

## Analysis – COP19 Gender Balance and Equality Submissions

### *Analysis of COP19 Submissions*

#### *Decision 23/CP.18 - Gender Balance and Gender Equality*

*Prepared by the GGCA Secretariat and WEDO*

#### Background

Building on important gender equality provisions from COP16 and COP17, and reaffirming the COP7 decision on women's participation taken over a decade ago, COP18 Parties approved a decision on "Promoting gender balance and improving the participation of women in UNFCCC negotiations and in the representation of Parties in bodies established pursuant to the Convention or the Kyoto Protocol" (Decision 23/CP.18).

Gender balance has always served as an important indicator of gender equality in international negotiating processes such as the UNFCCC. However, gender equality extends well beyond simply bringing women to the table. It calls for an understanding of the social, political, legal and institutional disparities which result in gender inequality. A truly inclusive and participatory process, by advancing gender balance, can serve to advance gender equality.

*Decision 23/CP.18 complements other global agreements, and calls for:*

- Gender balance in bodies established by the Convention and the Kyoto Protocol, in order to improve women's participation and ensure more effective climate change policy that addresses the needs of women and men equally;
- Review and reporting mechanisms to track progress toward the goal of gender balance;
- Positioning the issue of gender equality and climate change as a standing item on the agendas of COP sessions;
- Organization of a COP19 in-session workshop on gender balance in the UNFCCC process, gender-sensitive climate policy, and capacity-building activities to promote the greater participation of women in the UNFCCC process; and
- Parties and Observer organizations to submit their views on options and ways to advance women's participation and ensure more effective climate change policy that addresses the needs of women and men equally.

#### Gender Balance and Gender-sensitive Climate Policy Submissions

Pursuant to Decision 23/ CP.18, 19 Parties and 10 Observers submitted views on options and ways to advance the goal of gender balance in order to improve women's participation and inform more effective climate change policy that addresses the needs of women and men equally. Most submissions considered gender balance and gender-sensitive climate policy in the following three areas: (1) national experiences, (2) challenges faced in pursuing gender balance and equality, and (3) needs in achieving greater progress towards gender equality. This analysis builds on the extensive national and institutional experience shared and highlights the challenges faced and needs identified in submissions, with a view to identifying elements of a road map for gender equality going forward.

***National experience on gender balance and gender-sensitive climate policy*** underlines the importance of targeted training and capacity building at the intersection of gender and climate, and the great need for increased resources and collaboration to reinforce a robust and integrated gender-sensitive approach to climate policy and implementation. Countries indicated that they are at a range of stages in terms of mainstreaming gender in their national climate policy and implementation and addressing the

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need for greater gender balance in policy development, negotiation and implementation. Parties that had developed a Climate Change and Gender Action Plan (ccGAP<sup>1</sup>) were more detailed in their particular needs, especially at national level. These Parties included Jordan, Liberia and Mozambique. Similarly, other Parties who have had civil society working closely with government offices on these issues also demonstrated more detail in their needs, including Ghana. The Pacific Islands that submitted, including Vanuatu and Marshall Islands, put much emphasis on the cultural impacts of globalization and the enabling environments that need to exist in order for Parties to truly address gender equality in climate change.

Party submissions brought out similar issues and converged on several different areas. However, there were also differences worth mentioning. Parties from the Global North, including the EU and the USA, tended to put great emphasis on their international aid programs and related climate change activities that provide funding primarily to support developing countries in improving their gender and climate change activities and capacity. However, those same Parties placed little emphasis on their actions nationally/regionally to do the same, and the internal challenges and needs of the USA or the EU were not brought out as they were in developing country submissions. Iceland was an exception; its submission discussed internal challenges and needs as well as the activities of its foreign aid, demonstrating the universality of the gender and climate change issue.

While many national needs coincided with international needs, there were different expectations. To fulfill national needs countries often requested financing, technical expertise and tools for awareness raising and training. However, internationally, much of the emphasis was on the UNFCCC to take a larger role in providing/ facilitating financing for participation, facilitating trainings, workshops and expertise on the issue and taking more leadership on the issue in the UNFCCC negotiations. Some Parties suggested having a quota system at international level while others requested an incentive mechanism to be built into the international process that will convince governments to have a more gender balanced delegation or nomination to committees and boards.

### Highlights of Challenges and Needs Identified in Submissions by Parties and Observers

Within the 3 sections of the COP19 Gender Equality Workshop, Parties and Observers identified eight primary needs to further strengthen gender balance and gender equality in the UNFCCC:

- **Gender balance in the UNFCCC process**
  1. ***Institutionalize training and capacity building for women negotiators*** - Parties recommended setting aside financial resources to strengthen women's capacity, creating a database of resource people on negotiations to support women's capacity and establishing country-specific training courses for UNFCCC delegates covering various issues including gender and climate change
  2. ***Allocate financial resources to support participation and training needs*** - Nearly all Party and Observer submissions addressed financial resources as a primary barrier to improving gender balance on delegations and conducting the needed training and capacity building on gender equality and climate policy and implementation.

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<sup>1</sup> IUCN (2012). *The art of implementation: gender strategies transforming national and regional climate change decision making.*

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3. **Establish quotas and incentives towards gender balance** - In order to implement the COP18 Gender Decision, two Party submissions suggested the adoption of specific targets at COP19, while both a Party and Observer suggested drawing on CEDAW's temporary special measures provision to ensure a critical mass of women in national delegations.
- **Capacity building on gender-sensitive policies and implementation**
    4. **Institutionalize training and capacity building for all climate decision-makers on (1) how to develop and implement a gender-sensitive approach, and (2) the benefits such an approach can contribute** - All Party and Observer submissions identified training and capacity building as one of the primary needs in working towards strengthening gender balance and gender equality in climate policy and implementation. Submissions focused on the need for capacity building and training of UNFCCC delegates, UNFCCC Secretariat staff, national civil society representatives, and relevant national implementing agencies not already focused on the intersection of gender issues and climate change.
    5. **Support awareness raising on a gender-sensitive approach to climate solutions for stakeholders at all levels** - Several Parties underlined the importance of a more informed civil society sector to contribute to progress towards more gender-sensitive climate policy and greater gender balance in UNFCCC bodies.
    6. **Facilitate collaboration with and between climate and gender-relevant national agencies** - Parties and Observers emphasized the need for strengthened coordination and collaboration among national agencies working on gender issues and climate issues, and between UNFCCC national delegations and relevant national agencies. These linkages underline the important role of existing national agencies in implementing national and international commitments on gender balance and gender mainstreaming in the climate arena. Significantly, gender-focused national bodies should get involved in UNFCCC work, both to become more informed, and to better contribute to national work on climate.
  - **Gender-sensitive climate policy**
    7. **Contribute to research on gender-specific climate vulnerabilities and impacts of gender-sensitive climate policy, building on existing research programmes, e.g. NWP** - Parties and Observers identified research needs in two areas: (1) gender-specific statistical analysis of vulnerabilities of women and climate impacts, and (2) a demonstration of benefits of gender-sensitive approach to climate policy and practice.
    8. **Develop tools and methodology to guide gender-sensitive implementation and measure and track progress** - Parties and Observers called for the urgent development of tools and methodologies to implement, monitor, and revise processes towards systematic inclusion of women and gender-sensitive climate policy.

### **Summary Conclusion**

The 8 major points highlighted in this report synthesize the analysis, recommendations and action items of many submissions. Further discussion on addressing these points will take place during the COP19 Gender Workshop. Parties have already made suggestions, including a 5-year action plan or roadmap, a monitoring body for accountability on gender issues in the UNFCCC or more informal spaces like workshops or caucuses where Parties and civil society can exchange views on how to improve gender equality in climate change at the UNFCCC. These suggestions emphasize that Parties are ready to take the necessary concrete steps and the COP19 Gender Equality Workshop will be an excellent place to start.

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Specific Proposals Across Eight Categories from Party and Observer Submissions	
<b>Gender balance in the UNFCCC process</b>	
<b>1. Institutionalize training and capacity building for women negotiators</b>	<ul style="list-style-type: none"> <li>• <b>Sudan</b> suggests that special financial resources should be set aside to strengthen the capacity of women at the UNFCCC negotiations.</li> <li>• <b>Burundi</b> recommends creating a database of resource people on climate change negotiations to support the strengthening of women’s capacity in the UNFCCC process.</li> <li>• The <b>UAE</b> proposes “that the UNFCCC Secretariat conduct an in-session survey targeted at women delegates to better understand [the] challenges ... that limit women’s participation in the UNFCCC.”</li> <li>• The <b>UAE</b> also suggests that the UNFCCC convene a series of training sessions aimed at empowering women in the UNFCCC negotiations.</li> </ul>
<b>2. Allocate financial resources to support participation and training needs</b>	<ul style="list-style-type: none"> <li>• <b>Liberia</b> suggests creating additional travel support and training initiatives similar to the Women Delegates Fund (WDF) to ensure continued participation of women from LDCs and developing countries.</li> <li>• The <b>EU</b> also suggests earmarking some of the funds in the Trust Fund of Participation for female participation.</li> <li>• <b>Malawi</b> includes gender-disaggregated allocation within the existing Trust Fund of Participation as part of a 5-year Programme of Work on Gender and Climate Change. Malawi strives to achieve 50-50 participation of women and men in their UNFCCC delegation. However, they are limited to 20% women participation due to financial constraints.</li> <li>• <b>Vanuatu</b> also suggests that the UNFCCC consider gender balance in the allocation of funds for participation in the negotiations.</li> <li>• <b>LDCs</b> point to the need for training, logistical support and travel funds as key to “ensuring increased qualitative and quantitative participation by LDCs women in the UNFCCC negotiations.”</li> <li>• The <b>Common Market for Eastern and Southern Africa (COMESA)</b> also proposes the establishment of a 5-year Programme of Work on Gender and Climate Change.</li> </ul>
<b>3. Establish quotas and incentives towards gender balance</b>	<ul style="list-style-type: none"> <li>• <b>Kenya</b> suggests that Parties at COP19 should adopt specific targets for achieving gender balance, and identify a mechanism to support the achievement of the COP19 targets.</li> <li>• The <b>EU</b> echoes Kenya’s suggestion, recommending that COP19 Parties define positive incentives for gender-balanced participation, including possible quotas.</li> <li>• In an effort to enable the UNFCCC to “accelerate the improvement of the position of women to achieve their de facto or substantive equality with men,” the <b>Republic of Vanuatu</b> suggests drawing on CEDAW’s “temporary special measures” provision.</li> <li>• LDCs urge “that the UNFCCC should ensure that any programme funded within its structure should ensure gender inclusion –</li> </ul>

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	<p>e.g. Adaptation Fund,</p> <ul style="list-style-type: none"> <li>• <b>MRFCJ</b> (NGO Observer) also supports the adoption of temporary special measures to ensure a ‘critical mass’ of women in national delegations.</li> </ul>
<p><b>Capacity building</b></p>	
<p><b>4. Institutionalize training and capacity building for all climate decision-makers on (1) how to develop and implement a gender-sensitive approach, and (2) the benefits such an approach can contribute</b></p>	<ul style="list-style-type: none"> <li>• <b>Mozambique</b> urges that financial resources should be mobilized and allocated at the local level, providing special funds for women who will be key in implementation efforts such as NAPA.</li> <li>• <b>Tajikistan</b> also recommended prioritizing funding for adaptation programmes and awareness raising efforts on climate change for men and women in rural areas vulnerable to climate change impacts.</li> <li>• <b>Afghanistan</b> suggests general and technical national and international trainings and capacity building on climate change are needed to strengthen gender equality needs with greater national and international support.</li> <li>• <b>Kenya</b> underlines the “insufficient capacity in terms of skills and mechanisms for mainstreaming gender in climate change.” <b>Kenya</b> points to the trend that climate change “players” tend to include mostly scientists, and gender experts tend not to be involved in climate change.</li> <li>• The <b>EU</b> highlights the importance of offering trainings to climate experts within UNFCCC institutions in an effort to strengthen gender expertise. The <b>EU</b> points to the “[l]ack of information on and awareness of, gender and climate policies [as] the biggest challenge in promoting more effective gender integration” in climate policy and implementation. The <b>EU</b> suggests the Parties consider mandating the UNFCCC to convene four in-session workshops on gender and climate change, focused on mitigation, adaptation, technology and funding in the next 2 years (one workshop at each inter-sessional and COP).</li> <li>• <b>Vanuatu</b> also calls on the UNFCCC to proactively support women’s capacity building through trainings and UNFCCC workshops.</li> <li>• <b>Liberia</b> emphasized the importance of capacity building opportunities to strengthen women’s potential to engage at both national and international levels of participation, focusing on implementation and policy decision making respectively.</li> <li>• Drawing on the example of the Inter-Parliamentary Union’s (IPU) women’s caucus, the <b>United States</b> proposed the creation of an informal “women’s caucus” in the UNFCCC as a space to address capacity building issues for women in the UNFCCC.</li> <li>• <b>Cambodia</b> proposes a multi-year country-specific training on international negotiations, diplomacy, gender and climate change and how to address gender concerns as part of a “climate change development agenda.”</li> <li>• <b>UNDP</b> (IGO Observer) proposes the creation of an action plan to promote capacity building on gender equality and women’s empowerment that would then be updated biennially.</li> <li>• <b>LIFE e.V.</b> (NGO Observer) underlines the importance of increasing gender expertise of male and female climate change experts and staff by offering gender and climate trainings.</li> </ul>

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<p><b>5. Support awareness raising on a gender-sensitive approach to climate solutions for stakeholders at all levels</b></p>	<ul style="list-style-type: none"> <li>• <b>Jordan</b> emphasized the importance of enhanced networking with NGOs as a key step towards building awareness of climate issues within national women’s organizations.</li> <li>• <b>The Republic of the Marshall Islands</b> places prioritization on mobilizing resources to “better engage rural and outer island communities in gender-sensitive climate policy development and implementation.”</li> </ul>
<p><b>6. Facilitate collaboration with and between climate and gender-relevant national agencies</b></p>	<ul style="list-style-type: none"> <li>• <b>Burundi</b> recommends the involvement of the National Women’s Forum in the UNFCCC negotiations</li> <li>• Following the development of their ccGAP, <b>Jordan</b> suggested that women’s ministries should coordinate with other ministries within the country to work on climate and other national priorities.</li> <li>• <b>Mexico</b> also pointed to the importance of engagement of national agencies, and called for the “allocation of resources to ensure a cross-sectorial approach, for instance by establishing Gender Units at all governmental agencies, as well as indicators to measure their impact.”</li> <li>• <b>IUCN</b> (IGO Observer submission) noted that the “women’s and national multi-stakeholder workshops conducted during the ccGAP process are often a unique, and sometimes the only, opportunity for representatives from diverse government departments and ministries to discuss [the] cross-cutting issues” of gender equality and climate change.</li> </ul>
<p><b>Gender-sensitive climate policy</b></p>	
<p><b>7. Contribute to research on gender-specific climate vulnerabilities and impacts of gender-sensitive climate policy, building on existing research programmes, e.g. NWP</b></p>	<ul style="list-style-type: none"> <li>• <b>Kenya</b> supported the promotion of gender differentiated research on gender and climate change, with a goal of generating “factual evidence on differentiated impacts of climate on women and men.”</li> <li>• <b>Ghana</b> points to the “need to monitor the effectiveness of advancing the goal of gender balance, beyond the numbers, ensuring qualitative analysis of women and men’s leadership roles within the negotiations.”</li> <li>• <b>India</b> identifies the following 3 areas that would benefit from gender differentiated research: (1) assessment of women’s vulnerability to climate impacts (2) gender-specific natural resource use patterns, and (3) monitor, evaluate and report on climate programmes using gender-responsive indicators and involving gender experts.</li> <li>• <b>WEDO</b> (NGO Observer) calls for “mandates for policies, programs and research coming from the UNFCCC to include [...] sex-disaggregated data and gender differentiated social impact assessments.”</li> <li>• <b>LIFE e.V.</b> (NGO Observer) supports the development of gender-disaggregated data, but emphasizes the need to also conduct “research on the different ways climate change instruments and structures affect gender relations and vice versa.”</li> <li>• <b>Malawi</b> recommends conducting an assessment of the challenges of women’s participation in the UNFCCC “in order to facilitate the design, implementation and monitoring of effective, efficient, and equitable evidence based solutions within the UNFCCC processes.”</li> </ul>

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	<ul style="list-style-type: none"> <li>• <b>GenderCC</b> (NGO Observer) proposes a Special IPCC Report on gender and climate policy in an effort to compile the fragmented body of information on the gender dimension of mitigation, adaptation, finance, technology and capacity-building.</li> </ul>
<p><b>8. Develop tools and methodology to guide gender-sensitive implementation and measure and track progress</b></p>	<ul style="list-style-type: none"> <li>• <b>Iceland</b> suggests choosing a methodology (i.e. Iceland’s gender budgeting methods) and applying and revising the methodology with regularity.</li> <li>• <b>Jordan</b> draws on its experience as a country that has undergone a ccGAP and recommends the development of a methodology to take progress, report results and revise the approach to further support gender mainstreaming in climate policy and implementation.</li> <li>• <b>Vanuatu</b> suggests that all UNFCCC reports by Parties include sex-disaggregated data, and that the UNFCCC rank the countries on their progress towards strengthened gender balance.</li> <li>• <b>Cambodia</b> proposes the application of monitoring and evaluation mechanisms to track and measure the effectiveness of a gender-sensitive approach to climate policy and implementation.</li> <li>• <b>AIWC</b> (NGO non-admitted Observer) calls for the monitoring, evaluation and reporting on all climate-responsive programmes to be undertaken using gender-responsive indicators and involving gender experts.”</li> </ul>