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## Subsidiary Body for Implementation

### Forty-fifth session

Marrakech, 7–14 November 2016

Item 16 of the provisional agenda

### Gender and climate change

## Possible elements and guiding principles for continuing and enhancing the Lima work programme on gender

### Submissions from Parties and observer organizations

1. The Subsidiary Body for Implementation (SBI) at its forty-fourth session expressed its support for the continuation and enhancement of the Lima work programme on gender.<sup>1</sup> The SBI invited Parties and observer organizations to submit their views on possible elements and guiding principles for continuing and enhancing the work programme, by 29 August 2016, taking into account recommendations and insights resulting from activities already completed under the work programme. The SBI requested the secretariat to compile those submissions into a miscellaneous document.

2. The secretariat has received 17 such submissions. In accordance with the procedure for miscellaneous documents, these submissions are attached and reproduced\* in the languages in which they were received and without formal editing.<sup>2</sup>

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<sup>1</sup> FCCC/SBI/2016/8, paragraph 139.

\* The submissions have been electronically imported in order to make them available on electronic systems, including the World Wide Web. The secretariat has made every effort to ensure the correct reproduction of the texts as submitted.

<sup>2</sup> The submissions from Parties are also available at <<http://www.unfccc.int/5900>>, and the submissions from observer organizations at <<http://www.unfccc.int/7481>>.



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\*\* This submission is supported by Bosnia and Herzegovina and Serbia.

## Paper no. 1: Canada

[English and French]

**Canada's submission on possible elements and guiding principles for continuing and enhancing the work programme on gender and on Canada's progress made in meeting the goals of achieving gender balance and gender-responsive climate policy****Introduction**

Canada welcomes the opportunity to submit the following:

1. Views on possible elements and guiding principles for continuing and enhancing the work programme on gender, as requested at SBI 44 (FCCC/SBI/2016/L.16 paragraph 5).
2. Progress made in meeting the goals of achieving gender balance and gender-responsive climate policy (FCCC/SBI/2016/L.16 paragraph 6).

**Views on possible elements and guiding principles for continuing and enhancing the work programme on gender***Guiding Principles and views for the work programme*

Canada recognizes the importance of promoting gender equality and the empowerment of women as part of global efforts to address climate change under the UNFCCC. While there is still a need to advance gender equality within the UNFCCC context, Canada is pleased and encouraged by the support expressed by Parties in Bonn, at SBI 44, for the continuation of the Lima Work Programme on Gender, given its important role of extending the place of gender in the climate change negotiations by encouraging gender-responsive climate action.

It is important to build on the momentum created by the Paris Agreement which emphasizes the importance of gender equality in climate change actions, and includes a reference to gender equality, empowerment of women and intergenerational equity in the preamble. Canada acknowledges the progress made by Parties in advancing gender balance and gender equality in the context of climate change policies, as well as the progress made by the Lima Work Programme and the support provided by the Secretariat. Notwithstanding we need to enhance our effort.

Canada is of the view that a COP22 decision should promote the objectives to advance gender balance, promote gender sensitivity in developing and implementing climate policy, and encourage gender-responsive climate policy in all relevant activities under the Convention. A COP22 decision should also extend the work programme for two years in order to continue its important work, with a review at COP24. Additionally, we would support a decision that would encourage and invite Parties to create an enabling environment to encourage gender balance in policy making at all levels.

*In-Session Workshop*

Canada would like to congratulate the Secretariat for the successful organization of the in-session workshops on gender and climate change held at SBI42 and SBI44. These activities result in valuable and constructive exchanges of experiences, needs, and views on future steps to integrate gender considerations in climate actions, and best practices in this area. In that respect, Canada would like to see the continuation of annual in-session workshops on gender-responsive climate policy at Bonn SBI sessions under the renewed work programme, taking into account recommendations and insights resulting from the previous workshops and other activities completed.

To support the continued annual in-session workshops the following topics could be considered for upcoming workshops:

- Experience and good practices to enable the participation of local women leaders in decision-making for climate action, and good practices in the integration of indigenous and traditional knowledge, including south-south cooperation
- Experience in using the guidelines and existing tools to integrate gender considerations into climate change policy<sup>1</sup>
- Best practices and experiences on how to increase the integration of formal and non-formal education opportunities on gender-responsive climate change policies
- Experience and good practices to generate and measure sex-disaggregated data and mechanisms to inform and support gender sensitivity in climate actions

### **Summary of Canada's progress made in meeting the goals of achieving gender balance and gender-responsive climate policy**

#### *Gender balance under the UNFCCC*

Canada encourages the achievement of gender balance in delegations and across the bodies under the UNFCCC. Canada also supports enhancing women's participation in decision-making and intergovernmental processes on climate change. Achieving gender-balance in decision-making bodies starts with a representative workforce that is the result of a work environment and a corporate culture that is welcoming to women. Canada's Employment Equity Policy is an example of a policy which seeks to achieve equality across a workforce, specifically the Federal Public Service. Under this policy, the Federal Public Service has the obligation of conducting surveys on employment systems, removing barriers, developing strategies to address under-representation, consulting and collaborating with employee representatives and of designated groups, and maintaining records on women representation as one of the designated groups.

At the sub-national level, Canada's provincial and territorial governments also support policies and practices to achieve a gender-balanced workforce. Such measures contribute to an environment that encourages women to participate actively in policy, facilitates having equally-qualified women and men in the work force, and results indirectly in equally represented delegations.

Internationally, Canada is supportive and engages in platforms that encourage participation of women in climate change action. For example, our Minister of Environment and Climate Change, Ms. Catherine McKenna, joined the Troika+ of Women Leaders on Gender and Climate Change this year.

#### *Gender responsiveness- Domestic*

Ensuring the integration of gender equality and the empowerment of women and girls across Canada's climate action and sustainable development agenda is a priority for the Government of Canada. Global Affairs Canada's Policy on Gender Equality for international development requires that all initiatives contribute to gender equality results. Canada is currently undertaking a comprehensive review of our international assistance, engaging stakeholders and partners at home and abroad. We are awaiting the outcome of these consultations, but it is clear that our government is putting the empowerment of women and girls and the protection and promotion of their rights at the heart of our development efforts, including within climate change initiatives.

Gender-responsiveness is also addressed across the Government of Canada's activities. For example, to support Government decision making, each Government of Canada department or agency is required to conduct gender-based analysis to assess the potential impacts of policies, programs or initiatives on diverse groups of women and men, girls and boys, in order to advance gender equality in Canada and in its action internationally.

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<sup>1</sup> FCCC/TP/2016/2

Promoting women in leadership and decision-making roles is also a priority for the Government of Canada. The Government of Canada, through Status of Women Canada, supports projects that foster women's active participation in leadership and the advancement of women in democracy at the local, regional and national level. For instance, the Government is providing funding to the Federation of Canadian Municipalities for a project aimed at increasing the diversity of women engaged in local government.

#### *Gender responsiveness- International*

Canada takes action to address climate change multilaterally, including gender responsiveness, in climate policies. For example, as part of the *North American Climate, Clean Energy, and Environment Partnership Action Plan* adopted on June 29, 2016, Canada committed to cooperate on domestic climate adaptation planning and action, involving the most vulnerable communities and employing an approach that is gender-responsive and respectful of human rights. We also committed to foster the incorporation of traditional knowledge and gender responsiveness in decision-making.

Through its international cooperation, Canada also supports gender-responsive climate change initiatives. For example, the Canada-United Nations Development Program (UNDP) Climate Change Adaptation Facility (CCAF)<sup>2</sup> established in 2014, provided funding for six national projects to test new approaches for more gender-responsive adaptation in different contexts and a follow-up study on lessons learned. As a result, CCAF led to the emergence of a new body of knowledge and experience on how to integrate gender equality into adaptation practices, both at community and institutional levels.

Canada also provided support to the Inter-American Development Bank (IDB) to establish the Canadian Climate Fund for the private sector in the Americas (C2F), which catalyzes private investment in climate change, with a focus on gender equality. In this regard, the fund is committed to including gender equality criteria in its investments to create better social and economic opportunities for men and women in the face of climate change and ensure the engagement of men and women in finding solutions and knowledge transfer. Many of the C2F's projects are in first generation renewable energy initiatives; therefore the fund has emphasized developing solutions to create employment and career opportunities for women in design, engineering, development disciplines as well as in the construction trades. These efforts tackle unconscious biases, break down stereotypes and reduce occupational sex-segregation in industries important to addressing climate change. C2F also promotes the UN Women's Empowerment Principles and encourages companies to sign its CEO Statement of Support.

Thank you for this opportunity to provide the views of the Canada on these important matters. We remain committed to engage in actions that will support continuous efforts to improve gender equality and gender responsiveness across all climate issues.

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<sup>2</sup> [www.undp-alm.org/projects/ccaf](http://www.undp-alm.org/projects/ccaf)

**Communication du Canada sur des principes directeurs et des éléments possibles pour poursuivre et améliorer le programme de travail relatif au genre et sur les progrès accomplis par le Canada dans la réalisation des objectifs visant à parvenir à un équilibre entre hommes et femmes et à appliquer des politiques relatives au climat qui favorisent l'égalité des sexes.**

**Introduction**

Le Canada se réjouit de l'occasion qui lui est donnée de faire part de ce qui suit :

1. son point de vue sur des principes directeurs et des éléments possibles pour poursuivre et améliorer le programme de travail relatif au genre, comme demandé lors de la SBI 44 (FCCC/SBI/2016/L.16, paragraphe 5);
2. les progrès réalisés en vue d'atteindre les objectifs liés à l'équilibre entre hommes et femmes et à l'élaboration d'une stratégie climatique qui favorise l'égalité des sexes (FCCC/SBI/2016/L.16, paragraphe 6).

**Points de vue sur des principes directeurs et des éléments possibles pour poursuivre et améliorer le programme de travail relatif au genre**

*Principes directeurs et points de vue concernant le programme de travail*

Le Canada reconnaît l'importance de promouvoir l'égalité entre les sexes et l'autonomisation des femmes dans le cadre des efforts déployés à l'échelle mondiale pour s'attaquer aux changements climatiques en vertu de la Convention cadre des Nations Unies sur les changements climatiques (CCNUCC). Bien qu'il soit encore nécessaire de faire avancer l'égalité entre les hommes et les femmes dans le contexte de la CCNUCC, le Canada est heureux et encouragé de constater le soutien manifesté par les parties à Bonn lors de la SBI 44 pour poursuivre le Programme de travail de Lima sur l'égalité hommes-femmes, compte tenu du rôle important qu'il joue pour favoriser l'égalité des sexes dans les négociations concernant les changements climatiques en favorisant la prise de mesures qui tiennent compte de l'égalité entre les sexes dans la lutte contre les changements climatiques.

Il est important de continuer sur la lancée de l'Accord de Paris, qui souligne l'importance de l'égalité entre les sexes dans la prise de mesures pour lutter contre les changements climatiques et qui fait allusion dans son préambule à l'égalité hommes-femmes, à l'autonomisation des femmes et à l'égalité intergénérationnelle. Le Canada reconnaît les progrès réalisés par les parties pour faire avancer l'équilibre et l'égalité entre les sexes dans le contexte des stratégies en matière de changements climatiques, ainsi que les progrès effectués par le Programme de travail de Lima et le soutien offert par le Secrétariat. Néanmoins, il nous faut intensifier nos efforts.

Le Canada est d'avis qu'une décision prise lors de la COP 22 devrait promouvoir les objectifs, c.-à-d. faire progresser l'équilibre entre hommes et femmes, promouvoir la prise en compte de l'égalité entre les sexes dans l'élaboration et la mise en œuvre d'une politique en matière de changements climatiques, et encourager l'adoption d'une stratégie climatique qui favorise l'égalité entre les sexes dans toutes les activités pertinentes exécutées en vertu de la Convention. Lors de la COP 22, une décision devrait également être prise pour prolonger le programme de travail d'une période de deux ans afin de poursuivre ses travaux importants aux fins d'examen lors de la COP 24. De plus, nous sommes en faveur d'une décision qui encouragera et incitera les parties à instaurer un environnement qui favorisera l'équilibre hommes-femmes dans l'élaboration de politiques à tous les niveaux.

*Atelier de session*

Le Canada aimerait féliciter le Secrétariat pour l'organisation efficace des ateliers de session sur l'égalité des sexes et les changements climatiques qui ont eu lieu lors des SBI 42 et SBI 44. Ces activités ont donné lieu à des échanges efficaces et constructifs sur les expériences, besoins et les points de vue concernant les étapes futures à suivre pour intégrer les considérations liées à l'égalité des sexes dans les mesures de lutte aux changements climatiques et pour partager les pratiques exemplaires dans ce domaine. À ce sujet, le Canada aimerait que les ateliers de session annuels sur la stratégie climatique favorable à l'égalité des sexes se poursuivent lors des sessions du SBI à Bonn dans le cadre du programme de travail renouvelé, en tenant compte des recommandations et des commentaires formulés lors des ateliers précédents et d'autres activités accomplies.

Pour soutenir la poursuite des ateliers de session annuels, les sujets qui suivent pourraient être abordés lors des prochains ateliers :

- expérience et bonnes pratiques pour favoriser la participation des chefs de file locales au processus décisionnel sur les mesures de lutte contre les changements climatiques ainsi que pour le partage des bonnes pratiques dans l'intégration des savoirs traditionnels et autochtones, notamment par la collaboration Sud-Sud;
- expérience de l'utilisation de lignes directrices et d'outils existants pour intégrer les enjeux hommes-femmes à la politique sur les changements climatiques<sup>1</sup>;
- pratiques exemplaires et expériences concernant la façon d'accroître l'intégration de possibilités d'éducation formelle et informelle sur les politiques sur les changements climatiques qui tiennent compte de l'égalité entre les sexes;
- expérience et bonnes pratiques pour produire et mesurer des données ventilées par sexe et des mécanismes pour orienter et soutenir la prise en compte de l'égalité entre les sexes dans les mesures de lutte contre les changements climatiques.

**Résumé des progrès accomplis par le Canada dans la réalisation des objectifs en ce qui concerne l'équilibre entre les sexes et l'élaboration d'une stratégie climatique qui favorise l'égalité entre les sexes**

*Équilibre hommes-femmes en vertu de la CCNUCC*

Le Canada encourage l'égalité entre les hommes et les femmes au sein des délégations et des organes assujettis à la CCNUCC. Le Canada est également en faveur d'une plus grande participation des femmes aux processus décisionnels et intergouvernementaux sur les changements climatiques. L'équilibre hommes-femmes à l'intérieur des instances décisionnelles commence par un effectif représentatif découlant d'un milieu de travail et d'une culture d'entreprise équitables et accueillants pour les femmes. La Politique sur l'équité en emploi du Canada est un bon exemple de politique qui favorise l'égalité au sein d'un effectif spécifiquement au sein de la fonction publique fédérale. En vertu de cette politique, la fonction publique fédérale est tenue de mener des enquêtes sur des systèmes d'emploi, d'éliminer les obstacles, d'élaborer des stratégies pour corriger la sous-représentation, de mener des consultations auprès des représentants d'employés et des groupes désignés, et de tenir des dossiers sur la représentation des femmes à titre de l'un des groupes désignés.

À l'échelle infranationale, les gouvernements provinciaux et territoriaux du Canada mettent également de l'avant des politiques et des pratiques pour obtenir un équilibre hommes-femmes au sein de leur effectif. De telles mesures contribuent à l'instauration d'un milieu qui encourage les femmes à participer activement à l'élaboration de politiques et facilitent le recrutement de femmes et d'hommes possédant des qualifications égales, ce qui se traduit indirectement par une représentation équitable dans les délégations.

À l'échelle internationale, le Canada apporte un soutien et participe à des plateformes qui encouragent la participation des femmes à la prise de mesures pour lutter contre les changements climatiques. Par exemple, notre

<sup>1</sup> FCCC/TP/2016/2

ministre de l'Environnement et du Changement climatique, Mme Catherine McKenna, s'est jointe à la Troïka+ of Women Leaders on Gender and Climate Change (Troïka des dirigeantes sur les thèmes de l'égalité entre les sexes et du changement climatique).

*Prise en compte de l'égalité hommes-femmes à l'échelle nationale*

L'intégration transversale de l'égalité des sexes et de l'autonomisation des femmes et des filles dans les actions de lutte contre les changements climatiques du Canada et dans son agenda de développement durable constituent une priorité pour le gouvernement fédéral. La Politique en matière d'égalité entre les sexes d'Affaires mondiales Canada exige que toutes les initiatives de développement international contribuent à l'égalité hommes-femmes. Le Canada procède actuellement à un examen approfondi de son aide internationale, sollicitant du même coup la participation d'intervenants et de partenaires au pays et à l'étranger. Nous attendons les résultats de ces consultations, mais il est évident pour notre gouvernement que l'autonomisation des filles et des femmes et la protection et la promotion de leurs droits sont au cœur de nos efforts en matière de développement, ce qui comprend les initiatives concernant les changements climatiques.

Le gouvernement du Canada tient également compte de la question de l'égalité entre les sexes dans l'ensemble de ses activités. Par exemple, pour soutenir le processus décisionnel gouvernemental, chaque ministère ou organisme du gouvernement du Canada doit effectuer une analyse comparative entre les sexes pour évaluer l'incidence possible de politiques, de programmes ou d'initiatives sur divers groupes de femmes et d'hommes, de filles et de garçons, dans le but de promouvoir l'égalité entre les sexes au Canada et dans les interventions du Canada sur la scène internationale.

Il est également primordial pour le gouvernement du Canada d'encourager les femmes à occuper des postes de responsabilité et de prise de décisions. Par l'entremise de Condition féminine Canada, le gouvernement du Canada soutient des projets qui favorisent la participation active des femmes à des postes de direction et leur avancement dans la démocratie à l'échelon local, régional et national. Par exemple, le gouvernement verse des fonds à la Fédération canadienne des municipalités pour un projet ayant pour but d'accroître la diversité des femmes impliquées au sein d'administrations locales.

*Prise en compte de l'égalité hommes-femmes à l'échelle internationale*

Le Canada prend des mesures pour lutter contre les changements climatiques de façon multilatérale, tout en tenant compte de la question de l'égalité entre les hommes et les femmes, dans les stratégies climatiques. Par exemple, dans le cadre du *Plan d'action relatif au partenariat nord-américain en matière de climat, d'énergie propre et d'environnement* adopté le 29 juin 2016, le Canada s'est engagé à collaborer à la planification et à la prise de mesures d'adaptation aux changements climatiques au niveau national en impliquant les communautés les plus vulnérables et en ayant recours à une approche sensible à l'égalité entre les sexes et respectueuse des droits de la personne. Nous sommes également déterminés à favoriser l'intégration des connaissances traditionnelles et une approche qui tient compte de l'égalité entre les sexes dans le processus décisionnel.

Par le biais de sa collaboration internationale, le Canada soutient également des initiatives qui tiennent compte de l'égalité entre les sexes en matière de changements climatiques. À titre d'exemple, le Mécanisme pour l'adaptation au changement climatique (MACC)<sup>2</sup> du Canada, mis sur pied en 2014 en collaboration avec le Programme des Nations Unies pour le développement (PNUD), a financé six projets nationaux ayant pour but de mettre à l'essai de nouvelles approches d'adaptation qui tiennent davantage compte de l'égalité entre les sexes dans différents contextes. Une étude de suivi sur les leçons apprises a également été réalisée. Par conséquent, le MACC a permis l'émergence de connaissances et d'expériences nouvelles sur la façon d'intégrer l'égalité hommes-femmes aux pratiques d'adaptation aux niveaux communautaire et institutionnel.

Le Canada apporte également son soutien à la Banque interaméricaine de développement (BID) pour la mise sur pied du Fonds canadien pour le climat pour le secteur privé dans les Amériques (C2F), qui catalyse les investissements du

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<sup>2</sup> FCCC/TP/2016/2



secteur privé dans les changements climatiques, tout en mettant l'accent sur l'égalité entre les sexes. À cet égard, le Fonds tient compte de critères relatifs à l'égalité hommes-femmes dans ses investissements afin de créer de meilleures occasions sociales et économiques pour les hommes et les femmes face aux changements climatiques, et de favoriser la participation des hommes et des femmes à la recherche de solutions et au transfert de connaissances. Bon nombre des projets du C2F concernent des initiatives d'énergie renouvelable de première génération; par conséquent, le Fonds met l'accent sur l'élaboration de solutions permettant de créer des emplois et des opportunités de carrière pour les femmes dans les domaines de la conception, du génie et du développement, ainsi que dans les métiers de la construction. Ces efforts contribuent à contrer les préjugés inconscients, à briser les stéréotypes et à atténuer la ségrégation professionnelle par sexe dans des secteurs d'activités qui jouent un rôle important dans la lutte aux changements climatiques. Le C2F fait également la promotion des Principes d'autonomisation des femmes des Nations Unies et incite les entreprises à signer la Déclaration de soutien des chefs d'entreprise qui fait partie intégrante de ces Principes.

Nous vous remercions de nous avoir donné l'occasion de présenter le point de vue du Canada sur ces questions importantes. Nous sommes déterminés à participer à la prise de mesures qui soutiendront les efforts continuellement déployés pour améliorer l'égalité entre les sexes et tenir compte des différences de genre dans toutes les questions touchant les changements climatiques.

Paper no. 2: Costa Rica on behalf of the Independent Association for Latin America and the Caribbean

**SUBMISSION BY COSTA RICA ON BEHALF OF THE AILAC GROUP OF COUNTRIES COMPOSED BY CHILE, COLOMBIA, COSTA RICA, HONDURAS, GUATEMALA, PANAMA, PARAGUAY AND PERU ON ITEM 16 OF THE SBI AGENDA: GENDER AND CLIMATE CHANGE**

*Views on Possible elements and guiding principles for continuing and enhancing the Lima Work Programme on Gender, taking into account recommendations and insights resulting from activities already completed under the work programme; and, Information on progress made in meeting the goals of achieving gender balance and gender-responsive climate policy.*

**Background elements**

At its 44th session the 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. Following this invitation, AILAC countries hereby propose some elements to be included in the decision to be adopted by the Conference of the Parties at its 22<sup>nd</sup> Session in Marrakesh, Morocco on November 2016.

In accordance with the Paris Agreement (preambular paragraph 11) and Decision 1/CP.21 (preambular paragraph 7), and building on the previous decisions taken by the UNFCCC on the issue of Gender and Climate Change, Parties should consider gender equality when taking action to address climate change. The continuation and enhancement of the Lima Work Programme on Gender (LWPG) is coherent with this mandate, with a view to advance and mainstream gender considerations in the implementation of the Paris Agreement.

**Elements for a Decision on Gender and Climate Change by COP22**

***Framing Considerations***

AILAC considers that the mainstreaming of gender considerations in taking action to address climate change is an important element in the effective and efficient implementation of the Paris Agreement as well as the fulfilment of the commitments under the Convention. Gender equality should be underpinned in these as a developmental concern and a matter of human rights, and as such, further decisions on Gender and Climate Change by the COP and -when the time comes- the CMA, should aim at operationalizing the mainstreaming of gender considerations in a manner that effectively fulfils the preamble of the Paris Agreement and Decision 1/CP.21.

In this context, AILAC supports that the following elements are included in the preamble of the Decision on Gender and Climate Change that is to be adopted by COP 22:

- Recognition of the elements within decision 1/CP. 21 and the Paris Agreement that establish that Parties should consider gender equality when taking action to address climate change.
- Underscoring the importance of coherence between gender-responsive climate policies and balanced participation of women and men in the formulation of these policies, including also, the UNFCCC process, and other 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;

- Recognition that the 2030 Agenda for Sustainable Development, in its paragraph 20 establishes that realizing “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”
- Recollection of SDG Goal 13 that calls to “take urgent action to combat climate change and its impacts” and its related target 13.b, which aims to “promote mechanisms for raising capacity for effective climate change-related planning and management (...), including focusing on women, youth and local and marginalized communities”;
- Acknowledgement of the progress made in mainstreaming gender and achieving gender equality within the context of climate change policies, including under the UNFCCC and the progress achieved in the context of furthering the implementation of Decision 18/CP. 20 so as to mainstream gender considerations into all elements of climate action, including in particular, adaptation and capacity building, and for all sectors, in particular, agriculture, health, forestry, waste, and energy.
- Acknowledgement of 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.
- Recognition of the efforts made by Parties in the implementation of the LWPG, and the support received by the Secretariat, relevant international organizations and other non-state actors.
- Consideration that further progress is needed 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 mindful of the efforts that have been undertaken in capacity building of negotiators and in particular female delegates.
- Emphasizing the remaining gaps and challenges for mainstreaming gender considerations into climate change – related actions, in particular those related to gender-responsive climate policy and the mainstreaming of gender considerations as appropriate in the thematic areas of the UNFCCC and the Paris Agreement which still require further strengthening in all activities related to adaptation and mitigation as well as decision-making on the implementation of climate policies.

### ***Advancing Gender Mainstreaming in Climate Action***

The SBI 44 expressed its support for the continuation and enhancement of the LWPG and also agreed to continue the discussion on this item at SBI 45. In this regard, AILAC is proposing some concrete ideas and suggestions to enhance the LWPG and to strengthen its implementation, with a view to mainstream gender equality in the different areas of climate action as developed under the UNFCCC and the Paris Agreement:

- (i) *Advancing the Lima Work Programme on Gender*

AILAC suggests that COP22 adopts a decision for a standing Lima Work Programme on Gender, establishing a multi-year mandate, to be revised every four years, which addresses, amongst others, the following elements:

- (i) Facilitation of information and expertise sharing, to promote better and common understanding of gender-responsive: policies, adaptation, mitigation, technology development and transfer, capacity-building and finance;
- (ii) Strengthening of cooperation and partnerships within the UN System, and with other relevant international organizations, academic, research, scientific community, private sector, and non-governmental actors;
- (iii) Formulating a Gender Action Plan and a multi-year gender work programme, to guide the work of the Secretariat on these matters.

For this purpose, Parties, the financial mechanism and its operating entities, as well as relevant organizations are to be invited to provide the necessary means for implementing gender-related activities within the LWPG, in particular to support action by highly vulnerable countries, such as the AILAC Countries.

- (ii) Regarding instruments to advance the mainstreaming of gender considerations into all elements of climate action and policy instruments

Amongst the activities to be undertaken in the context of the LWPG aimed at advancing gender equality in the different elements of climate action, AILAC suggests the realization of annual in-session workshops with focus on the mainstreaming gender equality issues within a specific area of climate action to review progress during SBs (first semester of the year), in the context of the UNFCCC and the implementation of the Paris Agreement. Such workshops should allow for the sharing of good practices, lessons learned, traditional knowledge held by women, case studies in integrating gender and climate change and gender-responsiveness, bearing in mind the context of preparation and implementation of NDCs, including, as appropriate, mitigation and adaptation efforts. This approach could follow the formats of previous UNFCCC workshops developed under the Lima Work Programme and produce conclusions and recommendations to be considered by the SBI.

Further to this, targeted in-session workshops may address, amongst others, the following issues:

- a. Development of gender responsive policies
- b. Gender perspective in the context of the financial mechanism, in particular the GEF, GCF and for the provision and mobilization of climate finance;
- c. Preparation of national communications; preparation and implementation of NDCs, technology development and needs assessment; National Adaptation Plans;
- d. Regional NDCs workshops, to mainstream gender approach on the different elements of climate action.
- e. Dedicated training for delegates on negotiating skills, with particular attention given to the participation of female delegates, before each session.
- f. Permanent online workshop on gender-responsiveness to climate change

When organizing these and other workshops, it is important to consider, incorporate, and highlight linkages between gender and climate change, preparing technical papers, or other documents, in any area under

the Convention or the Kyoto Protocol and the Paris Agreement, taking in consideration the results and recommendations from in-session workshops and the Secretariat's technical paper on gender prepared under the Lima Work Programme on Gender.

Following this approach, a gender perspective should also be taken into consideration in the organization of the TEMS on mitigation and adaptation, according the mandate contained in paragraphs 111 and 129 of the decision 1/CP.21.

A systematic consideration of gender issues in the activities and work of the UNFCCC is needed in line with decision 1/CP.21 and the Paris Agreement. In assisting this task, the Secretariat can be requested to maintain a repository of information and analysis, existing tools, expertise, gaps in data and analysis.

A Decision by COP22 should encourage Parties to take advantage of existing tools and guidelines for mainstreaming gender as part of National Communications, the NAP process, the TNA process, REDD-plus, National Climate Policies and Programmes as well as the gender policies and gender equality action plans of the GEF and the GCF. National guidelines and methodologies should also be encouraged so as to implement actions that reduce vulnerability of rural populations, particularly women.

Further to this, support should be made available for Parties in their efforts to mainstream gender equality in all the processes under the UNFCCC, including the preparation, revision, reporting and implementation of the NDCs, NAPs, national communications, as well as in the technology framework and the capacity-building framework. As such, capacity building and technical support on gender issues, should be provided at regional and national meetings and trainings in particular on the preparation, revision and implementation of NDCs, NAPs and national communications. So as to better focus support, Parties should be requested to Inform of gender-responsive priorities and needs to capacity building programmes under the UNFCCC

Work should be advanced on mainstreaming gender considerations in the preparation and implementation of NDCs so as to enable gender responsiveness for climate change. The Decision by COP 22 should therefore include an invitation to Parties that have included gender issues in their INDCs to share their experiences and lessons learned and to ensure that the implementation of NDCs under the Paris Agreement in general is gender-responsive. As such, it is important that the mainstreaming of gender considerations in the policies that are prioritized under the NDCs are upheld and prioritized in their implementation processes.

In this context, Parties, Observers and other international organizations may be invited to provide technical and financial support to the Secretariat, including strengthening the understanding of and capacity on gender terminology and gender-responsive policy for coherence and implementation across all processes and frameworks.

Also, the UNFCCC should request the IPCC to strengthen inclusion of gender and climate change experts into the panel and to improve its consideration of studies and data sets on the gender dimension of climate change adaptation and mitigation.

The decision should also reiterate the need to follow gender responsiveness to climate finance entities. As such, it should reiterate and stress the mandate given to the GEF and GCF and all other operating entities of the financial mechanism to be aware of and implement their gender-responsive guidelines and that from

now on they promote grassroots work on gender and climate change in the implementation of the Paris Agreement.

As such, the decision should request the financial mechanism and its operating entities to specifically address and highlight gender-responsive policy and project/programme implementation in their annual reporting to the COP and work with recipient countries in readiness and technical support to increase national climate-and-gender capacity.

(iii) Regarding the improvement of gender balance and strengthening participation in negotiations and policy formulation:

A decision by COP 22 should recognize that additional efforts need to be made by Parties to improve the participation of women in their delegations and in all of the bodies established under the Convention, as stipulated in decisions 36/CP.7 and 23/CP.18. Parties should therefore be invited to improve gender balance in their delegations.

It may also include a recommendation for the UNFCCC Secretariat to continue to include in their participation statistics as part of the Lists of Participants, indicators to assess progress and trends regarding gender balance, as well as overall analysis of gender balance in UNFCCC constituted bodies. For this purpose, it is suggested that the Secretariat requests Parties to indicate as part of the accreditation process whether participants are men or female, to enhance gender statistics.

Further to this, and in an effort to advance gender balance in the more substantive work under the Convention, the decision can also request the UNFCCC Secretariat to have their technical experts to systematically seek inputs from the women and gender constituency, interested UN entities and related organizations when they are requested to prepare technical papers, and reports.

### **Final Considerations**

Gender consideration is a development issue and should be addressed in the context of enhanced action under the Convention and the Paris Agreement as an opportunity to ensure that climate action is consistent with full respect to human rights. The enhancement of gender mainstreaming and gender equality should also be advanced so as to improve coherence between gender related actions across the UNFCCC, CBD and UNCCD in order to have a coherent approach to this issue. AILAC is encouraged by the discussions held at the 44<sup>th</sup> Session of the SBI and looks forward to continue this exchange at COP 22 in Marrakech in order to advance the agenda on gender and climate change.

Paper no. 3: Democratic Republic of the Congo on behalf of the least developed countries

**Submission by the Democratic Republic of Congo on behalf of the Least  
Developed Countries Group  
On  
Elements for the Advancement of the Lima Work Programme on Gender**

The LDC Group welcomes the opportunity to submit its views on possible elements for the extension of the Lima Work Program on Gender as per Para 5 of SBI 44 conclusion; that invites Parties and observer organizations to submit their views on possible elements and guiding principles for continuing and enhancing the work programme, by 29 August 2016, taking into account recommendations and insights resulting from activities already completed under the work programme. The LDC group believes that gender is one of the key crosscutting issues that affects response to climate change and achievement of sustainable development goals

The importance of gender mainstreaming in environment, poverty eradication and sustainable development has been recognized in the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), United Nations Agenda 21, the Millennium Development Goals, the UN Convention on Biological Diversity and the UN Convention on Combating Desertification and recently the Global Goals: the Sustainable Development Goals. Recently, as well in the UNFCCC we have seen recognition of gender in a number of stand-alone gender decisions including the Lima Work Program on Gender, and gender related decisions and conclusions in the thematic areas of adaptation, finance, and capacity building and in the Paris Agreement.

The Goal 5 of the United Nations (UN) Sustainable Development Goals (SDGs) emphasizes that empowering women and promoting gender equality is crucial to accelerating sustainable development.

It is well established that the effects of climate change are felt most acutely by those segments of the population that are already in vulnerable situations and these in many cases are women. For example, the IPCC highlights that due to historical inequalities, women around the world suffer disproportionately from a number of critical economic challenges. The UNDP adds that it is the social norms that impede women's movements outside of the family sphere leave them with fewer opportunities and a more limited scope of economic independence. In particular poor women in LDCs, face higher risks of inequality as they tend to live in insecure environments and have responsibility for children and family in times of crisis. At the same time, men become powerless since their capacity to provide for family is affected. Limited access to capacity enhancement programs, social services and support further exacerbate their particular vulnerabilities and undermine their agency and resilience in the face of climate change

Since Lima, two year work program on gender has provided parties and observer organizations an opportunity for understanding the integration of gender considerations into climate change related activities under the Convention.

Continued engagement on gender and climate change in the UNFCCC is still required. The LDC Group believes in the need for a longer term work programme on gender mainstreaming, gender integration, gender enhancement to augment the work that is underway that would include the following

1. Add value to the follow up to Lima Work Programme on gender by developing a gender action plan with reporting and monitoring system with the goal of focussed strategic guidance for ensuring gender balance and equality, gender responsive climate policies and women empowerment in relevant programs and actions of the Convention and associated work by the UNFCCC Secretariat, Parties and Observer Organizations.
2. Creation of platform for Gender with a view to sharing their experiences and exchanging ideas, best practices and lessons learned and to further enhance the monitoring and review of the effectiveness of gender and climate change work
3. Continued work on promotion of gender balance in participation of women in delegation, and nominating women to bodies established under the Convention and the Kyoto Protocol as per Decision 23/CP.18 (para. 5); for effective participation of women in climate change decision making and participation in UNFCCC. There is need for further capacity building activities, including training especially for delegates and negotiators from LDCs
4. Continued awareness on the importance and linkage of gender in climate change through a series of regional workshops and technical papers.
5. To scale up capacity building on training female and male negotiators, male gender climate champions, women leaders and policy makers at regional levels
6. Integration of gender perspective into decisions on adaptation, mitigation, technology development and transfer, capacity building and finance, including agriculture, food security, water and energy security. We have to focus on the nexus rather than considering gender as a separate issue by ensuring that gender is mainstreamed across all areas. The proposed platform will be the means of
7. Explore further ways and means to integrate gender-responsiveness into the work of the Technology Mechanism and technology needs assessments in order to enhance their implementation. Gender in adaptation is gaining visibility and has clear linkages, we need to build the capacity of understanding in mitigation and technology transfer and development. The CTCN and the Secretariat should run workshops on gender integration to allow gender experts to engage with TEC and CTCN.
8. Awareness raising programs and activities for all delegates including high level delegates organised by the Secretariat through series of side events at COPs and SB meeting on gender responsive climate policies.



## Paper no. 4: India

**Views from the Government of India on possible elements and guiding principles for continuing and enhancing the two-year Lima Work Programme on gender, under the Subsidiary Body for Implementation Agenda Item no. 16 – Gender and Climate Change**

The Government of India is pleased to submit its views on possible elements and guiding principles for continuing and enhancing the two-year Lima work programme on gender, under the SBI Agenda item 16 – Gender and Climate Change.

### **I. The Issue**

Women and men have unequal access to resources. Often, their needs are different and competitive. Men, most often being in control of budgets, may not value women's concerns, and cultural barriers may prevent women from asserting their demands effectively. As a result, programmes that are designed without consideration of women's specific needs and their due participation are often found to yield inequitable outputs.

In this context, the crucial role of gender considerations as key agents of change in implementing strategies related to low carbon solutions and climate change adaptation initiatives is being increasingly recognized. However, governments in developing countries have often been found to be limited by social fabric existing at the community level, strongly held together by long standing traditions and social structures. Efforts that penetrate into this structure to build opportunities for a re-allocation of power and resources amongst different groups of people is required in order to engage women effectively at all key stages of the programme.

For India, a major hindrance for adopting a gender approach could be the lack of gender-segregated data. This would limit quantitative demonstration of the existing gender gap, and the impacts of the implemented initiatives in reducing this gap during the monitoring phase. Lack of knowledge and availability of approaches or toolkits to incorporate gender perspectives into national developmental policies could be another potential challenge.

### **II. India's Priorities**

India remains committed to inclusive development. Although incorporation of gender approach is relevant to all sectors, the following sectors are of priority to India in respect of implementing gender responsive climate programmes:

- a) Energy: New, affordable, cleaner and innovative energy to women, especially rural women
- b) Water, Health and Sanitation: Drinking water, domestic water, indoor air pollution, nutrition, emerging pandemics, hygiene behavior etc.
- c) Forestry, Agriculture and Livelihoods: Forest restoration, Joint Forest Management, aquaculture, REDD/REDD+, Afforestation, Agro-forestry, improved access to **extension** services, modernization of agriculture and farm/forest management practices, post-harvest storage and management, conservation of traditional knowledge, protection of indigenous rights etc.
- d) Disaster Risk Reduction: Implementation of early-warning systems, resilience building, enhancing adaptive capacity, development of climate resilient infrastructure etc.

### **III. Elements and Guiding Principles of the Lima Work Programme on Gender**

Acknowledging that women's participation and empowerment mutually reinforce each other, following steps may be considered for enhancing the participation of women and promoting gender balance at national and international fora.

- Enhancing participatory governance approach in all key sectors.
- Assessment of gender related vulnerability, including energy-use and access, transport, land use, agriculture, forestry, reproductive health, and water and sanitation, and designing adaptation measures against climate change induced hazards such as floods, draught, diseases and other environmental

disasters, taking into consideration the best practices and lessons learned on such gender responsive climate actions.

- Recognition and strengthening of specialised skills and capacities of women in different spheres of livelihood system and natural resource management and involving them in the process of developing adaptation and mitigation measures against climate change.
- Training of the delegates on gender and gender issues, involving participants ranging from programme developers to decision makers.
- Putting gender responsive budgeting and planning as part of gender mainstreaming.
- Balancing allocation of funds between adaptation and mitigation.
- Funding for gender-specific climate finance in relation to strategic guidance, policy implementation, local training, monitoring progress and evaluation of programs.
- Identification of gaps at implementation level, establishing a coordination mechanism between ministries/government agencies about the status, role and opportunity for women in terms of climate change vulnerability, resilience and capacity.
- Efforts for creation of enabling environment for participation of women in climate change related discourses through capacity building and sensitization of decision-makers.
- Periodic monitoring, evaluation and reporting on all climate-responsive programmes using gender responsive indicators and involving gender experts.
- Providing feedback to policy making, planning, budgeting and implementation through review mechanism of climate change responsive programmes so that the lessons learnt could be used for improving further the effectiveness of the programme.
- Involving all stakeholders in the review process, particularly women, to allow mid-term course correction of the programme implementation
- Acknowledging presence of intra-gender differences rather than considering women as a homogenous group, i.e acknowledging that different groups of women have different needs, and that generalizing their interests is not always an effective approach for planning developmental initiatives.
- Not limiting the scope of the Lima Work Programme to only identifying the desired results at the policy level, but also providing guidance and support for execution of gender-sensitive interventions.
- Enhancing women's access to productive resources and financial services which may work to introduce technology solutions that ease women's work and improve their access to services like health, education, transportation, IT, skill development and livelihoods, and increase their adaptive capacity.
- Promoting inclusion of women in decision-making and acknowledging that women are both contributors to and beneficiaries of climate change responsive programmes. The Lima Work Programme may also provide Parties the requisite financial, technical and capacity-building support for furthering the integration of gender concerns into the national developmental programmes.
- Facilitating establishment of a formal workstream for capacity-building of delegations from the Parties to the Convention (and the bodies established under it) on the inter-linkages between gender and climate change.
- The work programme may work with the stakeholders for facilitating creation of an enabling environment for civil society organizations involved in improving gender balance to access the available multi-lateral funds.

**India reserves the right to make additional submissions and present further views on the relevant issues connected with gender balance in bodies established pursuant to the Convention and the Kyoto Protocol, in order to improve women's participation and inform more effective climate change.**

## Paper no. 5: Kenya

**Kenya Submission on the Continuation and Enhancement of  
the Lima Work Programme on Gender**

Kenya welcomes the invitation to submit its view on the possible elements and guiding principles for continuing and enhancing the Lima Work Programme on Gender. Kenya recognises the value of the LWP and takes note of the progress made in achieving the objectives of decision 23/CP.18.

Kenya appreciates the outcomes of, and recommendations from, the two in-session workshops, held on gender-responsive climate policy focusing on mitigation action, technology development and transfer, and adaptation, capacity-building and training for delegates on gender issues. Kenya acknowledges the gaps identified in the implementation of LWP and therefore supports its continuation and enhancement.

Kenya recommends the following:

**Elements:**

- in accordance with decision 18/CP.20 paragraph 17, the enhancement of the current focal point office to a fully fledged department to ensure the effectiveness of implementing gender responsive actions;
- the inclusion of education infrastructure, tourism and energy value chain the development of performance indicators for gender integration in the processes and value chains of all sectors and guidelines for reporting;
- gender responsiveness be a factor for disbursement of support (finance, capacity building, technology development and transfer);
- developing linkages with the workstreams, bodies and mechanisms under the United Nations Framework Convention on Climate Change (UNFCCC), its Kyoto Protocol (KP) and Paris Agreement (PA);
- designing clear messaging based on gender disaggregation to demonstrate gender integration beyond numbers;
- identifying and nominating male champions in gender integration.

**Principles**

- the LWP to be a continuous process with no time limit;
- urge the universal understanding of gender terms.

Kenya has made progress in undertaking gender-responsive climate change actions and policies as evidenced by following:

- Constitution of Kenya which makes gender equality and inclusion obligatory, and establishes a National Gender and Equality Commission.
- The National Gender and Equality Commission hosts and is the secretariat of the African Working Group on Gender and Climate Change
- The establishment of a State Department responsible for Gender Affairs
- The National Climate Change Framework Policy and the Climate Change Act 2016 anchor the mainstreaming of gender equity and inclusion in climate change action and support

Kenya looks forward to a positive recommendation from the SBI to the Conference of the Parties to the UNFCCC.

Paper no. 6: Mexico on behalf of the Environmental Integrity Group

Environmental Integrity Group (EIG) Liechtenstein, Mexico, Monaco, Republic of Korea, Switzerland

**Gender and Climate Change**

*Item.16: Gender & Climate Change. Views on possible elements and guiding principles for continuing and enhancing the work programme*

The Environmental Integrity Group (EIG) expresses its appreciation for the opportunity to submit its views on possible elements and guiding principles for continuing and enhancing the Lima Work Programme (LWP), taking into account recommendations and insights resulting from activities already completed under the Work Programme.

The EIG and its member countries acknowledge the importance of the Lima Work Programme on Gender, strongly support its renewal at the COP22, and look forward to working with all the Parties of the Convention in an effort to further promote gender mainstreaming within all bodies of the Convention.

The EIG appreciates the work of the Secretariat of the UNFCCC and its continued support, as evidenced on its website [http://unfccc.int/gender and climate change/items/7516.php](http://unfccc.int/gender%20and%20climate%20change/items/7516.php) and, among others, the Technical paper "Guidelines or other tools for integrating gender considerations into climate change related activities under the Convention" [FCCC/TP/2016/2].

**Renewal of the Lima Work Programme on Gender**

In previous submissions, the EIG has spoken out for the correct reflection of gender equality. It will therefore not come as a surprise that the EIG strongly supports the Lima Work Programme on Gender and equally strongly supports its renewal.

Further and in view of its renewal, the EIG considers that the Work Programme on Gender should be enhanced and-in addition to its current content- address, inter alia, the following:

- a) Reinforcement of **gender balance** policies in the delegations and within the bodies of the Convention. In order to attain an equitable and visible participation of women in its organization and decision-making processes, we suggest that the bodies under the Convention promote practices and work structures that enhance gender balance.
- b) Organization of **capacity-building workshops** on gender issues for Party delegates and other experts participating in meetings convened under the Convention to foster negotiators' literacy on the topic.
- c) Provision of guidance on how to **incorporate women in decision-making**, by ensuring their effective and meaningful participation in the planning, implementation and evaluation of climate change policies. Women are often particularly vulnerable to the effects of climate change. At the same time, women are first and foremost important actors of change - and thus well placed to contribute to and to define and implement climate solutions.
- d) Provision of guidance for the incorporation of the gender perspective in **pre-2020** actions, in particular regarding capacity building, adaptation and mitigation.

- e) Promotion of a consistent integration of gender perspectives in actions, programs and policies under the **Paris Agreement**, in particular those regarding mitigation, adaptation, climate finance, technology development and transfer.
- f) Provision of guidance on how to include-as part of the adaptation component of **National Communications to the UNFCCC**-concrete results of gender-relevant changes in practices, policies and structures.

We refer to changes that are driven by a gender-responsive perspective, which are directed towards reducing inequality gaps. They draw from lessons that promote an effective, iterative process that is at the same time cross-cutting and gender-responsive.

- g) Provision of guidance about the methods and tools used for **monitoring and evaluating if gender-responsive actions, plans and programmes** do indeed reach their goal.
- h) Collection and the making available of **good practice examples** on the integration of the gender-perspective in climate actions.
- i) Continued organization of dedicated **workshops on gender and climate change** at the meetings of the **Subsidiary Bodies**.
- j) Promotion of **gender champions**, both women and men, within the realm of the UNFCCC.

The EIG likes to further stress additional aspects that shall be reflected in the renewed Work Programme on Gender:

#### **Gender Action Plan (GAP)**

The EIG believes that an effective way to further enhance the renewed Work Programme on Gender would be to develop a Gender Action Plan (GAP) that addresses the needs of both women and men. This GAP, to be elaborated with the various bodies under the Convention, could identify key priority actions to improve the gender-responsiveness of all climate actions, and then provide guidance and tools in this regard.

#### **Gender Hot Spots**

The EIG further believes that there is a need to provide relevant information and develop tools and methods that allow Parties to detect, prevent and fight the occurrence of regional and national "hot spots", where inequalities risk to further worsen, rather than decrease, under climate change conditions. The Technical Expert Meetings on mitigation and adaptation (TEMs) could contribute to develop the necessary detection, prevention and action tools and methods.

To close, the EIG likes to reiterate its position on the Paris Agreement:

#### **Paris Agreement**

Already in its submission of March 2014, the EIG stated the importance of the gender equality agenda in the Paris Agreement. After its adoption, the EIG emphasizes the need to translate the commitments made in the Paris Agreement into action.

We refer in particular to the affirmations that Parties should, when taking action to address climate change, respect, promote and consider their respective obligations on human rights as well as gender equality, that adaptation should follow a gender-responsive approach, and that capacity-building should be gender-responsive.

## Paper no. 7: Philippines

**Submission of the Philippines on the Elements and Guiding Principles for the Advancement of the Lima Work Program on Gender and Climate Change**

1. Climate change is a global challenge that burdens all of humanity, but not equally, particularly those who living in already vulnerable situations. The plight of women, who constitute half of the world's population and bear the severe gendered impacts of climate change, should be at the core of the climate change discussion. Women from various backgrounds should also be able to lead negotiations and participate in the design and implementation of programs.
2. Women face unique and sometimes disproportionate burdens as a result of climate change, but they are not merely victims. To the contrary, women are also agents with important perspectives and knowledge which can inform and influence solutions to address climate change. There is therefore a need to reposition women from victims to change agents, and recognize their critical role in mitigation and adaptation processes.
3. Women are often responsible for managing the household, even when they are not perceived as heads of household. Despite this, studies have shown that poor access to resources has always been a problem of grassroots women and this often hinder their full and meaningful participation in decision-making at various levels and stages of climate change and disaster risk management. Ensuring that women, both in the rural and urban areas, have equitable access to resources in various forms- technology, capital and finance, and capacity-building, is one concrete indication that a State recognizes the gendered impacts of climate change.
4. In addition to the above-mentioned critical points, the Philippines also recommends the following components and activities:
  - a. Develop **skills and capacity-building training programs** on gender and climate change for both UNFCCC Secretariat and State Parties;
  - b. As mandated by the UN System Wide Action Plan, appoint a **Gender Focal Point** in the UNFCCC that will ensure the conscious application of critical gender analysis by all units in the UNFCCC at all levels;
  - c. Establish a **gender audit mechanism** within the UNFCCC which will track the allocations and gender-related outcomes; and
  - d. Incorporate a gender perspective in the **Guidelines on National Communication**, including financial commitments of Parties that are in line with women's human rights and gender equality.
5. Lastly, there should be a clear provision on appropriations as the implementation of the above-mentioned activities will require both financial and human resources.

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Paper no. 8: Slovakia and the European Commission on behalf of the European Union  
and its member States

**SUBMISSION BY THE SLOVAK REPUBLIC AND THE EUROPEAN COMMISSION ON  
BEHALF OF THE EUROPEAN UNION AND ITS MEMBER STATES**

**This submission is supported by Bosnia and Herzegovina and Serbia.**

**Subject: Submission on Elements for the Continuation of the Lima Work Programme on Gender**

The EU welcomes the opportunity to submit views on possible elements and guiding principles for continuing and enhancing the work program pursuant to the conclusions adopted by the SBI at its 44<sup>th</sup> session.<sup>1</sup>

The EU considers gender equality an important element for achieving the objectives under the Convention in an effective way and welcomes the results of the Lima Work Programme on gender, which provides a good framework for making substantive progress in advancing gender equality and gender balance within the context of climate change policies.

It is important to recognize that - as a result of social, political and economic inequalities - women experience the impact of climate change disproportionately compared with men. Women are, however, important actors in mitigation and adaptation if provided equal access to decision-making and implementation, education and training, resources, technology and capacity building.

Given that gender mainstreaming is a long-term objective, the EU sees merit in a continuation of the Work Programme on gender with a regular review every two years and the possibility to provide guidance on the content of the Work Programme, if necessary.

Gender equality is one of 17 Global Goals (SDG 5) that make up the 2030 Agenda for Sustainable Development. An integrated approach is crucial for progress across the multiple goals, including Climate Change (SDG 13).

**Purpose and Scope of the Work Programme**

The purpose of the Work Programme should be to provide a framework for strengthening gender equality and empowerment of women in climate action. This can be promoted inter alia by awareness raising, information sharing, learning from good practices, capacity building, training and education, increasing transparency and accountability, developing statistic tools and strengthening access to existing resources.

**Possible Elements of the Work Programme**

1. In session workshops

- Request the secretariat to organise, in co-operation with Parties and interested organizations, in-session workshops that focus on reviewing progress and considering further measures for integrating gender equality in specific processes including the preparation of NDCs, NAPs and national

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<sup>1</sup> FCCC/SBI/2016/8 para 140

communications, capacity building, access to funding, technical reviews and preparation for stock taking and on implementation of gender responsive national policies;

2. Capacity building, training and awareness raising

- Request the secretariat to organize, in cooperation with Parties and interested organizations, (a) training and awareness-raising for female and male delegates on issues related to gender equality and climate change, and (b) capacity building for female delegates, in particular from least developed countries, to effectively participate in UNFCCC meetings via training on, inter alia, negotiation skills, drafting of legal language and strategic communication.
- Strengthen of the capacity of the Secretariat to implement and assist Parties and bodies under the convention to implement climate policies and activities in a gender responsive manner.
- Invite other bodies/work programmes to include gender aspects in their training events

3. Pre-2020 and Technical examination processes / TEP

- Invite interested Parties and non-Party stakeholders to include gender aspects in the policy options, strategies and actions explored in the technical examination process (TEP), both in the mitigation and the adaptation process.
- Encourage the Secretariat and the high-level champions to consider and develop connections between the gender agenda and the global climate action agenda where relevant.

4. Platform on "Gender and Climate Change"

- Request the Secretariat to develop further the website "Gender and Climate Change" and urge Parties and observers to contribute to the website.

5. Technical papers

- Request the Secretariat to prepare a technical paper on guidelines or other tools on integrating gender considerations into climate change related activities under the Convention for consideration by the Subsidiary Body for Implementation at its forty-eight session.

6. Reporting

- Request all bodies established under the Convention, the Kyoto Protocol and Paris Agreement to include in their regular reports also progress made in integrating gender equality in their processes, policies and activities and invite the Secretariat to make a synthesis paper of these reports biannually in order to build synergies in gender policies and strengthening transparency and accountability.
- Invite the Secretariat to report on the gender composition of the delegations and bodies.
- Encourage Parties to report on integrating gender considerations in their climate policies.

7. Funding

- Encourage Parties and relevant organisations to support their efforts for integrating gender equality across climate change funding programmes and policies by using comparable measures and tools to track the gender-responsiveness of their funding allocations.



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Paper no. 9: Thailand on behalf of the Group of 77 and China

**Elements and Guiding Principles for the Advancement of the Lima Work Program on Gender and Climate Change**

**1.1. Preamble**

Noting that the social consequences of climate change are not gender neutral, due to social inequalities, women and men are affected differently by climate change impacts. Persons in vulnerable situations, such as youth, children, persons with disabilities, and indigenous peoples are also affected in a differentiated manner. The Group of 77 and China welcomes the opportunity to submit its views on possible elements for the extension of the Lima Work Program on Gender. The Group of 77 and China believes that gender is one of the key crosscutting issues that affects response to climate change and sustainable development. Therefore, Gender responsiveness is very critical with regards to the global quest for sustainable and inclusive development in the context of climate change, hence, the need to mainstream gender in all the processes of climate change.

**1.2. Vulnerability**

Climate change and current economic growth trajectories deepen and widen existing gender inequalities. Women, particular in Developing countries, and especially poor women, face higher risks of inequality as they tend to live in vulnerable environments. On the other hand, the impacts of climate change affect the ability to provide for livelihoods in the most vulnerable areas where they inhabit.

Limited access to capacity enhancement programs, social services and support further exacerbate their risks and vulnerabilities. Consequently the effects of climate change are felt most acutely by those segments of the population that are already in vulnerable situations. For women living in rural areas and belonging to indigenous peoples, the disadvantages derived from the impacts and effects of climate change, on account of natural disasters, are greater, as they are more dependent on the natural and environmental goods and services, which is important to know about when generating knowledge through ancestral knowledge in women.

Noting that the drivers and consequences of climate change are not gender neutral, defining the roles of women and men as distinct carriers, providers and users of climate information is important. Socially based roles and responsibilities of men and women often influence the extent of vulnerability as well as how the communities will cope with the impact of a hazard or disaster.

Women play a unique role in the management of natural resources and support to households and communities. With their knowledge that can shape adaptive mechanisms in vulnerable areas, women can play a fundamental role as agents of change. It is therefore vital that considerations of gender equality, as well as men and women different needs, perspectives and knowledge should be considered in planning activities community-based adaptation.

The importance of gender mainstreaming in environment, poverty eradication and sustainable development has been recognized in the CEDAW, Agenda 21, the MDGs, the UNCBD and the UNCCD and recently the 2030 SDGs. SDG number 5 emphasizes that empowering women and promoting gender equality is crucial to accelerating sustainable development.

Recently, the UNFCCC has seen recognition of gender in a number of stand-alone gender decisions including the Lima Work Program on Gender. The Lima Work Program on Gender aims to advance implementation of gender-responsive climate policies, strategies and plans across all areas under the Convention and the Paris Agreement. The Paris Agreement, which, *inter alia* acknowledges that adaptation action should follow a country-driven, gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems. As such, means of implementation that takes into account gender -based budgeting should be provided to developing countries as the global community operationalises the Paris Agreement.

The Lima Work Program on Gender has provided Parties and observer organizations an opportunity for understanding the role of gender integration in the UNFCCC process. Continued engagement on gender and climate change in the UNFCCC is still required as well as putting in place mechanisms to ensure monitoring and evaluation of gender mainstreaming in climate change are put in place.

### **1.3. Possible elements for the decision on gender and climate change in Marrakesh**

The Group of 77 and China recommends that the longer term work program on gender to enhance the work that is ongoing should include the following; where appropriate:

1. Continue to support women participation to achieve the global goal of gender balance and increase their representation at all levels including negotiating groups, delegations, bodies and institutional arrangements. 23/CP.18 (para. 5);
2. In coordination with UN Women, discuss and agree on a Glossary of gender related terms and guiding principles in order to use the terms in a more meaningful way (gender sensitive vs. gender responsive);
3. In coordination with UN Women, commission a gender action plan with the goal of focussed strategic guidance for ensuring gender balance, gender integration, gender responsive climate policies and women empowerment in all programs and actions of the Convention and associated work by the UNFCCC Secretariat, Parties and Observer Organizations;
4. Scale up financing to support the development and implementation of gender responsive climate policy, planning, and implementation at all levels (subnational, national, regional, International);
5. Scale up and decentralize capacity building on training and awareness-raising for women and men negotiators, gender climate champions, women leaders and policy makers at national and regional levels;
6. Promote gender responsive technologies; and ensure gender mainstreaming in adaptation and mitigation activities and programmes and appoint a Gender Focal Point in the UNFCCC that will ensure the conscious application of critical gender analysis by all units in the UNFCCC at all levels; and
7. Promote gender disaggregated data and integration of gender indicators in the MRV systems for effective mainstreaming of gender in climate change.

## Paper no. 10: Uganda

**Uganda's Submission on the Continuation and Enhancement of the Lima Work Programme on Gender and Climate Change, 15 September 2016.****Submission made by UNFCCC NFP-Uganda****Introduction**

Uganda welcomes the invitation to submit its view on the possible elements and guiding principles for continuing and enhancing the Lima Work Programme on Gender. Uganda acknowledges the value of the Lima Work Programme and appreciates the progress made in achieving the objectives of decision 23/CP.18. Uganda recognizes that gender is an important component in tackling climate change and affirms the need to enhance the Lima Work Programme on Gender. Some challenges have been identified in the implementation of the Lima Work Programme and recommendations have been suggested as stipulated below.

**Challenges**

Uganda recalls some of the challenges highlighted from the in-session workshops and the reports from the secretariat that included:

- 1) Few women from Africa are appointed to key positions in the UNFCCC bodies
- 2) Few African women are participating in global meetings
- 3) African women are unable to access new, appropriate and safe technologies and resources
- 4) Inadequate understanding of the gender concepts and mainstreaming
- 5) Inability of parties to domesticate COP decisions on Gender
- 6) Limited incorporation of gender analysis, budgeting, gender mainstreaming , sex-disaggregated data in planning and implementation of climate change programs and projects
- 7) Inadequate reporting on gender responsive actions by Parties

**Recommendations**

Uganda recommends a continuous work program on gender with biannual review that includes the following elements:

1. Strengthening the capacity of the UNFCCC gender focal point within the secretariat
2. Development of a gender and climate change implementation framework with an M&E plan (having clear indicators with sex-disaggregated data for all reporting and implementation)
3. Parties to appoint a gender focal point in each country
4. Continuous training and capacity building at global, regional, national and sub-national levels on integration of gender and climate change targeting male and female negotiators and delegates in the UNFCCC processes
5. Adequate and dedicated financial resources for implementing a gender program at global, regional and country level
6. Further the work on the goal of gender balance with a view to achieving gender parity
7. Convening of the gender forum at SBs and COP
8. Referring to the gaps and challenges identified in the technical paper on guidelines to integrate gender related activities; we urge the Secretariat to identify and communicate solutions and further to guide the process for implementation.

**Conclusion**

Uganda looks forward to favourable decisions on the continuation of the Lima Work Programme taking in consideration the above recommendations and hope for appropriate decision in COP22, Marrakech, Morocco.

## Paper no. 11: United States of America

**Submission of the United States of America on the Continuation and Enhancement of the Lima Work Programme on Gender****Introduction**

The United States welcomes the implementation of the Lima work programme on Gender (decision 18/CP.20), including the in-session workshops on gender-responsive climate policy at SBI-42 and SBI-44. The full and active engagement of women both within domestic climate change policy and the UNFCCC serves to improve the effectiveness of efforts to address climate change. The United States fully recognizes the important role of gender equality in mobilizing stronger and more ambitious climate action. In line with the Lima work programme, the United States has sought to achieve significant progress in advancing women in capacity-building efforts, integrating women into energy sector activities, and promoting female-led innovation ventures, among other efforts. These efforts are detailed further in the U.S. submissions to SBI-42 and SBI-44, pursuant to FCCC/SBI/2014/L.43/Rev.1.

SBI-44 expressed its support for the continuation and enhancement of the Lima work programme and decided to continue consideration of the matter at the SBI-45 session. The United States is supportive of continuing and enhancing the work programme and looks forward to developing a draft decision for consideration and adoption by the Conference of Parties (COP) at its twenty-second session in November 2016.

SBI-44 invited Parties and observer organizations to submit their views on possible elements and guiding principles for continuing and enhancing the work programme. We are pleased to submit our input on possible elements and guiding principles for continuing and enhancing the gender work programme.

**Possible elements for enhancing the work programme***In-session workshops*

The in-session workshops at SBI-42 and SBI-44 proved to be a valuable experience for all participants. We suggest the enhanced work programme include in-session workshops at the annual meetings of the subsidiary bodies, launching at SBI-46. The workshops could be enhanced by developing proposed conclusions and possible policy recommendations for consideration and adoption by the twenty-fifth session of the COP in November 2019.

We propose the following topics to be considered during the three-year work programme:

- Gender-responsive capacity-building efforts and policies;
- Gender-responsive adaptation planning and implementation; and,
- Collecting and using disaggregated gender data.

*Increasing the effective participation of women in the UNFCCC*

The United States is supportive of training and awareness-raising for female and male delegates on issues related to gender balance and climate change. We acknowledge the value of these trainings conducted under the Lima work programme on gender and want to highlight the importance of continuing such training, subject to available resources.

Additionally important is building the skills and capacity of female delegates to effectively participate in UNFCCC meetings. The United States looks forward to supporting the continued training of female

delegates at in-session meetings. We encourage all interested Parties and relevant organization to support these training and capacity-building efforts.

*Increasing the representation of women in the UNFCCC*

The Lima work programme on gender emboldened significant efforts to increase the representation of women in the UNFCCC and its related bodies. The United States believes in the continued importance of continued efforts by Parties to increase the ratio of women on delegations and in Convention bodies, as well as those women's ability to meaningfully participate in negotiations at all levels, in line with decision 23/CP.18 and decision 18/CP.20. The Secretariat should continue to support these efforts, including by monitoring the gender composition of delegations and bodies.

*Continued review of the work programme on gender*

As set forth by decision 18/CP.20, we request that the enhanced three-year work programme on gender undergo a review at the twenty-fifth session of the COP (November 2019) to evaluate our progress and further enhance the work programme on gender.

*Promoting gender equality under the Paris Agreement*

Gender equality and the empowerment of women are highlighted in the Paris Agreement that the world adopted in December 2015. The Agreement acknowledges that adaptation action and capacity-building activities should be gender-responsive. The best way to move forward on these common aims is to share best practices and learn from each other. We thus recommend the work program provide the space for this important dialogue.

**Guiding principles for enhancing the work programme**

The United States believes the three-year work programme should be guided by considering gender in all components of climate action. The U.S. is actively integrating gender equality into its climate change efforts. A central component of the United States' efforts to integrate gender into its climate action is grounded in Secretary of State John Kerry's policy guidance on combating climate change, which calls upon offices across the U.S. Department of State to promote women's participation in climate change and energy programs.

Another central component is the U.S. Agency for International Development's 2012 Gender Equality and Female Empowerment Policy, which integrates gender into other policy documents, including USAID's 2012-2016 Global Climate Change and Development Strategy. To that end, all USAID development programming must analyze and address gender-related concerns and opportunities, from the initial stages of project development through the monitoring and evaluation process. Our experience has shown the importance of considering gender in all parts of the project cycle: scoping, assessment, procurement, implementation, and monitoring and evaluation. The enhanced work programme should also be guided by this consideration.

**Conclusion**

We acknowledge the value of the Lima Work Programme and support launching a new work programme on gender at the upcoming SBI session this fall to enhance this important work at the UNFCCC. The United States looks forward to working with others to promote gender equality and women's empowerment and to promote gender-responsive climate policies.

## Paper no. 12: International Union for Conservation of Nature

**Continuing and Enhancing Gender-responsive Climate Change Action under the  
Lima Work Programme on Gender:**

**Possible Elements for a New Decision**

*A submission from the International Union for Conservation of Nature (IUCN) to the UNFCCC*

At COP20 in Lima, Peru, building on the momentum of previous decisions, Parties agreed to establish the Lima Work Programme on Gender (LWPG), which mandated a two-year work programme for promoting gender balance and achieving gender-responsive climate policy. That programme is due to come to a close at COP22 in Marrakech, Morocco. However, during its 44<sup>th</sup> session, recognizing that the ultimate goals of the LWPG have not yet been met, the Subsidiary Body for Implementation (SBI) invited Parties and Observer Organizations to submit their views on possible elements and guiding principles for continuing and enhancing the work programme.<sup>1</sup>

IUCN is therefore pleased to propose possible elements in this regard for the consideration of a follow-up decision to help continue and enhance this important effort.

The LWPG made important progress in building shared understanding and capacity across the stakeholders of the UNFCCC, including by organizing in-session workshops on the themes of gender and mitigation and adaptation. IUCN notes the success of these workshops, particularly reflected in the well-attended and fruitful discussions of the most recent workshop.<sup>2</sup> IUCN was encouraged by the participation and engagement of a wide range of Parties, Observers, and representatives from across the UN system expressing support from the floor for the need for sustained and strategic action to promote women's rights and resilience in the context of climate change, and to ensure gender-responsive adaptation and mitigation planning across all levels.

A possible next decision, in our view, should build on the progress made under the LWPG, acknowledging, for example, its role in improving coherence with the normative framework globally agreed to advance women's rights and gender equality, and to protect women against discrimination via, especially, the Convention on the Elimination of All Forms of Discrimination Against Women and the Beijing Platform for Action; fulfilling UN system-wide mandates for gender mainstreaming; embracing the synergy in meeting SDG 5 (on advancing gender equality) and 13 (on combatting climate change); and recalling previous UNFCCC decisions to promote gender balance and gender-responsive climate policymaking and planning, across the programmes and bodies of the UNFCCC.

The preambular portion of the next decision might further recall and acknowledge the various contributions made by a range of stakeholders over the lifespan of the LWPG to advance its objectives—for example the common advocacy, awareness raising and capacity building efforts of the Global Gender and Climate Alliance; the support for women's participation in UNFCCC processes via the Women Delegates Fund; the creation of national multi-stakeholder, multi-sectoral gender-responsive Climate Change Gender Action Plans (ccGAPs) in 20 countries; the coordinated messaging and mutual capacity building of the Women and Gender Constituency; the commitment by the donor community and the climate finance mechanisms to ensure an institutional gender-responsive approach; and the technical coordination, information sharing and reporting of the UNFCCC gender focal point and support staff, without whom the accomplishments of these processes at international level would be impossible.

<sup>1</sup> <http://unfccc.int/resource/docs/2016/sbi/eng/116.pdf>, para. 5

<sup>2</sup> [http://unfccc.int/files/gender\\_and\\_climate\\_change/application/pdf/sbi44\\_ws\\_gender\\_provprog12may.pdf](http://unfccc.int/files/gender_and_climate_change/application/pdf/sbi44_ws_gender_provprog12may.pdf)

The next decision might also benefit from considering how tools can be created and disseminated that can help Parties and Observers alike to recognize, plan for and implement gender-responsive actions in a simple yet impactful way. IUCN noted that various interventions, especially from Parties during the SBI-44 in-session gender workshop, emphasized that the importance of gender-responsive climate policy and action has been well established — but the “how to” for action to create real change remains piecemeal, organization- or sector-specific, or otherwise often elusive. The next decision to extend and strengthen the LWPG, we suggest, should focus on answering this call.

The next decision, in our view, would also benefit from establishing a more permanent work programme on gender, reviewable, for example, every four years, bearing in mind that a systemic consideration of gender issues in the activities and work of the UNFCCC is in line with Decision 1/CP.21. It could take up the invitation from SBI-44 that Parties further enhance their participation in the work programme and define specific ways to engage Parties and Observers alike to increase understanding, and offer tools, that support gender mainstreaming across the programmes and bodies of the UNFCCC. In this regard, a decision adopted at COP22, could invite Parties and relevant organizations to provide the means for implementing all gender-related activities within and as relevant to the LWPG.

Specifically, and in addition, IUCN submits the following elements for consideration as part of the extended LWPG:

To facilitate sharing of information and expertise to promote better and common understanding of gender-responsive adaptation, mitigation, technology development and transfer, capacity-building, and finance, through biannual voluntary presentations—during intersessionals and at the COP;

To request the UNFCCC Secretariat technical experts to systematically seek gender-responsive inputs from the Women and Gender Constituency, interested UN entities and related organizations when they are requested to prepare technical papers, reports, issues papers, etc.;

To promote or strengthen mechanism(s) for cooperation and partnerships across the UN System, international organizations, NGOs, academia, research, scientific community, private sector, foundations; and

To request the Secretariat to maintain a repository of information and analysis, existing tools, expertise, and gaps in data and analysis on gender and climate change linkages, lessons learned and best practices.

*Possible mandates for the Secretariat*

To consider, incorporate, and highlight linkages between gender and climate change when organizing workshops, preparing technical papers or other documents in any area under the Convention or the Kyoto Protocol, taking into consideration the results and recommendations from in-session workshops and the Secretariat’s technical paper on gender prepared under the Lima Work Programme on Gender.

To support Parties in their efforts to mainstream gender equality in all the processes and frameworks under the UNFCCC, including the preparation, revision, reporting and implementation of the, for e.g., NDCs, NAPs, NAMAs, LEDS, national communications, as well as in the technology framework and the capacity-building framework.

To provide capacity building and technical support on gender issues at regional and national meetings and trainings, in particular for the preparation, revision and implementation of gender-responsive plans and programmes, e.g., NDCs, NAPs, and national communications.



To organize targeted in-session workshops on priority issues, including for example:

- a. The development of gender-responsive policies and action plans;
- b. Gender and climate finance, particularly implementation of the gender mandates of the financial mechanisms, including the GEF and GCF, and as relates to the CIF, to increase access and availability/funds for women and women's organizations throughout the global climate finance landscape;
- c. National communications; review and preparation for implementation of NDCs; technology needs assessment and development; and National Adaptation Plans;
- d. Mainstreaming gender equality issues across the work and bodies of the UNFCCC focusing particularly on the implications for the Paris Agreement.

To take into consideration a gender perspective in the organization of the TEMs on mitigation and adaptation according to the mandate contained in paragraphs 111 and 129 of the decision 1/CP.21.

To formulate a Gender Action Plan and a multi-year gender work programme, to be consistent with UN SWAP (UN System-wide action plan on gender equality and the empowerment of women).

*Possible suggestions for Parties and other relevant stakeholders on capacity building*

To request that technical support and capacity building on gender-responsive climate policy is included in upcoming regional and national meetings around the planning and implementation of Nationally Determined Contributions (NDCs) and national communications, and ensures the full and effective participation of women in these processes;

To invite Parties, Observers and other international organizations to provide technical and financial support to the Secretariat, including to strengthen understanding of and capacity on gender terminology, gender mainstreaming and gender-responsive policy for coherence and implementation across all processes and frameworks.

*Possible mandates for other entities*

To request the IPCC, where relevant, to strengthen inclusion of gender and climate change experts into the panel and to improve its consideration and inclusion of studies and data sets on the gender issues of climate change adaptation and mitigation;

To request the financial mechanisms, (e.g., the GEF, GCF, CDM, AF) to specifically address and highlight gender-responsive policy and project/programme implementation in their annual reporting to the COP and work with recipient countries in readiness and technical support to increase national climate-and-gender capacity;

Invites Parties, Observers and other international organizations, including UN Women, UNDP, IUCN, [and women's organizations], to cooperate in and support the implementation of the gender programme and the gender mandates across all previous decisions within the UNFCCC.

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Paper no. 13: Office of the United Nations High Commissioner for Human Rights

**Response to the UNFCCC Secretariat request for submissions on:** Lima Work Programme on Gender – views on possible elements and guiding principles for continuing and enhancing the work programme (SBI), FCCC/SBI/2016/L.16, paragraph 5.

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In response to the call of the Subsidiary Body for Implementation (SBI) of the United Nations Framework Convention for Climate Change (UNFCCC) for submissions on “possible elements and guiding principles for continuing and enhancing the Lima Work Programme on gender”, OHCHR would like to emphasize the importance of promoting and protecting women’s human rights and gender equality in all climate action, including at the UNFCCC.

The International Covenant on Economic, Social and Cultural Rights (ICESCR) calls for equal rights of men and women in the enjoyment of all human rights (Article 3) and specifically through equality in work pay and conditions (Article 7).<sup>1</sup> The International Covenant on Civil and Political Rights (ICCPR) guarantees women equal rights as laid out in the Covenant (Article 3).<sup>2</sup> The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, and other instruments further affirm that Parties and other relevant actors must prioritize gender equality in all their actions. Gender equality and non-discrimination are fundamental human rights principles that require State action to ensure their fulfilment including in the context of climate change. This is highlighted in relevant decisions of the Conference of the Parties to the United Nations Framework Convention on Climate Change (UNFCCC).

For example, in decision 36/CP.7, the UNFCCC noted the importance of improving the participation of women in decision making processes related to climate change and called for the nomination of women for bodies established under the Convention or the Kyoto Protocol.<sup>3</sup> The UNFCCC expanded on this with decision 23/CP.18, calling for greater gender balance in bodies established by and related to the Convention and in Party delegations. Decision 18/CP.20 followed, establishing the Lima work programme on gender and emphasizing “the need for gender mainstreaming through all relevant targets and goals in activities under the Convention as an important contribution to increase their effectiveness”. It urges Parties to “advance gender balance, promote gender sensitivity in developing and implementing climate policy, and achieve gender-responsive climate policy in all relevant activities under the Convention.”<sup>4</sup>

The Paris Agreement to the UNFCCC continues to build toward greater gender inclusiveness and equality in climate actions and policies. The preamble states that climate actions should promote and consider human rights obligations, including gender equality, the empowerment of women, and intergenerational equity. Further, Article 7 emphasizes that climate adaptation should follow a “country-driven, gender-responsive, participatory and fully transparent approach, taking into consideration vulnerable groups, communities and ecosystems.”<sup>5</sup>

Gender equality has also been increasingly incorporated as a priority in other climate related policies. The Programme of Action from the 1994 International Conference on Population and Development (ICPD) provides an explicit link between sustainable development and the rights of all people and communities which has implications for climate change-related risks and paves the way for women’s full participation in all aspects of action to tackle them. The new Sustainable Development Goals (SDGs) are anchored in human rights and include strong goals and targets for

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<sup>1</sup> <http://www.ohchr.org/Documents/ProfessionalInterest/cescr.pdf>

<sup>2</sup> <http://www.ohchr.org/Documents/ProfessionalInterest/ccpr.pdf>

<sup>3</sup> UNFCCC, *Improving the participation of women in the representation of Parties in bodies established under the United Nations Framework Convention on Climate Change or the Kyoto Protocol*. FCCC/CP/2001/13/Add.4. (2001).

<sup>4</sup> UNFCCC, *Report of the Conference of the Parties on its twentieth session, held in Lima from 1 to 14 December 2014. Addendum. Part two: Action taken by the Conference of the Parties at its twentieth session*. FCCC/CP/2014/10/Add.3. (2015).

<sup>5</sup> UNFCCC, *Paris Agreement*. (2015).

combating inequality and discrimination of all kinds, including gender inequality, in accordance with existing international human rights law and other instruments.<sup>6</sup> The SDGs aim by 2030 to achieve gender equality specifically with Goal 5 and through other goals that encourage women's equality, empowerment, and active participation at all levels of, among others, climate action, education, peace and security, and ending poverty and hunger.<sup>7</sup> Human Rights Council resolution 32/33 on human rights and climate change "calls upon States to integrate a gender perspective in pursuing mitigation and adaptation responses to the adverse impact of climate change on the full and effective enjoyment of the rights of every boy and girl".

The CEDAW Committee also recognizes the obligations of parties to address gendered aspects of climate change and disaster response. In its 44<sup>th</sup> session, the Committee emphasized that all Parties and other relevant actors should work to ensure that climate change and disaster risk reduction efforts are gender responsive and protect human rights.<sup>8</sup> Similarly, the Sendai Framework for Disaster Risk Reduction states that "a gender, age, disability and cultural perspective should be integrated in all policies and practices, and women and youth leadership should be promoted". At the 52<sup>nd</sup> session of the Commission on the Status of Women, a gender perspective was stressed as critical in all aspects of climate change, owing to the often disproportionate impacts of climate change on women combined with often unequal access to resources and relevant decision-making processes.<sup>9</sup>

In the context of climate change, these actions are critically needed to address the often disproportionate impacts of climate change on women and girls and the frequent exclusion of women from decision-making processes. Multiple causes can contribute to increased vulnerability to the negative impacts of climate change but perhaps none more than poverty. The impacts of climate change will most affect those in poverty and women and girls comprise 70 per cent of the world's poor meaning they often face disproportionate risks from climate change. Extreme weather events can exacerbate existing inequalities and discrimination thereby further limiting women's full and equal access to education, resources, property, civil and political rights, and health care.<sup>10</sup> In many contexts, the burden of securing food, water, and fuel disproportionately falls on women and girls, yet they have limited mobility and access to resources, particularly in rural areas. For instance, women constitute 80% of farm workers worldwide, but own less than 2% of land and 1% of farm-worker credit.<sup>11</sup> These challenges will likely be worsened by the effects of climate change. Women often experience unequal access to decision-making processes and their participation in decision-making and climate action may be limited by such entrenched inequalities.<sup>12</sup> These existing social, economic, and political challenges and barriers, including harmful gender stereotypes, will have further adverse effects on women in relation to agriculture and food security, biodiversity and ecosystems, water resources, human health, migration, energy, transportation, and industry.<sup>13</sup>

While the impacts of climate change may disproportionately affect women, women are also important agents and leaders of change. In addition to representing half the population, they can also possess particular skills and knowledge useful for climate change adaptation. Often, their expertise and roles within their communities further positions them to manage effective climate action. Indigenous women, for example, are often stewards in knowledge and use of natural resources, and may already act as community leaders. Climate change mitigation and adaptation should, therefore, not only be gender responsive, but also inclusive of women's right to full and active participation at all levels of decision-making.

<sup>6</sup> <http://www.ohchr.org/Documents/Issues/MDGs/Post2015/TransformingOurWorld.pdf>

<sup>7</sup> UN General Assembly, *Transforming our world: the 2030 Agenda for Sustainable Development*. A/70/L.1. (2015).

<sup>8</sup> CEDAW, 44th Session, August 2009, *Statement of the CEDAW Committee on Gender and Climate Change*.

<sup>9</sup> CSW, *Interactive expert panel Emerging issues, trends and new approaches to issues affecting the situation of women or equality between women and men*. (2008).

<sup>10</sup> See, for example, General Recommendation no. 27 on Older Women and the Protection of their Human Rights, CEDAW/C/GC/27, 2010, para. 25.

<sup>11</sup> FAO, *The State of Food and Agriculture, Women in Agriculture: Closing the gender gap for development*. (2011).

<sup>12</sup> UNDP, *Overview of linkages between gender and climate change*. (2013).

<sup>13</sup> [http://www.un.org/womenwatch/feature/climate\\_change/downloads/Women\\_and\\_Climate\\_Change\\_Factsheet.pdf](http://www.un.org/womenwatch/feature/climate_change/downloads/Women_and_Climate_Change_Factsheet.pdf)

For these reasons, OHCHR fully supports and welcomes proposals to continue and strengthen the Lima Work Programme. OHCHR would like to make the following recommendations for the continuation and strengthening of the Lima Work Programme.

1. **Ensure effective, free, active, meaningful and informed participation:** The ICESCR, ICCPR, and other human rights instruments guarantee all persons the right to free, active, meaningful and informed participation in public affairs. OHCHR's Key Messages on Climate Change emphasize that decision-making processes on climate change mitigation and adaptation must be compliant with related human rights obligations, particularly to ensure equal participation.<sup>14</sup>

In this interest, the UNFCCC must continue to ensure that bodies pursuant to and related to the Convention prioritize, measure, and act to achieve and maintain gender-equality. Priority should be given to enhance capacity building on gender mainstreaming through provision of resources as well as meetings and trainings in relation to the COP.

2. **Compile gender and disaggregated climate data:** The UNFCCC should increase understanding of the gendered impacts of climate change through the collection of disaggregated data. This data should be kept to track climate change impacts across demographic groups, with particular attention paid to human rights indicators. The UNFCCC should further consider and invest in ways to more effectively integrate gender considerations in the collection, analysis and sharing of data and information in order to inform climate actions that protect human rights and ensure gender equality.
3. **Support gender-responsive climate policy:** In compliance with the UNFCCC and other human rights obligations, and to ensure climate action that takes into account the differential experiences of women, men, girls and boys, measures should be taken to support gender-responsive policies at both the international and national levels. Platforms for sharing information and data, best practices, and technical training resources should be developed and implemented. The UNFCCC should model such policies and support parallel efforts for all Parties' national actions, including gender-mainstreaming in all climate mitigation and adaption-related work.
4. **Allocate resources for immediate and long-term support:** Parties should provide necessary resources to the UNFCCC for the planning and implementation of decisions and other actions in the interest of supporting gender-responsive policies. Parties and the UNFCCC should make provisions and dedicate resources to the long-term continuation of such actions. A multi-year action plan should be established and implemented in order to sustain the work of the Lima Programme and realize gender equality in climate action.
5. **Build on existing knowledge and skills:** The UNFCCC should develop a plan for integrating gender and gender perspectives throughout climate action with particular recognition of the existing knowledge, skills, and experience of women and girls. The action plan should identify women's key points of contribution in areas and sectors impacted by climate change, and develop tools and frameworks for constructively and pro-actively engaging women and promoting their active participation in related climate actions. Particular efforts should be made to actively engage and empower women negatively impacted by climate change and, in particular, to address and remedy climate impacts on women exposed to multiple and intersecting forms of discrimination.
6. **Build national capacity:** In line with supporting gender-responsive climate policy, the UNFCCC should support efforts to improve gender-equality and the representation of and effective and meaningful participation of women in national level bodies on climate mitigation and adaption. The UNFCCC should develop accessible tools and information sharing mechanisms for equitable, gender-responsive climate action, support local-level development of women leaders, provide support and resources for skills training and capacity building, and support opportunities for the development of women leadership networks in response to climate change impacts, especially in support of women delegates to the UNFCCC.

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<sup>14</sup> OHCHR, *Key Messages on Human Rights and Climate Change*.  
[http://www.ohchr.org/Documents/Issues/ClimateChange/KeyMessages\\_on\\_HR\\_CC.pdf](http://www.ohchr.org/Documents/Issues/ClimateChange/KeyMessages_on_HR_CC.pdf).

## Paper no. 14: United Nations Entity for Gender Equality and the Empowerment of Women

**UN Women submission*****Possible elements and guiding principles for continuing and enhancing the Lima Work Programme on Gender*****Introduction**

At its 44<sup>th</sup> 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,<sup>1</sup> 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.<sup>2</sup>

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 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.

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

<sup>2</sup> 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

## **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 5<sup>th</sup> 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.21<sup>3</sup>. The analysis should include proposals on activities to be undertaken, timelines, actors and resource needs.

<sup>3</sup> 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)

Paper no. 15: Heinrich Böll Foundation North America

**Submission by the Heinrich Böll Stiftung North America**

**Views on Possible Elements and Guiding Principles for Continuing and Enhancing the Lima Work Programme on Gender**

**1. Introduction**

At the 20<sup>th</sup> Conference of the Parties (COP 20), Parties to the United Nations Framework Convention on Climate Change (UNFCCC) adopted the Lima Work Programme on Gender (Decision 18/CP.20)<sup>1</sup>, which aims to further advance the implementation of existing gender equality mandates across all areas of climate negotiations. Since COP 20, the Subsidiary Body for Implementation (SBI) during its 42<sup>nd</sup> session in June 2015 and its 44<sup>th</sup> session in May 2016 held two in-session workshops, one on gender-responsive climate policy with a focus on mitigation action and technology development and transfer, and one on adaptation and capacity-building and training for delegates on gender issues, respectively. The SBI 44 draft conclusions on gender and climate change proposed by the chair<sup>2</sup> expressed the SBI's support for the continuation and enhancement of the Lima Work Programme on Gender (LWPG). The SBI also invited "Parties and observer organizations to submit their views on possible elements and guiding principles for continuing and enhancing the work programme" (FCCC/SBI/2016/L.16, paras. 4 & 5).

The Heinrich Böll Stiftung North America welcomes the opportunity to share our views on these issues. Our submission focuses on three key guiding principles and core elements we feel are essential for continuing and enhancing the LWPG:

- **Human rights and women's rights' framing:** The LWPG's continued work must aim at strengthening the integration of Parties existing human rights, gender equality and women's rights obligations in all climate actions under the UNFCCC.
- **Inclusivity:** The LWPG must be better integrated into and impact all UNFCCC activities for a true mainstreaming of gender and climate change considerations within all thematic areas of the UNFCCC.
- **MOI for gender-responsive climate actions, in particular finance:** An enhanced and continued LWPG must focus priority attention on core Means of Implementation (MOI) for gender-responsive climate actions, in particular the role of finance and adequate resource allocation.

**2. Human and Women's Rights Framing of a Continued and Enhanced Lima Work Programme**

The Cancun Agreements and other UNFCCC decisions (f.ex. 1/CP.16, 2/CP.17, 15/CP.18, 2/CP.20) have reiterated the central importance of advancing gender equality and women's rights for effective climate policies. In the preamble to both the Paris Agreement and decision 1/CP.21, adopted at COP 21 in Paris in December 2015, Parties acknowledge that in their actions to address climate change they should respect, promote and consider their respective obligations in relation to, *inter alia*, human rights (and thus implicitly women's rights as inalienable human rights<sup>3</sup>), gender equality and women's empowerment.<sup>4</sup> The Lima

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<sup>1</sup> Text of the Lima Work Programme on Gender available at: [https://unfccc.int/files/meetings/lima\\_dec\\_2014/decisions/application/pdf/auv\\_cop20\\_gender.pdf](https://unfccc.int/files/meetings/lima_dec_2014/decisions/application/pdf/auv_cop20_gender.pdf).  
<sup>2</sup> <http://unfccc.int/resource/docs/2016/sbi/eng/116.pdf>.  
<sup>3</sup> UN OHCHR (2014), Gender Rights as Human Rights; available at: <http://www.ohchr.org/Documents/Publications/HR-PUB-14-2.pdf>

Work Programme itself in its chapeau underscores the importance of coherence between gender-responsive climate policies and balanced participation of women and men in Convention processes and the provisions of international instruments for the strengthening and protection of women's human rights, gender equality and the empowerment of women such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Beijing Declaration and Platform for Action. Conversely, many existing human rights bodies, including the CEDAW Committee, the UN Rights Council or the Committee on Economic, Social and Cultural Rights have emphasized the obligation to respect and protect women's rights when responding to climate change. Extensive research and most recently the UN special rapporteurs for human rights<sup>5</sup> have confirmed the compatibility of parties' climate change and human rights obligations and the responding mandate to act. Country parties to the UNFCCC are with a few exceptions also signatories to CEDAW<sup>6</sup> and other relevant human rights covenants, for example on economic, social and cultural rights<sup>7</sup> or on civil and political rights<sup>8</sup>.

Nevertheless, the human rights' context of efforts for gender-responsive climate policy was only touched upon in the two mandated SBI in-session workshops under the Lima Work Programme on Gender<sup>9</sup>; it was *neither an explicit element nor a guiding principle* for activities formally undertaken under the existing LWPG. This has to be remedied in the continuation and advancement of the LWPG. It should focus in its activities in much more detail on the integration of obligations under CEDAW and other relevant human rights treaties in the design, planning, and implementation of climate actions and the value of recognizing these existing human rights standards under the UNFCCC.

The human rights dimension of gender-responsive policies should be added formally as the framing principle for the continued and expanded LWPG, including guiding the activities in any possible related action plan with enforceable targets, which might be decided by a COP decision at COP 22 in Marrakesh. Such a human rights-centered approach should guide all concrete gender-responsive activities and advancements in specific issue areas under a continued LWPG and related action plan (such as mitigation, adaptation, technology development and transfer, finance, capacity-building, communication and reporting).

Any future SBI in-session workshops under a continued and enhanced LWPG should include discussions on the intersection of climate actions and human and women's rights, f.ex. by regularly inviting civil society women's and human rights advocates with on-the-ground experience and representatives from the CEDAW Committee or the Office of the UN High Commissioner for Human Rights (OHCHR). The UNFCCC Secretariat more generally could also explore options for joint capacity-building sessions with those and other UN bodies on the human rights dimension of climate change. Such learning opportunities could be offered for UNFCCC delegates more broadly (not just to those Party delegates attending in-session workshops on gender and climate change) and also be extended to technical committees and bodies under the UNFCCC, such as the in-session thematic Technical Expert Meetings (TEMs), the Climate Technology Centre &

<sup>4</sup> Text of the Paris Agreement available at:  
[https://unfccc.int/files/meetings/paris\\_nov\\_2015/application/pdf/paris\\_agreement\\_english\\_.pdf](https://unfccc.int/files/meetings/paris_nov_2015/application/pdf/paris_agreement_english_.pdf).

<sup>5</sup> [http://www.ohchr.org/Documents/HRBodies/SP/SP\\_To\\_UNFCCC.pdf](http://www.ohchr.org/Documents/HRBodies/SP/SP_To_UNFCCC.pdf).

<sup>6</sup> All 187 parties that are signatories to CEDAW are also without exception parties to the UNFCCC, although not all 196 parties to the UNFCCC have ratified CEDAW (with the United States, Iran, Somalia, Sudan and South Sudan being among the exceptions).

<sup>7</sup> <http://www.ohchr.org/EN/ProfessionalInterest/Pages/CESCR.aspx>.

<sup>8</sup> <http://www.ohchr.org/en/professionalinterest/pages/ccpr.aspx>.

<sup>9</sup> There is little mention of human rights in the Secretariat reports of the two in-session SBI workshops mandated by the Lima Work Programme (see documents FCCC/SBI/2015/12 and FCC/SBI/2016/10), reflecting the fact that the human rights context of gender-responsive climate policies was not formally addressed as overarching framework for the workshop discussions.

Network (CTCN) or the GEF and the GCF as operating entities of the UNFCCC financial mechanism. Parties to the UNFCCC, as well as technical committees and bodies, can also draw on existing guidelines or recommendations by human and women's rights' bodies on how to ensure full compliance with their obligations to respect, protect, and fulfill women's human rights in the context of climate change.<sup>10</sup>

### **3. Inclusivity via Thematically Focused "Gender plus" Efforts for Mainstreaming Gender and Climate Change Activities Throughout the UNFCCC**

While over the past 15 years, since a first mention on gender equality and women's participation in COP7 decisions in Marrakesh, noteworthy progress has been made in mainstreaming gender within the UNFCCC (as a compilation of relevant decision texts over the years indicates)<sup>11</sup>, certain gaps and a lack of inclusivity and comprehensiveness of UNFCCC processes remain – and are in danger of being carried forward with the new Paris Agreement post 2020. This can be illustrated by the fact that the Paris agreement anchors women's rights, gender equality and the empowerment of women in its preamble (as overarching guiding recommendation), but then does not take up the mandate for gender-responsiveness of climate policies in the sections of the agreement dealing with mitigation (Article 4), REDD+ (Article 5); loss & damage (Article 8), finance (Article 9), or technology (Article 10) respectively<sup>12</sup>. A mention for the need for gender-responsive action in relation to adaptation (Article 7) and capacity-building (Article 11) is helpful, but not enough to ensure future gender mainstreaming in the implementation of the Paris Agreement without further focused COP decisions and targeted actions.

The LWPG was undoubtedly successful in addressing some existing gender mainstreaming shortcomings, including by enhancing gender expertise and building knowledge for Parties and observers in a range of focus areas, especially through the two SBI in-session workshops and related submissions and engagement processes. Commendable in particular is that mitigation and technology transfer and development were among the thematic areas explicitly addressed in SBI 42, as they usually receive less attention in a mostly adaptation-focused discussion of gender and climate change. However, the establishment of a separate LWPG, while giving visibility and legitimacy to the importance of gender-responsive climate policies, carries also the danger of side-lining and isolating the gender discourse as an add-on – especially without improved efforts to integrate its work into the wider UNFCCC process. A possible UNFCCC Gender Action Plan (GAP) as part of an enhanced LWPG needs to tackle this challenge as a priority, including by setting targets and recommended actions for gender-integration into the work programs of all other thematic areas and their respective bodies under the UNFCCC.

A primary activity under a multi-year GAP could be to establish detailed thematic area sub-programs to integrate gender-responsiveness into the ongoing work flow for example on mitigation, adaptation, finance, technology, capacity-building and transparency efforts pre-2020 and including it in the work of the Ad hoc Working Group on the Paris Agreement (APA). The primary goal of thematic area sub-programs under a GAP would be to enhance the gender-awareness, and gender capacity and understanding of

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<sup>10</sup> See for example work by OHCHR on climate change (<http://www.ohchr.org/EN/Issues/HRAndClimateChange/Pages/HRCAction.aspx>), including analysis on "The Effects of Climate Change on the Full Enjoyment of Human Rights"; available at: <http://www.thecvf.org/wp-content/uploads/2015/05/humanrightsSRHRE.pdf>; or CEDAW's "General Recommendations for gender-related dimensions of disaster risk reduction and climate change"; available at: <http://www.ohchr.org/Documents/HRBodies/CEDAW/ClimateChange/ConceptNote.pdf>

<sup>11</sup> WEDO (2013), Gender Equality and the United Nations Framework Convention on Climate Change: A Compilation of Decision Texts; available at: <http://www.wedo.org/wp-content/uploads/united-nations-web.pdf>.

<sup>12</sup> Text of the Paris Agreement available at: [https://unfccc.int/files/meetings/paris\\_nov\\_2015/application/pdf/paris\\_agreement\\_english\\_.pdf](https://unfccc.int/files/meetings/paris_nov_2015/application/pdf/paris_agreement_english_.pdf).

thematic experts and negotiators, instead of segregating discussion on gender and climate change within a narrow sub-group of gender experts separated from other technical negotiators, as it is currently largely the case. This will build specialized technical “gender plus [insert specific UNFCCC thematic area here] capacity” to allow a gender equality and women’s rights perspective to inform COP decisions on climate actions and their implementation throughout the UNFCCC process.

If the LWPG were to continue in its current configuration, Parties will remain content to just send some designated delegates to deal with gender (often less senior negotiators with little clout within their country delegations) and leave it up to those few to “gender-mainstream” their delegations’ work throughout the UNFCCC negotiations, while ticking off the issue of “gender and climate change” as being dealt with. A thematic “gender plus” focus, by contrast, anchors gender-responsive climate policies as a principle and goal in all thematic areas and raises the gender-awareness of all delegates. The latter will also be helped by accelerated progress in advancing the gender balance of bodies established under the convention and the improved gender composition of Party delegations mandated by decision 23/CP.18. An enhanced LWPG must set clear targets on gender balance and women’s participation and leadership and measure their progress toward their achievement to address persistent gaps. The latest report on gender composition by the UNFCCC Secretariat, demonstrates gender deficiencies in participation and leadership, including in particular in bodies and boards related to technology and finance.<sup>13</sup>

There are many existing and many potentially new entry points for the integration of gender considerations for the formulation and implementation of strategies to address climate change under specific UNFCCC thematic areas and bodies, as a recent UNFCCC Secretariat technical paper illustrates.<sup>14</sup> These should be elaborated in a potential GAP, and could include, *inter alia*:

- **National Communications (NCs):** Capacity-building for Parties to prepare and submit gender-responsive NCs, for example by utilizing existing resources and methodologies such as UNDP’s “Gender Responsive National Communications Toolkit,” could be one important element of a future LWPG and GAP.<sup>15</sup> As NCs for many parties function both as reporting and as a planning tool for effective implementation of climate action, the gender-responsiveness of NCs submitted is on key indication of successful gender mainstreaming of climate policies and actions on the national level. It should therefore be regularly monitored and reported to the COP by the UNFCCC Secretariat, including by showcasing best practice examples and encouraging peer-to-peer support from Parties with success in engendering their own NCs.
- **Nationally Appropriate Mitigation Actions (NAMAs):** Since NAMAs are voluntary actions taken by developing countries, there are currently no requirements for how they should be established and implemented. However, lessons learned from some first case studies could be abstracted, and approaches and training formats used in some first efforts replicated.<sup>16</sup> Many countries would be interested in including gender considerations, especially if they can receive capacity –building support (including by CSOs) and adequate resources for the development of gender-informed NAMAs. Existing NAMA financial support structures include the operating entities of the UNFCCC financial mechanisms, the GCF and the GEF. Both have gender equality and gender-mainstreaming

<sup>13</sup> UNFCCC (2015), Report on gender composition. Note by the Secretariat, document FCCC/CP/2015/6.

<sup>14</sup> UNFCCC (2016), Guidelines or other tools for integrating gender considerations into climate change related activities under the Convention. Technical paper by the Secretariat, document FCCC/TP/2016/2.

<sup>15</sup> UNDP (2015), Gender Responsive National Communications Toolkit. Available at: <http://www.undp.org/content/dam/undp/library/gender/UNDP%20Gender%20Responsive%20National%20Communications%20Toolkit.pdf?download>.

<sup>16</sup> UNFCCC (2016), Technical Paper.

mandates that should translate into mandating that their financial support is used for gender-responsive NAMA development and implementation. Some of the developed country-owned NAMA support structures, such as the German International Climate Initiative or the UK/Germany NAMA Facility, could likewise include gender integration as one of their assessment criteria for providing NAMA development support.

- **National Adaptation Plans (NAPs):** The Cancun Adaptation Frameworks calls for Parties to follow a country-driven, gender-sensitive, participatory and fully transparent approach in formulating and implementing NAPs. Capacity-building for Parties to prepare and implement gender-responsive NAPs, for example by utilizing existing resources and methodologies such as IUCN’s guidelines on mainstreaming gender considerations into NAPs<sup>17</sup>, could be included in a future LWPG and GAP. Under the UNFCCC Financial Mechanism, both the GCF and the GEF are tasked with supporting the development and implementation of NAPs. Both have gender mainstreaming mandates and the requirement to consider gender equality outcomes in their funding decisions.
- **Climate Technology Centre & Network (CTCN) and Technology Needs Assessments (TNAs):** Technology development and transfer is a key means of implementation (MOI) for gender-responsive climate actions and one which requires focused attention in a future LWPG and GAP. However, too often the inclusion of gender-considerations in the assessment of climate change related technology needs in developing countries is lacking. A joint expert group meeting by UNFCCC, UN Women and UN DESA with the support of CSO gender and technology experts elaborated a set of recommendations for improving the gender capacity of the CTCN (its own staff and the experts in its network) and for helping national TNA teams to integrate gender considerations throughout the TNA process.<sup>18</sup> In that context, it is also crucially important to improve gender balance in the Advisory Board of the CTCN. According to the 2015 stocktaking on gender composition by the UNFCCC Secretariat, this UNFCCC body is dead last with only one of its 16 members (or 6%) being female.<sup>19</sup>
- **(Intended) Nationally Determined Contributions (INDCs or NDCs):** Under the Paris Agreement, each Party is required to prepare and communicate every five years NDCs that it commits to achieving. For COP22, Parties submitted INDCs, with many of developing country INDCs’ ambition conditional on financial support. Recent analysis by IUCN and WEDO shows that of 189 countries having submitted 162 INDCs (including one for the EU on behalf of 28 member states)<sup>20</sup>, only 65 (40%) explicitly mention “gender” or “women”, and all mentions are in non-Annex I countries – highlighting that industrial countries are approaching mitigation ambition commitments under the Paris Agreement currently largely gender-blind.<sup>21</sup> Providing the expertise, capacity-building and support for turning the majority of currently gender-blind INDCs into gender-responsive NDCs should be a primary task for any UNFCCC GAP under an enhanced LWPG. One concrete action by the UNFCCC Secretariat, in cooperation with UN and other partners, including from CSOs, could be the development of specific tools and guidelines for the preparation of gender-responsive NDCs.

<sup>17</sup> IUCN (2011), Draft Guidelines to Mainstreaming Gender in the Development of National Adaptation Plans (NAPs). Available at: <http://unfccc.int/resource/docs/2011/smsn/ngo/306.pdf>.

<sup>18</sup> UN Women (2015), Implementation of Gender-Responsive Climate Action in the Context of Sustainable Development: Report of the Expert Group Meeting. Available at: [https://unfccc.int/files/gender\\_and\\_climate\\_change/application/pdf/egmreport\\_bonn\\_final\\_25\\_november\\_2015.pdf](https://unfccc.int/files/gender_and_climate_change/application/pdf/egmreport_bonn_final_25_november_2015.pdf).

<sup>19</sup> UNFCCC (2015), Note on Gender Composition.

<sup>20</sup> <http://www4.unfccc.int/submissions/indc/Submission%20Pages/submissions.aspx>.

<sup>21</sup> [https://www.climatelinks.org/sites/default/files/asset/document/Gender%20In%20Mitigation%20Actions\\_April%202016.pdf](https://www.climatelinks.org/sites/default/files/asset/document/Gender%20In%20Mitigation%20Actions_April%202016.pdf)

This would also be the single most important step in ensuring success in a gender-responsive implementation of the Paris Agreement on the global level.

#### **4. Finance as Key Means of Implementation for Gender-Responsive Climate Actions**

An enhanced and continued LWPG must focus priority attention on core means of implementation (MOI) for gender-responsive climate actions, in particular the role of finance and adequate resource allocation.

This has two main components:

- Adequate, sustainable, predictable and additional **resource allocation within the UNFCCC** (the UNFCCC's Secretariat "means of implementation") to provide the technical staff capacity and financial support to Parties in all thematic areas under the convention in making gender-responsive COP decisions. The UNFCCC Secretariat also needs the staff and financial resources to monitor and regularly report on the system-wide implementation of gender-responsive climate actions; and
- Adequate, sustainable, predictable and additional **provision of public climate finance as the core means of implementation (MOI) for gender-responsive implementation** of all developing countries' needs-based climate actions.

##### **Resource allocation for gender mainstreaming efforts within the UNFCCC Secretariat**

The current two-year LWPG is plagued by the fact that its implementation, and additional staff and capacity support by the UNFCCC Secretariat beyond the mandated appointment of a senior gender focal point, is essentially conditional on the availability of extra funding made available by "Parties and relevant organizations" (paras. 17-20). Thus, the ambition and the implementation of the current LWPG stands and falls with the willingness of Parties to provide additional financing for that specific purpose. This underscores the treatment of the current LWPG as an "add-on", and as a disposable one as such, instead of treating it as the core task under the UNFCCC Secretariat's core administrative budget, which it is. Within the UNFCCC, nobody would make the Secretariat's and Parties' ongoing technical work on the mitigation, adaptation, finance or technology aspects of implementation subject to the availability of Parties providing extra financial resources to the UNFCCC Secretariat. Of course not: these are after all the core tasks under the convention.

A continued and enhanced LWPG and a possible GAP can only be successful, if they and the actions they propose are likewise understood to be core tasks for the fulfillment of the UNFCCC mandate and financed in the same way, i.e. as part of the UNFCCC's core budget for which *all* Parties to the UNFCCC are assessed indicative contributions in line with their "common but differentiated responsibilities and respective capabilities," the founding principle of actions under the UNFCCC.<sup>22</sup> This would also ensure the "buy-in", literally, of all UNFCCC Parties to the UNFCCC gender-mainstreaming efforts. Lastly, this would also result in truly gender-responsive budgeting *within* the UNFCCC Secretariat core budget approved for two years, as it would translate gender commitments under a continued LWPG and possible GAP into fiscal commitments for the work streams of all thematic areas.

##### **Provision of public climate finance as the core means of implementation (MOI) for gender-responsive implementation of developing country Parties' need-based climate actions**

The provision of scaled-up public finance that is predictable, adequate, sustainable and additional to developed countries' official development assistance as core means of implementation (MOI) for developing country Parties' climate actions pre- and post-2020 is indispensable for advancing gender

<sup>22</sup> For the current assessment scales of UNFCCC Parties to the UNFCCC Secretariat's Administrative Budget, see: [http://unfccc.int/files/parties\\_and\\_observers/application/pdf/scale.pdf](http://unfccc.int/files/parties_and_observers/application/pdf/scale.pdf).

mainstreaming in the UNFCCC. Many of the gender-responsive climate actions that need to be financed and implemented in developing countries (based on their own needs' assessment and country-owned fully participatory climate strategies and plans) might not guarantee a sizable "return-on-investment," which most private sector investors (maybe with the exception of a growing number of social impact investors) prioritize. Thus, the role of gender-responsive public finance provision through the two operating entities of the UNFCCC financial mechanism, which will also serve as the financial mechanism of the Paris Agreement<sup>23</sup>, cannot be overstated. The GCF and the GEF are both accountable to and function under the guidance of the COP. The COP, as part of an enhanced LPWG, should demand through its annual guidance to the GCF and the GEF that both bodies provide annual updates on progress made towards more effective climate change financing approaches that address the needs of women and men equally as part of their regular reporting duties to the COP.

Regarding gender mainstreaming, the UNFCCC as a whole is lagging behind the two operating entities of its own financial mechanism. Both the Global Environment Facility (GEF) and the Green Climate Fund (GCF) have an explicit gender (mainstreaming) policy as well as elaborated multi-year gender action plans on how to implement a gender mainstreaming focus. In both financial entities, gender considerations have also been integrated in core operational policies.<sup>24</sup> For example, the GEF and the GCF require that implementing agencies working with them have an organizational gender policy. In the GCF, this translates additionally into requiring private sector actors such as commercial banks, with which it partners, to build up an institutional gender framework as a prerequisite for receiving GCF funding. Both funds take gender into account in the consideration of project proposals as part of their wider set of investment criteria for mitigation as well as adaptation support. In both institutions, the management of results looks at gender-specific and gender-responsive indicators requiring sex-disaggregated data, both at the individual project and at the fund portfolio level.

Also under the UNFCCC, the Kyoto Protocol Adaptation Fund (AF) has recently adopted a principles- and human rights-based gender equality policy with a corresponding action plan applicable to all its funded projects.<sup>25</sup> The GCF and the AF both offer accredited national institutions direct access to their funding as national implementing entities (NIEs). National Designated Authorities (NDA) are supposed to coordinate national funding priorities by involving all relevant stakeholders, including women. The GCF and the AF already support the capacity of NDAs and NIEs, including their ability to design and implement gender-responsive projects and programs, via their readiness and preparatory support programs, although this could and must be undoubtedly strengthened and expanded. Both organizations also see readiness support, including on NIE gender capabilities and NDA inclusive country coordination involving women as key stakeholder group, as an iterative, ongoing process, not a one-time activity – a core principle also for an enhanced LWPG.

Ironically, while the existing multilateral climate funds under the UNFCCC over the past few years have made welcome strides in integrating gender-considerations in their operational policies and project/program funding, their respective decision-making bodies still lack significantly behind in achieving gender-balance (in line with the COP recommendations of decision 23/CP.18), despite for example the GCF's mandate under its Governing Instrument to strive for gender-balance for its Board as well as

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<sup>23</sup> Paris Agreement, Article 9, para. 8.

<sup>24</sup> GCF Gender Policy and Action Plan available at: [https://www.greenclimate.fund/documents/20182/24946/GCF\\_B.08\\_19\\_-\\_Gender\\_Policy\\_and\\_Action\\_Plan.pdf/afd29fd9-3efa-41c3-8318-7d86587c7701?version=1.1](https://www.greenclimate.fund/documents/20182/24946/GCF_B.08_19_-_Gender_Policy_and_Action_Plan.pdf/afd29fd9-3efa-41c3-8318-7d86587c7701?version=1.1).

<sup>25</sup> AF Gender Policy available at: [https://www.adaptation-fund.org/wp-content/uploads/2016/04/OPG-ANNEX-4\\_Gender-Policies\\_approved-in-March-2016.pdf](https://www.adaptation-fund.org/wp-content/uploads/2016/04/OPG-ANNEX-4_Gender-Policies_approved-in-March-2016.pdf).



Secretariat staff.<sup>26</sup> Gender-balance among fund decision-makers and administrative staff is of course no guarantee for gender-responsive actions by either. And while gender balance can serve as an important indicator of advances towards gender equality in international climate policy, it is in itself not sufficient. Gender balance alone does not address the social, political, legal and institutional disparities that are the root cause of gender inequality. Nevertheless, gender balance in the governance of climate finance bodies under the UNFCCC changes the quality of the discourse and the diversity of perspectives brought to bear, particularly when coupled with the implementation of inclusive and participatory processes that improve the involvement of women as important stakeholders from recipient countries in these climate funds.

Currently, all UNFCCC climate funds fail to achieve the goal of gender-balance in their governing bodies to varying degrees. Among the 24 members of the Board of the GCF, as of August 2016 only 3 are women (with another 6 among the 24 alternate GCF Board members).<sup>27</sup> The composition of both the Adaptation Fund Board and the GEF Council is not gender-balanced either. In the AF, 4 of its current 16 Board members are women, with 7 women among the 16 current alternate Board members.<sup>28</sup> In the GEF Council, of the current 32 Council members, only 8 are women (with 8 women among the 30 alternate Council members currently serving).<sup>29</sup> Likewise, the Standing Committee of Finance (SCF), which is tasked with assisting the COP in exercising its functions in relation to the UNFCCC financial mechanism, is failing its own mandate to consider the gender balance of its composition with only 6 of its current 19 members women (contrary to the requirement of decision 2/CP.17 Annex VI).<sup>30</sup>

**TABLE: Gender Composition of UNFCCC and Kyoto Protocol Climate Finance Bodies as of 8/28/2016**

Climate Finance Body	Members (M)/ Alternate (AM)	Women Members/ Women Alternates	Percentage	COP Gender Balance Mandate
SCF	19 M	6 M	<b>Total: 31.6%</b>	Decision 2/CP.17 Annex VI
GCF	24 M 24 AM	3M 6 AM	12.5% 25.0% <b>Total: 18.8 %</b>	Decision 3/CP.17 Annex
GEF	32 M 32 AM	7 M 9 AM	21.9 % 28.1 % <b>Total: 25.0 %</b>	No
AF	16 M 16 AM	4 M 7 AM	25.0% 43.8 % <b>Total: 34.3 %</b>	No

Especially the GCF Board is thus missing the critical mass of women in decision-making necessary to affect a difference in outcome by a wide margin. This is particularly worrisome since the Governing Instrument of the GCF in paragraph 3 stipulates a gender-sensitive approach to GCF funding as an objective and guiding principle for the GCF, making it the first international climate fund to incorporate a mandate for gender sensitivity from the outset in its operations.

UNFCCC Parties must therefore pay particular attention to improving the gender balance in these bodies

<sup>26</sup> GCF Governing Instrument, paras. 11 and 21; available at: [http://www.greenclimate.fund/documents/20182/56440/Governing\\_Instrument.pdf/caa6ce45-cd54-4ab0-9e37-fb637a9c6235](http://www.greenclimate.fund/documents/20182/56440/Governing_Instrument.pdf/caa6ce45-cd54-4ab0-9e37-fb637a9c6235).

<sup>27</sup> <http://www.greenclimate.fund/boardroom/the-board#members>; accessed on 8/28/2016.

<sup>28</sup> <https://www.adaptation-fund.org/about/governance/board/>; accessed on 8/28/2016.

<sup>29</sup> [https://www.thegef.org/council\\_members\\_alternates](https://www.thegef.org/council_members_alternates); accessed on 8/28/2016.

<sup>30</sup> [http://unfccc.int/cooperation\\_and\\_support/financial\\_mechanism/standing\\_committee/items/6879.php](http://unfccc.int/cooperation_and_support/financial_mechanism/standing_committee/items/6879.php); accessed on 8/28/2016.

by giving preference to nominating qualified women as representatives for the respective regional and country constituencies in these fora in cases where the “critical mass” of at least one-third of women representatives is not yet reached. Especially important is hereby the role of those Parties (for example the United States, the UK, Germany, France and Japan) which hold both a principal and alternate member position and can nominate two representatives to serve in the governing bodies of the GEF or the GCF. These countries should commit themselves to nominating at all times one man and one woman to serve jointly to fill those positions, paying particular attention to the need to nominate women as principal members.

The UNFCCC Secretariat in its recent technical paper on guidelines and tools for integrating gender considerations under the convention, had highlighted the opportunities provided by national planning processes and climate strategic plans, such as NAMAs or NAPs. Financing the development and implementation of NAMAs and NAPs falls within the funding mandate of both the GEF and the GCF. And with respect to post-2020 ambition and implementation, both funds will be tasked to provide public financing to developing countries in order for them to turn their conditional INDCs into ambitious NDCs ready for implementation.

For the UNFCCC financial mechanism and its operating bodies this will be a unique opportunity as well as a significant challenge. It requires the GEF and the GCF to not only ramp up their own provision of public financing for climate actions to developing countries over the next five years until the first global stocktake in 2023 – for with they both need successful replenishments with a noticeable increase in total resources mobilized – but also to provide funding in a gender-responsive way and to account for how gender-responsive this provision of public climate finance really is. Thus, ideally, the first global stocktake in 2023 must take into account the quantitative and qualitative MRV of developed countries’ public climate finance provision and its gender-responsiveness. This requires the strengthening of the gender mainstreaming efforts in both UNFCCC operating entities via continuous learning efforts. Last but not least, institutional gender learning in the GCF and the GEF should be improved through the expanded participation of gender groups and women’s organizations, particularly also grassroots and community groups, in the UNFCCC financial mechanism’s policy-setting and decision-making processes.

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## Paper no. 16: Mary Robinson Foundation – Climate Justice

*Submission from the Mary Robinson Foundation — Climate Justice***FCCC/SBI/2016/L.16**

5. The SBI invited Parties and observer organizations to submit their views on possible elements and guiding principles for continuing and enhancing the work programme, by 29 August 2016, taking into account recommendations and insights resulting from activities already completed under the work programme. It requested the secretariat to compile those submissions into a miscellaneous document.

6. The SBI, recalling decision 18/CP.20, paragraph 15, invited Parties and observer organizations to provide information on progress made in meeting the goals of achieving gender balance and gender-responsive climate policy.

**Submission Overview**

Recognizing the need for continued progress under the UNFCCC on gender and climate change, The Mary Robinson Foundation - Climate Justice proposes that a new gender decision is adopted at COP 22 to ensure that the work carried out under the Lima Work Programme to date is consolidated and built upon. This decision should mandate a continuation of the work on gender and climate change, by way of an extended and expanded work programme on gender that enables the mainstreaming of gender equality across all relevant areas of the global response to climate change. The decision should include the following elements:

1. Create a work stream within the work programme to identify the barriers to achieving the goal of gender balance in the UNFCCC and to propose measures to overcome these barriers;
2. Elucidate concrete elements of the work programme that facilitate the development of gender-responsive climate policy to strengthen gender equality and the empowerment of women in climate action;
3. Recognise the substantial knowledge and experience women have in dealing with the impacts of climate impacts and finding solutions in all areas of climate action. Parties can value this knowledge by enabling the participation of civil society, indigenous people, local communities and grassroots women in discussions under the Convention;
4. Add value to the follow up to the Lima Work Programme on Gender by developing a multiyear Gender and Climate Change Action Plan with the goal of ensuring gender balance and equality, gender-responsive climate policy and women's empowerment in all programmes and actions of the Convention and associated work by the UNFCCC Secretariat, Parties and Observer Organisations. In the annex to this submission are some recommendations on potential structure, elements and guiding principles of the proposed Gender and Climate Change Action Plan.

This submission will firstly address the unique opportunity to advance gender equality in the UNFCCC at COP 22, before addressing each of the recommendations above.

**Context**

COP 22 provides a timely opportunity to revisit and strengthen key gender considerations under the UNFCCC as Parties begin preparatory work for the implementation of the Paris Agreement. At COP 7 in Marrakech, Parties agreed the first decision on gender and climate change under the UNFCCC, aimed at improving the participation of women in the representation of Parties in bodies established under the United Nations Framework Convention on Climate Change or the Kyoto Protocol.<sup>1</sup> 11 years later in Doha the COP adopted decision 23/CP.18 which established a goal of gender balance for bodies pursuant to the Convention and Party delegations. The decision also mandated a gender and climate change standing item on the agenda of COP sessions and requested the UNFCCC secretariat to maintain and report information on the gender composition of constituted bodies and delegations. Following on from this, at COP 20 in Lima, Parties established the Lima Work Programme (Decision 18/CP.20), a two-year programme for promoting gender balance and achieving gender-responsive climate policy.

<sup>1</sup> United Nations Framework Convention on Climate Change (2001), Decision 36/CP.7, FCCC/CP/2001/13/Add.4. Available at: <http://bit.ly/2bdMKV6> [Accessed: 17th August 2016]

This year, as the COP returns to Marrakech, there is a unique opportunity to take concrete steps to build upon this and subsequent commitments of the Parties to gender balance and gender-responsive climate policy. By COP 22, all actions currently mandated under decisions 23/CP.18 and 18/CP.20 will conclude with a review of progress towards the goal of gender balance resulting from 23/CP.18 and a review of the goals of achieving gender balance and gender-responsive climate policy resulting from decision 18/CP.20. A new decision on Gender and Climate Change at COP 22 should continue, and expand upon, the work completed under the Lima Work Programme by mandating a new work programme and laying the foundation for a multi-year Gender and Climate Change Action Plan.

This would provide Parties with the opportunity to consolidate existing progress and put in place measures to drive a comprehensive gender-responsive approach to the implementation of the Paris Agreement. The recommendations below pertain to guiding principles and elements of the new work programme that should be included in the decision.

### **Principles of a new work programme on gender**

A new decision on gender and climate change at COP22 should be framed by a set of guiding principles which call on Parties, Observers, the Secretariat and other stakeholders to ensure:

- The respect for and promotion of human rights and gender equality
- Gender balance, and the full and equal participation of women in climate policy-making
- Institutional coherence to bring together gender-mainstreaming efforts across all areas
- Transparency and open access to information
- Recognition of the value of local and traditional knowledge of grassroots women's groups, and indigenous women and ensure their effective participation in enhancing gender-responsive climate policy
- Dedicated resources for the effective implementation of actions under the new gender decision
- Access to high-quality, gender-disaggregated data and analysis

### **Elements of a new work programme on gender**

The Foundation recommends the inclusion of the following elements to enhance gender balance and gender-responsive climate policy.

#### **1. Achieving Gender Balance**

Decision 23/CP.18 aims to increase women's participation in decision making under the UNFCCC. The annual Gender Composition reports prepared by the UNFCCC secretariat indicate that there has been negligible progress towards achieving gender balance bodies established pursuant to the Convention and the Kyoto Protocol since 2012. Since decision 23/CP.18, 40% of constituted bodies and bureaux have seen the number of female participants decrease, 33% have seen increases and 27% have stayed as they were prior to the decision. Furthermore, a quarter of the bodies include less than 15% women representatives. This is worrying given that the Paris Agreement mandates a number of new institutions where goal of gender balance will also need to be met.

With regards delegations, there has been a 7 percentage point increase (29%-36%) in female delegates in COP delegations between COP 18 and COP 20, but this falls short of the goal of gender balance. Table 1 illustrates progress, or lack thereof, captured in the three gender composition reports to date.

Table 1: Year on year comparison of gender composition

	Average	% of which are women		
		23	26	25
		27-Jun-13	02-Oct-14	11-Sep-15
<b>Gender composition of constituted bodies</b>				
Executive Board of the clean development mechanism		20	20	10
Joint Implementation Supervisory Committee		40	40	40
Compliance Committee facilitative branch		11	40	40
Compliance Committee enforcement branch		20	10	10
Least Developed Countries Expert Group		15	15	15
Consultative Group of Experts on National Communications from Parties not included in Annex I to the Convention		52	43	33
Adaptation Fund Board		31	31	28
Technology Executive Committee		11	15	25
Adaptation Committee		20	25	25
Standing Committee on Finance		25	35	35
Advisory Board of the Climate Technology Centre and Network		13	13	6
Interim members of the Executive Committee of the Warsaw International Mechanism for Loss and Damage	NA		30	35
<b>Gender composition of the bureaux*</b>				
Bureau of the COP and the CMP		36	27	27
Bureaux of the SBI and the SBSTA		33	33	33
Bureau of the ADP		33	33	33
* Does not explicitly fall under 23/CP.18				
<b>Gender composition of COPS</b>				
Delegations		COP 18	COP 19	COP 20
		29	36	36
<b>Gender composition at intersessional Subsidiary Body meetings</b>				
Delegations		SB38	SB40	SB 42
		37	38	40

**Key: Year on Year Progress**



**Recommendation 1**

Include a work stream on achieving a goal of gender balance established in decision 23/CP.18 in the new decision on gender and climate change to give Parties opportunity to:

- i) Identified obstacles to effective participation by women in delegations and bodies under the Convention; and
- ii) To propose measures to overcome these obstacles and accelerate progress towards the goal of gender balance. Measures could include:
  - Training and technical capacity building for female delegates, particularly from Least Developed Countries (LDCs) on negotiations skills;
  - Targeted resources to support the participation of women on national delegations from developing countries;
  - Time bound targets for gender balance on boards and bodies of the UNFCCC;
  - Time bound targets for gender balance in national delegations;
  - Annual review on progress towards gender balance and with mechanism to enhancing measures to progressively realize the goal.

**2. Gender-Responsive Climate Policy**

In order to bring about a paradigm shift towards climate resilient development pathways, globally and in individual countries, all climate change mitigation and adaptation actions need to also pursue broader environmental, social, economic and development benefits in a gender-responsive way. Gender-responsive strategies recognise and address the different interests and capacities shown by men and women, as well as pre-existing power relations between them. It is important to assessing and address the implications that any planned climate actions (policies, programmes and

projects) have on women and men so that both sexes can benefit equally and so that existing inequalities are not perpetuated. Gender -responsive planning is an important strategy to make adaptation and mitigation projects and programs - irrespective of scale - more effective and to create multiple benefits within and across sectors.

In order to advance gender-responsive policy making, the decision to establish a new work programme should mandate:

- In session workshops that review progress and consider further measures for integrating gender equality in specific processes under the Convention
- Capacity building training and awareness raising for all delegates on issues related to gender equality and climate change
- All bodies under the Convention to include in their reports information on progress made in integrating gender equality in their processes, policies and activities. The decision should also encourage Parties use the reporting mechanisms of the UNFCCC, including National Communications, to report on how they are integrating gender considerations into their climate policies
- Further exploration of avenues to integrate gender-responsiveness into the work of the Technology Mechanism and technology needs assessments in order to enhance their implementation
- The establishment of a formal platform for women delegates to the UNFCCC to meet, network, mentor and enhance collective capacity in order to further gender equality within the process.

### **Recommendation 2**

The new work programme should enhance the negotiator literacy in the gender dimensions of climate action and facilitate the design and implementation of gender-responsive climate responses at a national level. As such, the decision to create the new work programme should include elements that provide the tools and platforms to mainstream gender across all gender relevant areas of work under the Convention, including, but not limited to, capacity-building; climate finance; technology development and transfer; education; adaptation; mitigation; loss and damage; and reporting.

### **3. Valuing Local Knowledge**

The report of the second Lima Work Programme In-Session Workshop<sup>2</sup> recognises that "giving a voice to grass-roots community leaders in the planning and implementation of climate change policies and programmes helps to ensure that local needs and knowledge are incorporated, thereby increasing the effectiveness of these policies and programmes".

This reality is evident in the experiences of women around the world dealing with the day to day realities of climate change. Women like Celia Reyes from La Aguada in Chile. As a member of the local neighbourhood organisation Junta de Vecinos La Aguada, Celia has become involved in decision-making processes and the design and implementation of climate action in her community.

Since 2008, the O'Higgins region of Chile has experienced recurrent drought which has rendered many rural livelihoods impossible. This has caused several families from Cecilia's small community to migrate to towns and villages. Celia is unwilling to leave the land where she was born and wishes to ensure a better quality of life for her two young daughters.

Through her participation in her neighbourhood organisation, she was able to build on her existing skills and knowledge by participating in training on solar energy and rainwater harvesting. This has enabled her to maximise benefits for her family. The project was developed by the community of La Aguada in consultation with municipal authorities, a local institute for agricultural research and the United Nations Development Programme. Having lived with the realities of the injustices caused by climate change, Celia Reyes has worked with other members of her community to develop solutions that not only increase resilience but also enable access to the benefits of low carbon development<sup>3</sup>.

Sustainable, people centred responses to climate change are most effective when they take into account the experiences and capabilities of grassroots people living with, and finding solutions, to climate change.

<sup>2</sup> United Nations Framework Convention on Climate Change (2016) In-session workshop on gender-responsive climate policy with a focus on adaptation, capacity-building and training for delegates on gender issues -Report by the secretariat, FCCC/SBI/2016/10 [Available at: <http://bit.ly/2aikkbz>]

<sup>3</sup> Mary Robinson Foundation-Climate Justice (2015) Women's Participation - An Enabler of Climate Justice, Dublin Available at: <http://bit.ly/1PaPTF0> [Accessed: 17<sup>th</sup> August 2016]

**Recommendation 3**

The new work programme should include a commitment to enable the participation of civil society, indigenous people, local communities and grassroots women in discussions under the Convention to allow them to share experiences and inform the development of gender-sensitive climate policy.

Parties should create the space for a broad range of actors to directly engage with the development of gender-responsive climate policy. This will facilitate greater recognition of the value of the local knowledge and expertise that the meaningful participation of grassroots communities, and grassroots women in particular, can bring to climate action at all levels.

The new work programme should include a workshop on integrating local knowledge into gender-responsive climate policy, building for example on the experience of its sister Convention on Biological Diversity.

**4. Development of a Gender and Climate Change Action Plan**

*"We resolve to unlock the potential of women as drivers of sustainable development,*

*including through ..... the reform of institutions to ensure competence and capacity for*

*gender mainstreaming and the development and adoption of innovative and special approaches to address informal, harmful practices that act as barriers to gender equality"*

- 66/288. *The future we want, resolution adopted by the General Assembly on 27 July 2012*

In adopting decisions 23/CP.18 and 18/CP.20, the Parties to the UNFCCC recognised that, unless concerted efforts are taken to integrate women and men fully and equally into efforts to tackle climate change and promote sustainable development, the ultimate objective of the Convention, and indeed development generally, will not be attained. The standing COP agenda item on Gender and Climate Change, coupled with the workshops organised under the Lima Work Programme, have provided space to explore how women's views and needs can be considered in the implementation of the Convention. This work should be continued through an extended and expanded work programme on gender and climate change to be adopted at COP 22.

However, Parties must acknowledge that there is still much work to be done to fully integrate gender considerations into the global response to climate change. Looking forward to the implementation of the Paris Agreement, Parties could now establish a Gender and Climate Change Action Plan that mainstreams gender across all relevant processes under the UNFCCC and enables countries to better develop gender-responsive climate policy at the national level.

The proposed Gender and Climate Change Action Plan could be modelled on the Convention on Biological Diversity's (CBD) 2015-2020 Gender Plan of Action<sup>4</sup> which itself is modelled on the UNEP Gender Plan of Action<sup>5</sup>. The CBD Gender Action Plan sets out four strategic objectives:

- To mainstream a gender perspective into the implementation of the Convention and the associated work of Parties and the Secretariat
- To promote gender equality in achieving the objectives of the Convention
- To demonstrate the benefits of gender mainstreaming in measures towards the objective of the conservation
- To increase the effectiveness of the work under the Convention.

The Gender and Climate Change Action plan could follow the framework of the CBD Gender Action plan which sets substantive activities for both Parties and the Secretariat under four spheres: policy, organisational, delivery and constituency.

- The *Policy Sphere* focuses on developing a policy framework to secure the mandate, political support and resources for gender mainstreaming in implementation of the Convention and work of the Secretariat.
- The *Organisational Sphere* emphasises equality in staffing in the Secretariat, developing gender capacity among staff, and promoting equal opportunity policies.

<sup>4</sup> Convention on Biological Diversity (2014), COP 12 Decision XII/7, Mainstreaming gender considerations. UNEP/CBD/COP/DEC/XII/7. Available at: <http://bit.ly/2a2o4wb> [Accessed: 17<sup>th</sup> August 2016]

<sup>5</sup> United Nations Environmental Programme (2006), Gender Plan of Action. Available at: <http://bit.ly/29YHfvT> [Accessed: 17<sup>th</sup> August 2016]

- The *Delivery Sphere* centres on gender mainstreaming in the implementation of the Convention, as well as on how gender is addressed in the theories, methodologies and applied research that underpin interventions and activities.
- The *Constituency Sphere* goes beyond the CBD Secretariat to involve and mobilize other stakeholders ('constituents') including, but not limited to, UN agencies, international organizations, I/NGOs, academic and scientific institutions, and civil society.

Such a framing for the Gender and Climate Change Action Plan would facilitate a broader consideration of gender concerns than has happened under the UNFCCC to date and would create the enabling conditions for gender-responsive climate policy.

#### **Recommendation 4**

Include as an element of the new work programme, a commitment to establish a Gender and Climate Change Action Plan which can be further elaborated over the course of 2017 including through workshops at SB 46 and SB 47 (COP 23). Annex 1 to this submission includes a range of elements that could be included in the proposed Gender and Climate Change Action Plan.

### **Annex 1: Potential structure, elements and guiding principles of a Gender and Climate Change Action Plan**

What follows are suggestions on the shape and content of the Gender and Climate Change Action Plan which may be of help to the process of developing the final Action Plan through consultation between interested Parties and civil society.

#### **1. Purpose of the Gender and Climate Change Action Plan**

The Gender and Climate Change Action Plan will promote gender equality under the UNFCCC by assisting Parties to achieve gender balance and develop gender-responsive climate actions.

#### **2. Objectives**

- To mainstream gender equality into the work of the Convention, the Kyoto Protocol and the Paris Agreement
- To promote gender equality in achieving the objectives of the Convention, the Kyoto Protocol and the Paris Agreement
- To understand and overcome the barriers to gender balance in Party delegations and bodies established under the Convention, the Kyoto Protocol and the Paris Agreement
- To promote gender-responsive climate policy through demonstrating the benefits of gender mainstreaming to effective climate action
- To ensure the active participation of women in all levels of decision making on climate change
- To raise awareness and build capacity for gender-responsive climate policy at all levels.

#### **3. Guiding Principles**

In keeping with the Principles of Climate Justice<sup>6</sup> the Gender and Climate Change Action Plan should strive to ensure:

- The respect for and promotion of human rights and gender equality
- Gender balance, and the full and equal participation of women in climate policy-making
- Institutional coherence to bring together gender-mainstreaming efforts across all Boards and Bodies of the UNFCCC, all issue areas and with other UN entities
- Transparency and open access to information

<sup>6</sup> The Principles of Climate Justice are rooted in the frameworks of international and regional human rights law and do not require the breaking of any new ground on the part of those who ought, in the name of climate justice, to be willing to take them on - the Principles are available here: <http://bit.ly/2aN8w4J> [Accessed: 17th August 2016]



- Recognition of the value of local and traditional knowledge of grassroots women's groups, and indigenous women and ensure their effective participation in enhancing gender-responsive climate policy.
- Dedicated resources for the effective implementation of actions under the Gender and Climate Change Action Plan
- Access to high-quality, gender-disaggregated data and analysis

#### 4. Elements

**The Gender and Climate Change Action Plan would provide the opportunity to explore how Parties could:**

##### **a. Mainstream gender into all climate strategies and plans:**

- i. Examine how gender equality could be integrated into NDCs, NAPS, National Communications, climate funds, long term GHG emissions reductions strategies etc.
  - This includes activities such as collecting gender disaggregated data, linking gender policies and climate change policies at national level, integrating learning from local and grassroots climate actions that mainstream gender.

##### **b. Build capacity for gender-responsive climate policy making**

- i. Develop and implement training modules for decision makers and negotiators to build their capacity to plan, design and implement gender-responsive climate policy;  
This could include documenting and sharing case studies; "listening and learning workshops" to enable decision makers to better value local and indigenous knowledge; developing tool-kits to mainstream gender in climate action.
- ii. Establish a formal platform for women delegates to the UNFCCC to meet, network, mentor and enhance collective capacity in order to further gender equality within the process.

##### **c. Enable the full and effective participation of women at all levels of climate decision making**

- i. Monitor and report through National Communications on the participation of men and women in climate decision making at local and national level
- ii. Build capacity to enable the full and effective participation of women in decision making at local and national level, including grassroots women
- iii. Ensure the participation of women in climate related fora / decision making is adequately funded.

**Under the Convention, the Gender and Climate Change Action Plan could:**

##### **d. Mainstream gender equality in all aspects of the Convention's work (technology, finance, sustainable development mechanism, adaptation etc.)**

- i. Facilitate workshops to build capacity and awareness; including on how to enable the meaningful participation of grassroots women, in order to share examples of best practice and case studies in gender mainstreaming at the local and national level
- ii. Facilitate training for decision makers in developing gender-responsive climate policy
- iii. Facilitate the participation of civil society, indigenous people, local communities and grassroots women in discussion fora under the Convention to allow them to share their experiences in gender mainstreaming.

##### **e. Progressively realise the goal of gender balance in delegations and bodies under the Convention**

- i. Identify any obstacles to the achievement of the goal of gender balance & propose measures to accelerate progress towards the goal of gender balance
- ii. The secretariat continues to monitor and report progress towards targets on gender balance in delegations and bodies annually.

##### **f. Establish a full time focal point in the secretariat to support gender mainstreaming and enable multi-stakeholder engagement**

- i. Build partnerships between relevant organisations, institutions and national focal points to enable effective gender-responsive policy development.

Paper no. 17: Women's Environment and Development Organization, GenderCC – Women for Climate Justice, Women in Europe for a Common Future, Centre for 21<sup>st</sup> Century Issues, Asia Pacific Forum on Women, Law and Development, All India Women's Conference and the Asian-Pacific Resource & Research Centre for Women on behalf of the women and gender constituency

**Submitted by the Women's Environment and Development Organization (WEDO), Gender CC-Women for Climate Justice, Women in Europe for a Common Future (WECF), Centre for 21st Century Issues (C21st), Asia Pacific Forum on Women, Law and Development (APWLD), All India Women's Conference (AIWC) & the Asian-Pacific Resource & Research Centre for Women (ARROW) on behalf of the Women and Gender Constituency**

During SBI/SBSTA 44, the SBI agreed on conclusions, which expressed support to the continuation of the Lima Work Programme on Gender and requested the SBI 45 to prepare a draft decision for the consideration of COP 22. Parties and observers were invited to provide submissions by August 29 on the following:

*- Views on possible elements and guiding principles for continuing and enhancing the work programme, taking into account recommendations and insights resulting from activities already completed under the work programme*

Additionally, recalling decision 18/CP.20, paragraph 15, Parties and observer organizations are invited to provide information on progress made in meeting the goals of achieving gender balance and gender-responsive climate policy. This submission responds to both of these invitations for views.

### **Gender mainstreaming in Climate Policy: Background**

In 2001, Parties to the UNFCCC agreed on the first text on gender equality and women's participation, adopting two decisions at the seventh Conference of Parties in Marrakech. Nine years later, in 2010, Parties sent a signal that gender equality and women's participation are necessary for effective action on all aspects of climate change, agreeing to several decisions mainstreaming gender aspects across finance, adaptation and capacity building. Since then, UNFCCC Parties, supported by civil society organizations and UN agencies, have included gender equality issues in adopted decisions on nearly every UNFCCC thematic area, including the 2012 Decision 23/CP.18 on gender balance and women's participation, most notably through the 2014 launch of the Lima Work Programme on Gender (LWPG)<sup>1</sup>, and of course, in the Preamble to the Paris Agreement and in relation to adaptation and capacity building. Now, 15 years since gender equality was first recognized in the UNFCCC policy mandates, Parties have the opportunity to return to Marrakech and put forward a new decision on gender and climate change, advancing the scope of the Lima Work Programme on Gender by launching a robust and comprehensive action plan for ensuring gender-responsive implementation of the Paris Agreement and all actions under the UNFCCC.

### **Current Progress and Challenges**

While progress has certainly been achieved in gender mainstreaming across climate change responses, gaps and challenges tend to impede effective implementation. To date, climate action has clearly been inadequate and the impacts of the climate crisis are worsening. Women, particularly women from the most affected countries in the global South, continue to bear the brunt of its impacts. Despite having agreed to keep global temperature increases to 1.5C in Paris, there is little indication that this goal is achievable, given the ongoing lack of political will. There are external challenges, namely social, economic, political, legal and

<sup>1</sup> UNFCCC. (2014). Draft decision-/CP.20. Lima work programme on gender: Advanced unedited version. Retrieved from [https://unfccc.int/files/meetings/lima\\_dec\\_2014/decisions/application/pdf/auv\\_cop20\\_gender.pdf](https://unfccc.int/files/meetings/lima_dec_2014/decisions/application/pdf/auv_cop20_gender.pdf)

cultural barriers which discriminate against women and limit women's access to resources, opportunities and decision-making. These structural factors, embodied in gender discrimination and gendered power relations, mean that mitigation and adaptation policies and measures are unlikely to benefit women equally, and could indeed exacerbate existing inequality, unless the policies to address climate change are truly gender-responsive.

Within the UNFCCC, gender issues have progressively been mainstreamed across many decisions<sup>2</sup>, yet the mandates often lack clear targets and means of implementation. There is also a lack of coherence across thematic issues. For example, not all financing mechanisms have advanced equally in implementing gender mandates. While the Global Environment Facility (GEF) had a gender mainstreaming policy since 2009 and has gained some experience in providing a roadmap for gender mainstreaming to assist partner agencies, the Adaptation Fund was a latecomer and only in March 2016 adopted a gender policy and action plan and upgraded its annexes to its operational policies and guidelines.<sup>3</sup> Furthermore, under technology transfer and development, there is no set methodology for conducting Technology Needs Assessments (TNAs), and there is calls for addressing gender considerations in assessments are weak.

Additionally, while the decisions taken at COP7 in 2001 and COP18 in 2012 highlighted the critical need for enhancing the gender balance and effective participation of women on UNFCCC Boards, Bodies and national delegations, neither decision put in place 1) concrete targets for gender composition, or 2) means of implementation for activities to address these goals. The decisions did account for monitoring of progress, which allows for analysis of women's political participation. However, the latest report on gender composition<sup>4</sup> from the UNFCCC Secretariat shows that there is still a major gap in women's participation, particularly on Boards and Bodies of the UNFCCC related to finance and technology.<sup>5</sup> There is also an imbalance in the way in which gender is mainstreamed across thematic areas. There is a strong understanding of the need for adaptation to be gender-sensitive and thus numerous mandates, but there are few mandates and less political will to support gender mainstreaming in relation to mitigation, finance and technology.

The Lima Work Programme, launched at COP20 with a set of activities to be completed over a 2-year period, aimed to address some of these gaps, and was successful in many areas. Some key areas for progress included:

- A senior focal point role on gender within the Secretariat and a formal monitoring of gender mainstreaming efforts as mandated across all UNFCCC decisions. This type of monitoring had typically been done by women's rights / gender advocates without a formal link to the process. In a similar vein, the LWPG resulted in the launch of a technical guidance paper on gender-mainstreaming drafted by the Secretariat as a tool for Parties<sup>6</sup>.
- Additionally, submissions from Parties/Observers and In-Session workshops have allowed for opportunities to enhance gender expertise and build knowledge, particularly with focus areas ranging from mitigation and adaptation to effective means of implementation. The most recent workshop held in May 2016 was notably an effective space for learning and engagement among Parties and civil society Observers, including grassroots women leaders, with an interactive methodology focused on recommendations for implementation / action at multiple levels.<sup>7</sup>

<sup>2</sup> Gender and the United Nations Framework on Climate Change: A Compilation of Decision Text

<sup>3</sup> Adaptation Fund - Policies and Guidelines, accessed at <https://www.adaptation-fund.org/documents-publications/operational-policies-guidelines/>

<sup>4</sup> <http://unfccc.int/resource/docs/2015/cop21/eng/06.pdf>

<sup>5</sup> See also composition data reports from WEDO and GenderCC

<sup>6</sup> <http://unfccc.int/resource/docs/2016/tp/02.pdf>

<sup>7</sup> May 2016. Gender and Climate Change Workshop: Outputs  
[http://unfccc.int/gender\\_and\\_climate\\_change/items/9617.php](http://unfccc.int/gender_and_climate_change/items/9617.php)

- Finally, the LWPG has opened up space for more enhanced collaboration among UN agencies in the implementation and monitoring of gender-responsive climate policy, as exemplified in an Expert Group Meeting (EGM)<sup>8</sup> co-hosted by UN Women, UNFCCC and UN DESA, which included recommendations for bodies of the UNFCCC such as the GCF, GEF, CTCN, that have continued to collaborate and report on progress, including also the inputs and recommendations of members of the Women and Gender Constituency.

In addition to this, since 2013, the UNFCCC Secretariat has participated in the United Nations System-wide Action Plan on Gender Equality and the Empowerment of Women, monitored by UN Women, as an accountability framework for the United Nations system in mainstreaming gender equality in their work, including benchmarks relating to enhancing the gender expertise of staff of the UNFCCC secretariat.

However, a key weakness of the Lima Work Programme on Gender was the lack of adequate resources pegged to undertaking the activities outlined, resulting in much of the implementation occurring via the in-kind contributions of and collaboration with other UN agencies, interGovernmental organisations and civil society groups.

Beyond this, the Lima Work Programme failed to articulate work on gender-responsive climate policy in relation to broader international obligations on human rights and gender equality, such as "the International Covenant on Economic, Social and Cultural Rights (ICESCR)<sup>9</sup> which calls for equal rights of men and women in the enjoyment of all human rights (Article 3), the International Covenant on Civil and Political Rights (ICCPR)<sup>10</sup>, the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action, and other instruments which further affirm that Parties and other relevant actors must prioritize gender equality in all their actions."<sup>11</sup> This type of framing would ensure that work under the LWPG is not seen as an 'add-on' to climate action, but as an obligation for all policy development and implementation.

Finally, as with any work programme under the UNFCCC, as we work to develop next steps for future work, Parties and Observers should ensure that actions strengthen, compliment and not sideline enhanced integration of gender issues into the overall work of the UNFCCC and implementation of the Paris Agreement.

### ***Next Steps in Enhancing Implementation***

While the actions under the Lima Work Programme, and those in prior decisions on gender, have provided a platform for greater institutional coherence on gender-responsive climate policy within the UNFCCC, highlighted issues of gender balance, and opened up specific opportunities for knowledge exchange, significant challenges remain in continued monitoring and tracking of progress in these areas as well as translating this to implementation of climate policy at national and regional levels, and in the climate policy work of Boards and Bodies of the UNFCCC.

Recent analysis for example of Intended Nationally Determined Contributions by WEDO highlighted that: " In total, 63 of the 188 INDCs analysed include a reference to women or gender. Of these, several only mention gender in the context of the country's broader sustainable development strategy and not specifically in relation to climate change policies (e.g. India). Furthermore, all 63 countries are non-Annex I countries. This is significant for a number of reasons. First, it highlights that gender is rarely perceived as a relevant consideration in the context of mitigation strategies (which are the overwhelming focus of Annex I countries). Second, given that the vast majority of commitments in INDCs from non-Annex I countries are conditional, it

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<sup>8</sup> [http://unfccc.int/files/gender and climate change/application/pdf/egmreport.pdf](http://unfccc.int/files/gender_and_climate_change/application/pdf/egmreport.pdf)

<sup>9</sup> <http://www.ohchr.org/Documents/ProfessionalInterest/cescr.pdf>

<sup>10</sup> <http://www.ohchr.org/Documents/ProfessionalInterest/ccpr.pdf>

<sup>11</sup> Submission. Office of the High Commissioner on Human Rights.

underlines the vulnerability of the existing commitments to women's rights and gender equality in the context of national climate change policies."

A new decision at COP22 in Marrakesh should therefore lay the foundation for continuing progress made under the Lima Work Programme on Gender in relation to institutional coherence, capacity building and knowledge exchange, incorporate specific actions to address a lack of progress on achieving gender balance on national delegations and boards/bodies, as well as generate concrete recommendations for enhancing implementation of gender-responsive climate policy.

***Recommendation: Framing of a New Decision***

In relation to how a new decision should be taken to enhance the current work programme, the WGC recommends that, as called for in the lead up to COP19 in Warsaw, the decision should call for and outline the development of a multi-year, comprehensive "Gender Action Plan", similar to plans which exist under other Rio Conventions.

This Gender Action Plan (GAP) could be developed via a set of workshops and/or standalone expert meetings in 2017, and proposed for approval at COP23. The comprehensive plan, similar to the workplan of the Executive Committee for the Warsaw International Mechanism<sup>12</sup>, could include a series of actions areas, from activities to enhance and build capacity of Secretariat staff to understand the links between gender and climate change, recommendations to specific Boards and Bodies of the UNFCCC, to actions that enhance the quality and availability of scientific research and sex, and gender disaggregated data and analysis at global, national as well as at regional level.

Under the GAP, each activity could include an indicative timeline, expected results and define who is responsible for implementation. Review of progress under the GAP could take place at each subsequent COPs, with a timeframe for a broad overview, or to include additional action areas in 2019 or 2020.

***Recommendation: Guiding Principles***

In addition to calling for a comprehensive plan, the decision at COP22 should identify a set of guiding principles to frame the Gender Action Plan, such as:

- Achieve institutional coherence on gender-mainstreaming efforts across all Boards and Bodies of the UNFCCC/ issue areas and with other UN entities;
- Ensure dedicated resources for the effective implementation of actions and activities outlined under the Gender Action Plan;
- Enhance the goal of gender balance, and women's full and equal participation in climate change policy-making as cross-cutting to all actions;
- Ensure that women's rights advocates and gender experts from civil society and among the Women and Gender Constituency to the UNFCCC can fully engage in all UNFCCC decision-making processes, and in particular in the development and implementation of actions under the GAP;
- Recognise the local and traditional knowledge of grassroots women's groups and indigenous women, and ensure their effective participation in enhancing gender-responsive climate change policy as well as implementation, ensuring Free Prior Informed Consent (FPIC);
- Recognise the multiple international instruments which lay out the framework for ensuring gender equality is central to climate change policy implementation;
- Recognise gender as a lens for framing, developing and monitoring human-rights centred implementation of climate change policies in both developed and developing countries;
- Promote gender equality and respect for human rights as objectives of all climate actions, including in mitigation, adaptation, loss and damage, financing, technology, capacity-building and transparency;

<sup>12</sup> [http://unfccc.int/adaptation/workstreams/loss and damage/items/8805.php](http://unfccc.int/adaptation/workstreams/loss%20and%20damage/items/8805.php)

- Enhance the quality and availability of quantitative and qualitative sex-, and gender-disaggregated data and analysis, while realising that the multiple benefits of applying a gender lens to climate change actions might defy traditional quantification efforts, for example those accounting for GHG emissions.

**Recommendation: Possible Action Areas & Elements**

*Action area 1: Knowledge and Capacity Building*

- Technical support and capacity building on gender-responsive climate change policy included in upcoming regional and national meetings around the planning and implementation of Intended Nationally Determined Contributions (INDCs) and national communications, and ensuring the full and effective participation of women in these processes; including **Gender-Responsive Budgeting** and **monitoring the impact and utilisation** of funds allocated to gender-responsive climate change actions;
- Training for all Parties on gender-responsive national communications, working with existing methodologies such as UNDP's 'Gender Responsive National Communications Toolkit';
- Ensure space and financial support for participation of gender experts in the organisation of upcoming Technical Expert Meetings (TEMs);
- Training for all Parties on gender-responsive technology development and transfer as well as development of guidelines.

*Action area 2: Monitoring and Tracking Coherence*

- Ensure that States' international obligations regarding women's human rights are respected in all climate policies, including the Beijing Platform for Action, in particular Strategic Area K "Women and the Environment". In this regard, track States' progress and enact recommendations for the implementation of the 3 Strategic Objectives that must include climate-related issues, namely (1) involving women actively in environmental decision-making at all levels, (2) integrating gender concerns and perspectives in policies and programmes for sustainable development and (3) strengthening or establishing mechanisms at the national, regional, and international levels to assess the impact of development and environmental policies on women.
- Targeted In-session workshops, specific to reviewing implementation of mandates under UNFCCC boards, mechanisms, operating entities and bodies and producing a set of outcomes, which may cover the following in consecutive years (i.e. Institutional review of financial mechanism, in particular the GEF, GCF and global climate finance landscape; national communications; preparation and implementation of INDCs, technology development and needs assessment; National Adaptation Plans and capacity building; the Technical examination process and Global Stocktake);
- Request the Secretariat, when organising workshops, preparing technical/guidance papers etc., in any area under the Convention/KP/PA, to consider, incorporate, and highlight linkages between gender and climate change, and other areas under the Convention/KP/PA, including by utilising the Secretariat's technical paper on gender under the Lima Work Programme;
- Develop mechanisms for reporting and regular analysis of gender dimensions of Parties' INDCs, starting with information provided in the global stocktake.
- Develop gender safeguards including ex ante human rights, environmental, economic and gender impact assessments must be compulsory for all climate / sustainable development projects.

*Action area 3: Data, Research and Tools*

- Recommendation to IPCC to strengthen inclusion of gender and climate change experts into the panel and to improve its consideration of studies and data sets on the gender dimension of climate change;
- Developing analysis, studies, toolkits and reports for tracking progress on implementing gender-responsive climate policies;
- Conduct gender impact assessments of new provisions and mechanisms developed under the UNFCCC;

- Recognising the importance of including women-led, community-led participatory action research in enhancing the data and analysis on gender-responsive climate change policy and provide a space for this information to be brought into the process via an in-session workshop on tools and data.

*Action area 4: Gender Balance*

- Training and technical capacity building for female delegates, particularly from Least Developed Countries (LDCs), Small Island Developing States (SIDS) and African States on negotiation skills;
- Targeted resources to support the participation of women on national delegations from developing countries;
- Targets for gender balance on Boards and Bodies of the UNFCCC;
- Timeline to assess progress of women's participation in national delegations.

*Action area 5: Means of Implementation*

- Guidance to the GEF/GCF to specifically address and highlight gender-responsive policy and project/programme implementation in their annual reporting to the COP and work with recipient countries in readiness and technical support to increase national climate and gender capacity;
- Work together with climate funds and other funding agencies to allow and support small, local women's movements and projects to access funds.

*Action area 6: Stakeholder Engagement*

- Continue to track and follow-up the recommendations made by the 2015 Expert Group Meeting, encouraging collaboration among UN entities and the Boards and Bodies of the UNFCCC including the GEF, GCF and CTCN;
  - The GAP should be developed and implemented in strong collaboration with the Women and Gender Constituency and other civil stakeholder constituencies as well as international organisations and UN bodies.
-