associated with each of GAP priority areas A–D.

Figure 7
Percentage of national adaptation programmes of action containing gender references that can be aligned with priority areas of the gender action plan

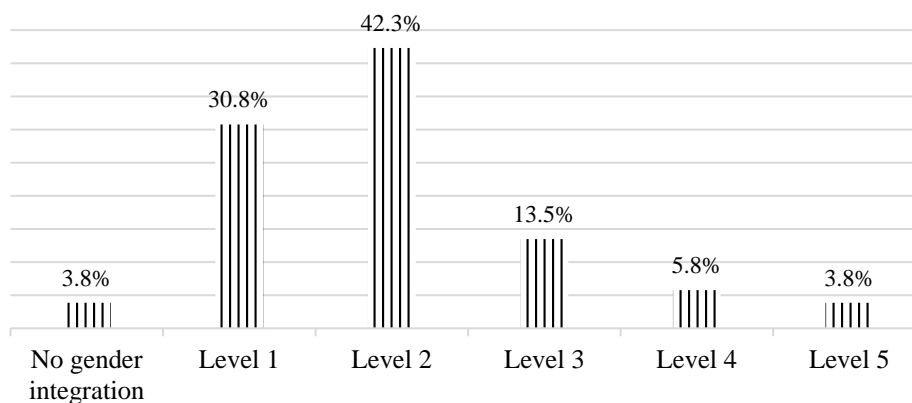


27. Most NAPAs considered gender in the context of capacity-building and knowledge management, highlighting how Parties have started to integrate gender in their contributions to climate adaptation planning and implementation. Of Parties submitting NAPAs, 44.2 per cent systematically considered issues of gender balance and women’s leadership in references to the UNFCCC process. Nevertheless, only 3.8 per cent of NAPAs achieved level 5 (see figure 8), at which described activities aligned with all four GAP priority areas and described means of implementation in detail.

28. Where NAPAs aligned with all four GAP priorities areas and described means of implementation in detail, reference was made to support from third parties such as the United Nations Environment Programme and the United Nations Development Programme. Parties indicated that support from United Nations entities in the development of NAPAs promoted a holistic approach to the programmes of action, with sociocultural considerations beyond gender being integrated.

29. Most NAPAs mention gender or reference gender-responsive policies using key terms that could be associated with at least one, more often two, and more rarely three or four of GAP priority areas A–D, as highlighted in figure 8.

Figure 8
Percentage of national adaptation programmes of action by level of gender integration



Note: See paragraph 4(c) for information on what the levels indicate.

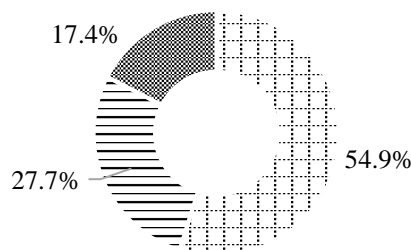
30. Among Parties at level 1, sex-disaggregated data was the main method used to differentiate between the impact of climate change on men and women and to address these impacts in their programme of action. For example, several Parties highlighted the use of gender quotas in governments and parliaments to make climate change adaptation policies more inclusive and resilient. Nevertheless, Parties acknowledged the need to build more capacity to address these impacts and to use sex-disaggregated tools to their full potential.

E. National communications

31. Of the 195 latest NCs submitted by Parties included and not included in Annex I to the Convention as at 30 July 2022, 54.9 per cent feature significant mention of gender considerations and integration, while an additional 27.7 per cent include limited reference to gender, such as a sex-disaggregated population profile or country statistics, as shown in figure 9.

Figure 9

Reference to gender in national communications

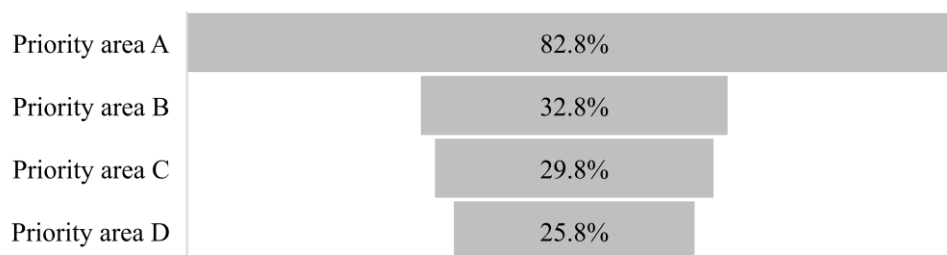


□ Significant mention of gender - Limited mention of gender * No mention of gender

32. Figure 10 shows the percentage of NCs in which the reported gender integration aligns with key terms that could be associated with GAP priority areas A–D.

Figure 10

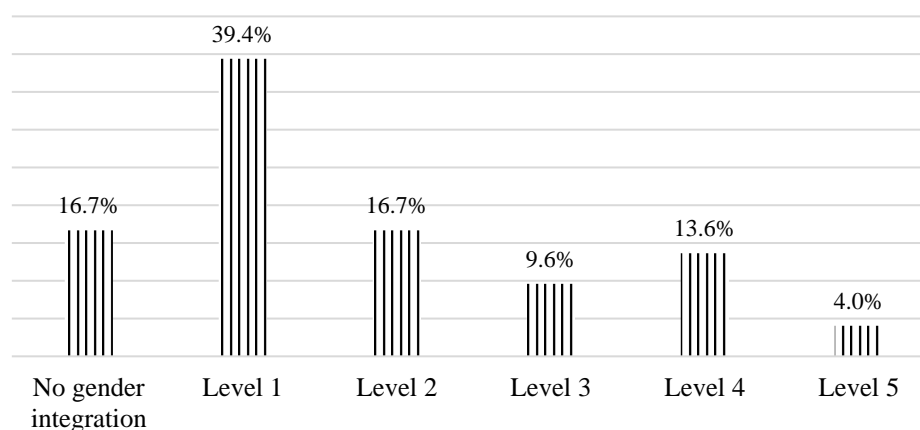
Percentage of national communications containing gender references that can be aligned with priority areas of the gender action plan



33. Most NCs mention gender or reference gender-responsive policies using key terms that could be associated with at least one, and sometimes two, three or four of GAP priority areas A–D, as shown in figure 10.

34. Most NCs considered gender in the context of capacity-building and knowledge management, highlighting how Parties have started to integrate gender in climate policy and action. A third of Parties submitting NCs systematically considered issues of gender balance and women’s leadership while providing some explanation regarding gender-responsive policies. Nevertheless, only 4 per cent of NCs were aligned with all four GAP priority areas and described means of implementation in detail, as shown in figure 11.

Figure 11
Percentage of national communications by level of gender integration



Note: See paragraph 4(c) for information on what the levels indicate.

35. References to gender in NCs vary by type of climate policy, sector of the economy and population. While Parties referenced gender broadly, many described climate-related vulnerabilities relating to health, education and livelihoods, such as the risk to the health and safety of women collecting water, and the connection between education, literacy and climate change. For example, Parties reported that those with less education and lower literacy levels were often more significantly affected by climate change. Additionally, Parties reported lower levels of education, literacy and employment for women and girls than for men and boys, and indicated that education is needed to bring about long-term climate solutions.

36. Across NCs, gender was most often referenced in the context of capacity-building, knowledge management and communication, as shown in figure 10. Where provided, sex-disaggregated data was used most often to highlight gender disparities with regard to education, health and livelihoods and related vulnerabilities.

37. NCs that included terms aligning with all GAP priority areas and described means of implementation in detail also referenced gender when describing national conditions pertaining to health, education and livelihoods. For example, one Party referred to the high risk of climate change related diseases among the most vulnerable groups, including pregnant women, and shared examples of measures to prevent diseases and promote health in these populations.

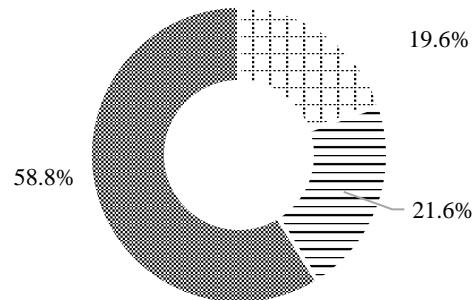
38. Specific examples of gender integration emerged in references to gender analyses of climate disasters such as flooding; a gender-sensitive field survey in priority sites in hydrometeorology-related projects; and gender equity as a cross-cutting theme in climate change adaptation and mitigation measures.

F. Long-term low-emission development strategies

39. As at 30 July 2022, 51 Parties had submitted LT-LEDS, of which less than half refer to gender integration and considerations, with 21.6 per cent containing limited mention of gender, as shown in figure 12.

40. As the majority of LT-LEDS contain limited or no reference to gender, the information therein was not sufficient to undertake the same analysis process as for NAPs, NAPAs and NCs.

Figure 12
Reference to gender in long-term low-emission development strategies



◼ : Significant mention of gender ◼ - Limited mention of gender ◼ * No mention of gender

III. Conclusions

41. Parties are reporting gender integration in climate policies across all document types reviewed for this analysis, and there has been an increase in the mention and integration of gender in NDCs over time.

42. Differences in aims and objectives among report types lead to gender being integrated differently in them. Significant gender mentions appear in 19.6 per cent of LT-LEDS, 81.6 per cent of NAPs, 94.2 per cent of NAPAs, 54.9 per cent of NCs and 90.0 per cent of NDCs submitted since October 2021. Of the Parties that submitted all five types of report, only two considered gender in all of them.

43. The analysis approach varied by type of report or communication to suit the format of the available data; thus it was not possible to apply the same comparative analysis to all document types. Future data classification and analysis in this regard could allow for comparison across reports and communications by GAP priority area.

44. The analysis revealed a few trends and patterns. First, gender is increasingly mentioned by a majority of Parties in the context of climate policy and planning. Second, there is a difference between how gender integration is reported by developed and developing countries. Developing and least developed countries have almost systematically integrated gender in their regular communications under the UNFCCC, whereas developed countries make limited or no mention of gender. This is especially true for LT-LEDS and NCs. However, gender equality in the context of impacts and solutions to climate change remains a pressing issue in all countries. Third, the fact that information on gender considerations and integration in the majority of LT-LEDS is limited stands in contrast with the continued, increasing integration of gender reflected in the majority of NDCs. Correcting this discrepancy is desirable as LT-LEDS set the long-term vision for Parties. Finally, while the highest frequency of gender mentions is in demographic data, many Parties also undertook systematic gender analysis to make climate policy and action more effective, and other Parties stated their aspiration to do so.