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Gender and Climate Change

Report on the in-session workshop on gender-responsive climate policy with a focus on mitigation action and technology development and transfer

Note by the secretariat

Summary

This is a summary of the in-session workshop on gender-responsive climate policy with a focus on mitigation action and technology development and transfer requested by decision 18/CP.20. The workshop was held in Bonn, Germany, on 8 and 9 June 2015, during the forty-second sessions of the subsidiary bodies. Discussions were focused on issues related to the gender aspects of UNFCCC processes and mechanisms related to mitigation and technology, gender terms and definitions, examples of gender-responsive actions and policies, case study examples of mainstreaming gender in different mitigation and technology actions, and the opportunities and challenges associated with developing and implementing gender-responsive mitigation and technology policies at the national level.

[1] Exact dates within the sessional period are subject to confirmation.

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I. Introduction

A. Mandate

1. By paragraph 11 of decision 18/CP.20, the Lima work programme on gender, the Conference of the Parties (COP) requested the secretariat to organize an in-session workshop on gender-responsive climate policy with a focus on mitigation action and technology development and transfer during the forty-second session of the Subsidiary Body for Implementation (SBI), and prepare a report on the workshop for consideration at SBI 43.

2. In this context, the COP invited Parties and admitted observer organizations to submit to the secretariat, by 18 March 2015, their views on the matters to be addressed during the in-session workshop.[2]

B. Scope of the note

3. This report provides a summary of the presentations, panel discussions, and question and answer sessions that took place at the workshop referred to in paragraph 1 above.

C. Possible action by the Subsidiary Body for Implementation

4. SBI 43 may wish to take note of the information contained in this report in its consideration of the implementation of the Lima work programme on gender.

II. Workshop structure and participation

5. The workshop on gender-responsive climate policy with a focus on mitigation action and technology development and transfer was held in Bonn, Germany, on 8 and 9 June 2015, in conjunction with the forty-second sessions of the subsidiary bodies. The workshop was moderated by Ms. Veronica Gundu (Zimbabwe).

6. The workshop was open to all Parties, admitted observer organizations and the media attending the forty-second sessions of the subsidiary bodies.

7. The workshop consisted of four plenary sessions held over two half-days, featuring presentations, panel discussions, and question and answer sessions on topics drawn from submissions from Parties and observer organizations referred to in paragraph 2 above.

8. Sessions I and II, held on the first day of the workshop, focused on terms and concepts related to gender mainstreaming, as well as on gender-responsive activity examples and country case studies. Sessions III and IV, held on the second day, focused on challenges and opportunities in mainstreaming gender in UNFCCC processes and mechanisms related to mitigation and technology, and on challenges in enhancing gender responsiveness in mitigation action and opportunities in technology development and transfer.

[2] Party submissions are available at <http://www4.unfccc.int/submissions/SitePages/sessions.aspx?showOnlyCurrentCalls=1&populateData=1&expectedsubmissionfrom=Parties&focalBodies=SBI>, and observer submissions at <http://unfccc.int/documentation/submissions_from_observers/items/7481.php>.

9. The workshop agenda, presentations and webcast are available on the UNFCCC website.[3]

III. Proceedings of the workshop

10. This chapter covers each of the four workshop sessions referred to in paragraph 8 above; its structure follows the workshop agenda. References to sources of information, where available, have been provided as supplied by the presenters.

A. Overview of proceedings

11. The workshop was opened by the Deputy Executive Secretary of the secretariat. In his opening remarks, he noted with appreciation that the workshop marks the beginning of the implementation of the Lima work programme on gender as its first mandated event. Recalling that, until now, gender-related discussions in the UNFCCC process have mostly taken place in the thematic area of adaptation, the Deputy Executive Secretary noted that the thematic area of mitigation has some catching up to do. He welcomed the focus on action evident in the workshop topics, namely on reductions in emissions and the advancement of low-carbon development, which should be implemented in such a way as to make it possible for women to be the drivers of climate action and ensure that implemented climate actions better the lives of women around the world. In conclusion, the Deputy Executive Secretary urged participants to make use of the report on the workshop by incorporating the ideas from the workshop discussions into their national and organizational policies and actions, ensuring gender issues are addressed and climate action is scaled up in a way that both improves the lives of women and enhances opportunities for women to change the world for the better.

12. Following the opening, session I began with a quiz on facts and figures highlighting the differences between women and men across the globe in relation to access to and control over resources and levels of wealth and education. This was followed by a scene-setting presentation on gender terms and concepts and a presentation that provided examples of gender-responsive mitigation actions.

13. Session II built on the previous session by exploring through country case studies how policies and programmes can respond to the needs and priorities of women and men with regard to climate change mitigation and technology development and transfer. The panel discussion provided an opportunity to highlight the importance and benefits of incorporating gender in climate policy.

14. The second day of the workshop commenced with a recap of the presentations and discussions from the first day. It continued with session III, where workshop participants heard from representatives of the Climate Technology Centre and Network (CTCN), the Technology Executive Committee (TEC), the Green Climate Fund (GCF), the Global Environment Facility (GEF) and the Executive Board of the clean development mechanism (CDM). The speakers shared experiences from different UNFCCC processes and mechanisms of mainstreaming gender institutionally. They also discussed technical and financial support provided to Parties to mainstream gender in climate change mitigation activities.

[3] The agenda and the presentations can be found at <http://unfccc.int/gender_and_climate_change/items/9043.php> and the webcast at <http://unfccc6.meta-fusion.com/sb42/events>.

15. The final session of the workshop, session IV, featured a panel with representatives of Finland, Mozambique, Nigeria's Women Environmental Programme, the Erosion Technology and Concentration Group, and the South Pole Group. Each of the panel members responded to two questions: on the challenges and opportunities for the implementation of gender-responsive climate policies at the national level and on ways to strengthen gender responsiveness in UNFCCC processes and mechanisms related to mitigation and technology. In their responses, the panellists included examples that highlighted the following needs: gender-responsive climate finance, particularly in relation to small-scale female entrepreneurs; more sustainable mitigation action that embraces women as both decision makers and beneficiaries; gender-responsive technology assessment; and increased political will to promote gender equality. Panellists also called for clear language regarding gender equality to be included in the 2015 agreement.

B. Terms and concepts in the context of gender-responsive policy

16. Session I set the scene by building a common understanding of terms and concepts related to gender mainstreaming in the context of gender-responsive climate policies, particularly with regard to mitigation and technology development and transfer, and by providing examples of gender-responsive climate policies and actions.

1. Terms, concepts and rationale

17. A representative of the Women's Environment and Development Organization highlighted some of the existing gender gaps in the following areas: access to and control over resources; workload; mortality; literacy; involvement in the fields of science and technology; and gender balance in UNFCCC decision-making bodies and delegations.

18. Key terms and concepts explained included gender, gender equality, gender balance, gender parity; gender mainstreaming, gender analysis, gender budgeting, gender-disaggregated data, gender considerations or perspectives, gender-sensitive and gender-responsive. The glossary of terms presented during the workshop is contained in the annex.

19. How the terms and concepts have been used in the UNFCCC process was also explained while highlighting that gender mainstreaming tools already exist and could be adapted for implementation in the UNFCCC context by Parties, relevant observer organizations and development practitioners. It was suggested that the focus now needs to shift from the understanding of and awareness-raising about gender to implementation and action.

2. Gender-responsive mitigation action and policy examples

20. In the second part of session I, a representative of the International Union for Conservation of Nature (IUCN) presented data on policies that exacerbate economic gender gaps and gaps in the representation of women in decision-making positions in key environmental groups such as the World Energy Council and the Intergovernmental Panel on Climate Change, in business and in other areas. On a positive note, the presentation highlighted an increase in the number of female employees in the solar technology industry in the United States of America[4] and that in some countries women make up over 70 per

[4] *Renewable Energy and Jobs – Annual Review 2015.* Available at <http://www.irena.org/menu/index.aspx?mnu=Subcat&PriMenuID=36&CatID=141&SubcatID=585>.

cent of household spending decisions,[5] providing an opportunity to encourage women to choose low-carbon energy alternatives.

21. The IUCN Climate Change Gender Action Plan is a gender-responsive measure available to countries that involves a multi-stakeholder and participatory policy analysis process for prioritizing gender-responsive climate actions.[6] Further examples cited of gender-responsive climate action included the 1 Million Women movement in Australia[7] and the Solar Power Company Group, a solar power company owned by a woman, in Thailand.[8]

C. The importance and benefits of mainstreaming gender in mitigation action and technology development and transfer

22. Session II comprised five brief presentations exploring experiences with gender mainstreaming in mitigation action and technology development and transfer, specifically in the mining and energy sectors in Mozambique, REDD-plus[9] in the Sudan, the nationally appropriate mitigation action for the energy sector in Georgia, programmes addressing gender and energy in climate change mitigation in Western Africa, and women's role in creating and maintaining biodiverse forests in the Ecuadorian Amazon.

1. Good practices and lessons learned in developing and implementing gender mainstreaming in the mineral resources and energy sector of Mozambique

23. A representative of Mozambique informed participants that a gender assessment of the oil and gas sectors in Mozambique revealed gender gaps in access to, and opportunity to benefit from, Mozambique's energy and mining sector. The assessment identified cultural barriers to women's equal participation in the mining industry that prevented women from accessing the same mining locations as men, resulting in a greater number of mines, which, among other things, increased deforestation. On the basis of these results and in consultation with stakeholders, the Government of Mozambique launched a pilot intervention funded by the Norwegian Government. Its aim was to address the needs of women and men identified through a participatory process so as to ensure women's continued involvement in the mining industry – from the design stage to implementation. The intervention positively impacted the mitigation of greenhouse gas emissions by reducing deforestation.

24. An assessment of institutional and staff capacity to mainstream gender in the energy sector was also carried out, followed by a training of trainers in Maputo, Mozambique, for gender focal points in different sectors in order to enable ongoing capacity-building. The capacity assessment also identified that the gender focal points were mostly women.

25. The representative of Mozambique also shared her experience as a female entrepreneur who uses training she received in installing and maintaining solar panels to

[5] *Promoting Sustainable Consumption: Good Practices in OECD Countries*. Available at <http://www.oecd.org/greengrowth/40317373.pdf>.

[6] See *The Art of Implementation: Gender Strategies Transforming National and Regional Climate Change Decisions*, available at <https://portals.iucn.org/library/efiles/documents/2012-086.pdf>.

[7] See <www.1millionwomen.com.au>.

[8] See <http://newsroom.unfccc.int/clean-energy/2014-momentum-for-change-lighthouse-activities/>.

[9] In decision 1/CP.16, paragraph 70, COP encouraged developing country Parties to contribute to mitigation actions in the forest sector by undertaking the following activities: reducing emissions from deforestation; reducing emissions from forest degradation; conservation of forest carbon stocks; sustainable management of forests; and enhancement of forest carbon stocks.

coordinate an initiative to disseminate knowledge on renewable energy to rural women. The initiative empowers rural women to establish their own businesses with energy selling points called *lojas de energia* and recharging stations. It also involves the sale of other low-carbon technology such as photovoltaic materials, improved cook stoves and energy-saving light bulbs.

26. The initiative, shortlisted for an African SEED award, for entrepreneurship in sustainable development, demonstrated that energy can and should be accessed by all regardless of gender or economic status. The speaker illustrated this point with an example of a woman living in a rural area who had agreed to participate in the initiative, which enabled her to install a solar panel on the roof of her small hut despite the general perception in the community that electric energy is only necessary for urban dwellings. The advantages became clear when the woman switched on her bright, long-lasting light, without the fumes and fire risks associated with kerosene lamps.

2. Mainstreaming gender in REDD-plus in the Sudan

27. A representative of the Sudan explained that the discussion on REDD-plus in that country began by defining what REDD-plus means in the context of the Sudan as an arid sub-Saharan African country. The discussion involved consultation with communities in five Sudanese States, and the involvement of women in these consultations was crucial. Women discussed how their lives and livelihoods were linked to forests, for example through firewood and gum arabic production. This inclusive, consultative process was useful because it provided a greater understanding of the priorities of the affected communities and because it afforded the communities an opportunity to understand what REDD-plus means for them.

28. This project mainstreamed gender by linking forests to the livelihoods of communities and involving men and women, boys and girls and vulnerable groups in its activities. The REDD-plus consultation workshops have also been useful in improving community attitudes towards women, for example by providing an opportunity during the consultation workshops for women and men to jointly discuss issues affecting the community, something not commonly done, and in providing equal opportunities for women and men to share experiences and knowledge.

29. Overall, according to the speaker, mainstreaming gender in REDD-plus activities in the Sudan involves multi-track cooperation and coordination among policymakers, United Nations agencies, the private sector, donors, non-governmental organizations (NGOs) and community-based organizations. The process involved awareness-raising and capacity-building, networking and advocacy, identification of new sustainable solutions, research, assessment of solutions, sharing of best practices and financial support.

3. Gender-sensitive nationally appropriate mitigation action for the energy sector in Georgia

30. A representative of the Rural Community Development Agency (RCDA), an NGO working in Georgia with Women in Europe for a Common Future (WECF), shared lessons learned from a project run by RCDA and WECF focused on energy poverty in rural areas in Georgia. The project involved replacing firewood-based water heating with solar water-heating systems in low income households. The project contributed to the development of a gender-responsive nationally appropriate mitigation action for the energy sector in Georgia.

31. RCDA and WECF conducted a baseline survey of the impact of firewood on women and on the environment when used as the primary source of energy. Results of the survey indicated that the additional work of collecting firewood, together with indoor air pollution adversely affected women's and children's health in particular. The survey also indicated

that deforestation due to firewood collection exacerbated erosion and landslides. A conservative estimate indicated that the 515,000 surveyed rural households and institutions emitted 1.44 million tonnes of carbon dioxide per year.

32. Rural households in Georgia spend 30 per cent of their income on energy. The survey also identified the following factors as barriers to the use of low-emission energy sources: very low availability of locally produced energy alternatives; low awareness of low-emission energy sources; and lack of access to finance, particularly for women who do not have assets that can be used as collateral.

33. Capacity-building for both men and women included training in producing, installing, monitoring and maintaining solar panels. Local gender role expectations resulted in 40 per cent of the female trainees opting to become monitoring and maintenance experts rather than production and installation experts.

34. The project has benefited women by: reducing their domestic workload; increasing access to hot water for cooking, cleaning and personal hygiene; and increasing financial freedom through new employment opportunities as solar water heater monitoring and maintenance experts. The project also has provided financial support to women, especially those in vulnerable situations.

35. Over the five-year implementation period, with 20,000 families accessing fuel-efficient cook stoves and solar water heaters, the project has helped to decrease firewood consumption by 245,000 m^3 per year.

4. Programmes addressing gender and energy in climate change mitigation of the Regional Centre for Renewable Energy and Energy Efficiency of the Economic Community of West African States

36. A representative of the Regional Centre for Renewable Energy and Energy Efficiency (ECREEE) of the Economic Community of West African States (ECOWAS) spoke on the gender mainstreaming experiences of ECOWAS and ECREEE.

37. Of the 15 member States of ECOWAS, 11 are among the least developed countries, with more than half of the population of the region lacking access to electricity. Sixty per cent of their total population lives in rural areas, of which only 8 per cent have access to electricity. The entire region is facing climate change impacts, including severe food shortages, as well as energy poverty, with very low economic and infrastructural adaptive capability of ECOWAS member States.

38. ECOWAS has worked more than five years to integrate gender issues into energy programmes targeting renewable energy and energy efficiency, and has focused on targeted and tailored policy and regulatory instruments, as well as on knowledge management, capacity-building, and the strengthening and promoting of business and investment.

39. ECOWAS is considering ways to increase the involvement of women in the region in the development and transfer of mitigation technology, including by ensuring that women are involved in the entire mitigation technology life cycle, including production processes, and not just in the research and development stages.

40. To facilitate these changes, and as a response measure, a gender and energy policy for all 15 member States has been developed along with several regional programmes, including the following three examples:

(a) The ECOWAS Programme on Gender Mainstreaming in Energy Access launched in 2013 and based on the implementation plan for national policies. The programme brought together decision makers responsible for its implementation at the national level, namely, directors of energy ministries in all 15 member States, and

conducted training and discussions on what gender mainstreaming in energy means and the value it adds by making programmes and daily work more effective. This was done to ensure that the discussions involved not just gender experts but also decision makers and implementers. Discussions then shifted to how gender- and energy-related activities can be integrated into national budgets, as this has rarely been done. Based on these discussions, ECOWAS developed a first-of-its-kind regional level gender and energy policy, which was endorsed by member States and technical experts on 5 June 2015;[10]

(b) The West African Clean Cooking Alliance programme aims to address gender issues related to the use of energy for cooking, charcoal production and fuelwood gathering, for example by engaging communities;

(c) The ECOWAS climate change mitigation programme, the youngest ECREEE initiative, is a broader and more comprehensive response to climate change. It focuses on mitigation through the adoption of renewable energy and energy-efficient technologies. Its objectives include consideration of gender differences in climate change mitigation goals.

41. In summary, it was highlighted that women bear the burden of cooking but are also heavily involved in the agricultural sector. ECOWAS actions are geared towards productive economic sectors, such as agriculture, and the roles of women in their communities. Those roles are mostly tied to the informal sector, preventing their contribution from being visible in the gross domestic product. ECOWAS has established a fund for women's economic empowerment that provides funding directly to women's associations, which then determine how the funding is to be used. The aim is to scale up programmes for women's economic empowerment and thereby make women part of productive economic sectors in the hope of highlighting the importance of the discussion on integrating gender into such sectors.

5. Women as creators of biodiverse forests in the Ecuadorian Amazon: ancestral system *chakra ushun purun*

42. The final presentation of session II, by a representative of the Kichwa Institute of Biotechnology Sacha Supai (IQBSS), focused on women's role in creating and maintaining biodiverse forests in the Ecuadorian Amazon using the ancestral system called *chakra ushun purun*. Since 2010, IQBSS has been working to revive this ancestral land system with the Centre for Social Studies and Planning, an Ecuadorian NGO, Rainforest Foundation Norway and indigenous women belonging to the Kichwa ethnic group, which occupies most of the Pastaza province[11] in the Ecuadorian Amazon.

43. The project was developed on the basis of an analysis that showed a loss of indigenous knowledge, forest biodiversity and cultural identity, as well as deforestation in the Pastaza province.

44. The belief system of the Kichwa is that plants, animals, gods and humans are of the same essence, which is different from the western view that nature is an object that can be exploited and commercialized.

45. There are 62 species of plants in the fields the women manage, which are mainly used for food for their families. Women are the owners of the knowledge about creating this biodiversity: they create the different fields and mothers pass on the knowledge to their daughters. A traditional ritual of invoking Nungulli, the goddess of fertility of the earth and

[10] *ECOWAS Gender and Energy Policy*. Available at <http://ecowgen.ecreee.org/index.php/ecowas-gender-and-energy-policy/>.

[11] *Petroleo y desarrollo sostenible en Ecuador*. Available at <http://www.flacsoandes.edu.ec/biblio/catalog/resGet.php?resId=50505>.

the mother of all women, who the Kichwa women believe provides them with the knowledge of how to manage the fields, is part of the planting process.

46. All the fields have three phases: the *chakra*, the *ushun* and the *purun*. This leads to higher diversity and ensures food security. The first of the three phases, *chakra*, begins by clearing the forest on the family property. The most important plant in *chakra* is cassava. After the short cycle of the cassava plant – around nine months – ends, women plant seeds of other kinds of plants in the field and in the forest around the field. This is the *ushun* phase, which is six years long. It is followed by the third and final phase of the cycle, *purun*, characterized by a recovered forest. Parents take their children to the recovered forest to trap birds and mammals as well as to teach them about the forests. The system is important because it increases biodiversity, revives indigenous culture and strengthens the women's role in decision-making throughout the process.

6. Discussion

47. In the question and answer session, participants discussed issues raised in sessions I and II. They shared their own experiences with implementing action on climate change, including as relates to gender budgeting, gender mainstreaming and the implementation of gender-responsive policies. Some participants also identified the need for tools and methodologies for assessing gender responsiveness and sensitivity of programmes and policies. In response, other participants shared examples of existing tools across development and environmental sectors.

48. Some of the participants stated that a central repository of good practices and lessons learned from failures related to gender mainstreaming is needed to build up a data collection that can be used by all Parties. The lack of clarity on terminology, definitions and guidelines among the delegations was raised, in particular among delegates focusing on other areas, such as technology, finance and mitigation. Some of the participants mentioned the need for a glossary or dictionary of gender-related terms for use in the UNFCCC process.[12]

49. In discussions on the case studies referred to in paragraphs 23–46 above, participants asked to what extent the resources and tools developed at the global level, for example by the United Nations Entity for Gender Equality and the Empowerment of Women and CARE, were used in the processes described in the case studies, and to what extent they were useful.

50. Participants commented on the need to look at how international policies or programmes are being applied, national programmes harmonized, and actions coordinated among multiple implementing actors.

51. Comments were also made about the importance of monitoring and evaluating the impacts of technical capacity-building and how it influences the development and transfer of mitigation technology, and of the need to take into account the lessons learned from current and past activities when implementing future projects. In addition, participants identified the importance of monitoring and reporting on progress of implementation at the national level, but the question remained about how such monitoring and reporting could be achieved.

52. It was observed that there are case studies that show the benefits of involving a diverse range of actors (including women) in the development and implementation of

[12] See the annex for a glossary of terms presented at the workshop.

mitigation and technology policy and action and provide lessons on how challenges such as financing can be addressed.

D. Gender in UNFCCC processes and mechanisms in relation to mitigation action and technology development and transfer: challenges and opportunities

53. In session III, which focused on challenges and opportunities in mainstreaming gender in UNFCCC processes and mechanisms related to mitigation action and technology development and transfer, representatives of the CTCN, the TEC, the GEF, the GCF and the Executive Board of the CDM provided a brief background on their respective institution or mechanism, and explained how gender-responsive aspects have been incorporated in related processes and how they can be strengthened.

1. Climate Technology Centre and Network

54. The CTCN was established at COP 16 and is guided by its Advisory Board. The CTCN is the implementation arm of the Technology Mechanism, supporting country efforts to enhance the transfer and implementation of climate technologies. The United Nations Environment Programme (UNEP), as the leader of a consortium of partner institutions, was selected by the COP[13] to host the Climate Technology Centre. The CTCN became fully operational in 2014.

55. The CTCN has three core services: it provides technical assistance to developing countries that have requested it through their national designated entities (NDEs), which serve as CTCN national focal points; it provides access to knowledge on climate technologies; and it fosters collaboration among climate technology stakeholders. Upon receiving a request, the Climate Technology Centre mobilizes its global network of experts to design and deliver a solution tailored to local needs. The network comprises academic, civil society, finance, private sector, public sector and research entities, as well as over a 100 NDEs.

56. According to the mission of the CTCN,[14] gender is clearly a part of its mandate. The CTCN follows the guidelines on gender of its host organization, UNEP, and relevant consortium institutions, and it is open to working with UNFCCC guidelines. The CTCN works with developing countries to make sure they consider gender when submitting requests for technical assistance.

57. The speaker noted that the CTCN welcomes collaboration with organizations with gender expertise that could support the work of the CTCN and invited these organizations to become part of the network of the CTCN.

2. The Technology Executive Committee

58. The TEC is the policy arm of the Technology Mechanism, addressing policy and strategic issues related to climate technology development and transfer. Established at COP 16, it analyses key climate technology policy issues and provides recommendations to support countries in enhancing climate efforts.

59. The TEC consists of 20 climate technology experts nominated by Parties, of which 3 are women. As part of its mandated work, the TEC may consider gender issues and identify

[13] Decision 14/CP.18. paragraph 2.
[14] Decision 2/CP.17, annex VII, paragraph 1.

key messages that countries may consider to enhance climate technology development and transfer.

60. The representative of the TEC noted that since 1999, 85 countries have undertaken technology needs assessments (TNAs). Developing countries undertake TNAs to self-determine their technology priorities for mitigation and adaptation in line with national development priorities. As part of their TNAs, developing countries also create technology action plans, which are road maps for implementing their prioritized technologies. Some countries considered gender aspects in their 2013 TNAs and their action plans. For example, Kenya prepared a technology action plan on solar dryers and biogas as an energy source in rural areas with the aim of reducing the workload of rural women regarding firewood collection and food production. Zambia prepared a TNA project idea for post-construction support for community-managed water systems with the aim of promoting women's participation in water management.

3. The Global Environment Facility

61. The GEF was established in 1991. For the GEF, gender equality is important for the success of its projects and for achieving sustainable development. The GEF first captured gender aspects in its policy related to public participation, which has been updated to respond to COP guidance.

62. In 2011, a dedicated gender mainstreaming policy[15] was developed. Under this policy, GEF agencies are called on to develop their own gender policies and strategies or action plans that meet seven minimum criteria: (a) institutional capacity for gender mainstreaming; (b) gender elements in project design, implementation and review; (c) gender analysis of projects; (d) measures to minimize adverse impacts on both women and men; (e) integration of gender-sensitive activities; (f) monitoring and evaluation of gender mainstreaming progress; and (g) inclusion of gender experts in projects. In addition, the GEF gender equality action plan outlines five areas in which gender is to be mainstreamed: (a) project cycle; (b) programming and policy; (c) knowledge management; (d) results-based management; and (e) capacity development.

63. The GEF uses five indicators to monitor its activities: (a) the percentage of projects during the preparation of which a gender analysis has been conducted; (b) the percentage of projects that incorporate a gender-responsive results framework (e.g. gender-responsive output, outcome, indicator, budget); (c) the proportion of women and men who are direct beneficiaries; (d) the percentage of UNFCCC-related national reports that incorporate gender dimensions (e.g. intended nationally determined contributions and national communications); and (e) the percentage of monitoring and evaluation reports that incorporate gender equality and women's empowerment issues and assess progress and results. The GEF started monitoring with these indicators in the four-year funding period that commenced in 2014, at which point 57 per cent of projects receiving GEF funding incorporated gender into their results framework.[16] The aim is to reach 100 per cent by 2018. There is no baseline for indicator (c) above for UNFCCC-related national reports; however, the GEF aims to reach a goal of 60 per cent of these reports including gender dimensions by 2018. To that end, the GEF has started to track and monitor every project that supports climate change adaptation and mitigation activities.

[15] GEF policy document SD/PL/02. Available at <https://www.thegef.org/gef/sites/thegef.org/files/Gender_Mainstreaming_Policy.pdf>.

[16] GEF document GEF/C.48/03, available at <https://www.thegef.org/gef/sites/thegef.org/files/documents/EN_GEF.C.48.03_AMR_Part%20II_May%208.pdf>.

64. It was noted that even before the GEF had a gender policy in place, adaptation projects funded by the GEF tended to have stronger gender mainstreaming dimensions built in to their project design than the mitigation projects it funded. There are therefore lessons to be learned from colleagues working in adaptation project design. As an example, a representative of the Gambia brought up a project that has earmarked 50 per cent of its budget for women-led projects related to renewable energy.

65. It was highlighted that by incorporating gender aspects into the GEF institutional framework, the GEF is beginning to see an increased number of funded projects including gender-disaggregated data in their reports to the GEF. Other elements identified as critical to successfully mainstreaming gender when implementing projects are ensuring that a gender-specific analysis is conducted at the project design stage, developing project-specific gender mainstreaming strategies, and ensuring gender balance in the project design and implementation teams.

4. The Green Climate Fund

66. The mandate of the GCF[17] states that the GCF should adopt a gender-sensitive approach in its work. Its governing instrument[18] stipulates that women should be part of the design and implementation of activities financed by the fund.

67. As per its mandate, at its sixth meeting the GCF Board made a request to the fund to include gender in the operational modalities of the fund and to draft a gender policy and action plan, which has subsequently been adopted.[19] The gender policy and action plan summarizes the rationale for the fund's commitment to gender sensitivity: achieving sustainable outcomes and gender-equal benefits.

68. At its ninth meeting, the Board requested the fund to begin implementing the gender policy and action plan under the oversight of the Board. The GCF secretariat will proceed with the implementation of the gender policy and action plan in its accreditation, approval and monitoring processes.

69. The GCF gender policy is made operational through the following six principles: (a) commitment to gender equality and equity; (b) inclusiveness in terms of applicability to all aspects of the fund's activities; (c) accountability for achieving gender-sensitive results and outcomes by the fund, its management, staff and accredited entities; (d) country ownership and alignment with national policies and priorities; (e) efforts to reach gender balance and appropriate gender expertise throughout the fund's institutional framework, including accredited entities and national authorities; and (f) equitable resource allocation contributing to gender equality and women's empowerment.

70. In terms of opportunities to improve gender responsiveness, it was noted that gender mainstreaming and balance should continue to be improved in the UNFCCC process and, for the GCF, efforts to mainstream gender in the fund's activities need to continue until concrete results have been reached on the ground among the beneficiaries of the projects the fund finances.

[17] Decision 3/CP.17, annex, paragraph 3.
[18] Decision 3/CP.17, annex.
[19] GCF document GCF/B.09/10, available at <http://www.gcfund.org/fileadmin/00_customer/documents/MOB201503-9th/10_-_Gender_Policy_and_Action_Plan_20150304_fin.pdf>.

5. The clean development mechanism

71. The CDM was established in 1997 by the Kyoto Protocol; its modalities and procedures were elaborated at COP 7. This makes the CDM a relatively mature UNFCCC mitigation instrument, but there is still room for improvement. The CDM is a market-based mechanism, which means that CDM projects that are hosted by developing countries and that deliver certified emission reductions (CERs) can sell these CERs to developed country Parties that have commitments under the Kyoto Protocol. CERs may also be used for voluntary purposes, for example by companies wanting to offset unavoidable emissions as part of a corporate social responsibility programme. The CDM currently has around 8,000 registered projects in over 100 developing countries. It was noted that the geographic distribution of the projects is not regionally balanced: the majority of projects are currently hosted by China and India, with significantly fewer projects located in African countries.

72. Emission reductions attributable to CDM projects amount to more than 1.5 billion tonnes of carbon dioxide equivalent, which is seen as the CDM's greatest achievement.

73. It was highlighted that while the main goal of the CDM is mitigation, its other important goal is to contribute to the sustainable development of host countries. Projects should be specific in their sustainable development objectives and should, when applicable, list the improvement of the quality of the lives of women as sustainable development co-benefit. The sustainable development tool,[20] developed by the CDM Executive Board, includes an indicator of the empowerment of women. It was noted as an important sustainable development criterion for CDM projects, some of which concern rural electrification, energy-efficient household appliances and fuel-efficient stoves, with health, welfare and economic benefits for women.

74. The CDM has a real potential to positively impact the lives of women, depending on how a project is implemented and the type of technology used. It was noted, however, that gender aspects need to be included in the design and development stages of projects in order to achieve this goal.

75. Two avenues were identified for potentially improving the gender responsiveness of CDM projects: (a) improving the geographical reach of the CDM, which is an ongoing priority for the Executive Board; and (b) strengthening the sustainable development criteria of the CDM and including criteria for improving the quality of women's lives, as well as ensuring the participation of women throughout the life cycle of CDM projects as decision makers, and then monitoring the impact of these criteria.

6. Discussion

76. The question and answer session generated discussion on specific issues related to UNFCCC institutions and mechanisms that were the focus of the session, and a more general discussion about the challenges faced by countries in implementing gender-responsive policies and programmes.

77. In the general discussion, it was emphasized that gender equality should be treated as a human right, as opposed to including superficial related language in project activities. It was also noted that one of the challenges in mainstreaming gender, both at the global and at the national levels, is equating "gender" and "women", while the aim of gender mainstreaming is reducing gender gaps and not reproducing inequalities.

78. Other challenges involve women's access to and involvement in production, dissemination and management in relation to resources such as energy, technology and

[20] See <http://cdmcobenefits.unfccc.int/Pages/SD-Tool.aspx>.

finance. Creating equal access for women and men to the production and management of such resources is critical to reducing gender inequalities.

79. Participants noted that efforts should continue to be strengthened to reduce the workload of women and to integrate women in sustainable, socially safe and environmentally sound activities in the transition to low emission economies. In addition, it was noted that there is need for adequate access to financial resources for female entrepreneurs, especially those owning small businesses that trade in mitigation technology. The importance of providing financial support to the least developed countries for gender mainstreaming and achieving gender balance at the national level was also highlighted.

80. Some participants suggested that Parties should be required to include in their reports and national communications submitted under the Convention paragraphs on the extent to which they are addressing gender responsiveness.

81. Acknowledging that countries have made varying degrees of progress in mainstreaming gender, and noting the first-day presentation that indicated that some countries have addressed gender issues in their national budget while others have not, some participants called for the establishment of a facility that can serve as a focal point for gender and ensure that gender is adequately considered in all aspects of the 2015 agreement.

82. Some participants noted that all UNFCCC guidelines and processes should prioritize and integrate gender issues. An invitation was made by some participants to international institutions and policymakers to provide concrete support for achieving gender balance and establishing gender-responsive climate policies, including in relation to technology.

83. Participants and panellists pointed out that there are many actors who can support the conceptualization, implementation and monitoring of gender-responsive climate change initiatives. In addition, countries can empower others by sharing best practices and methodologies that may not be known to all.

84. Participants identified the need to harmonize the multitude of existing gender mainstreaming methodologies.

85. In relation to UNFCCC institutions and mechanisms, it was noted that while sovereignty issues are very sensitive, institutions and mechanisms can reach out to countries, through NDEs in the case of the CTCN, to encourage them to consider gender issues at the design and development stages of projects, while a market mechanism such as the CDM can leverage the buyer–seller relationship to encourage the inclusion of gender responsiveness in projects. However, experience shows that including specific references to gender considerations in UNFCCC decisions is critical to implementing comprehensive policies, such as those of the GEF and the GCF.

86. One of the ways identified to strengthen gender responsiveness in institutions and mechanisms is by strengthening the use of the criterion of gender equality. For example, one of the CTCN criteria for prioritizing requests for assistance is related to gender.[21]

87. It was noted that for the GEF, gender mainstreaming is regarded as a sustainable development requirement, and that the GEF will continue to pursue the inclusion of gender aspects in national reports, with the expectation that by 2018 gender will be adequately covered in all reports to the GEF.

[21] See <http://unfccc.int/ttclear/misc_/StaticFiles/gnwoerk_static/TEM_CTC_infobox_2/83a64e4046954ee6bc7c685385a3c6cc/240bcf259a814482a6b0b3d0f73932a4.pdf>.

88. Regarding bridging the gender gap, particularly in countries that do not have gender policies, it was noted that the GCF has an open channel through which countries can request support for capacity-building and training on gender issues so that they are able to mainstream gender in their projects.

E. Enhancing gender responsiveness in mitigation action and technology development and transfer: challenges and opportunities

89. In session IV, attention turned to the challenges in enhancing gender responsiveness in mitigation action and opportunities in technology development and transfer. The discussions during this session focused on the challenges countries face in developing and implementing gender-responsive climate policies, and explored opportunities to strengthen UNFCCC processes and mechanisms and ways to improve gender responsiveness in climate policy.

90. It was highlighted that gender-responsive financing is key to ensuring equity. The protection of human rights – enshrined, for example, in the Convention on the Elimination of All Forms of Discrimination against Women[22] and other human rights covenants – which is compatible with fighting climate change, should be an ongoing consideration in the conceptualization and implementation of gender-responsive policies and projects at the national level.

91. Participants noted that the majority of female entrepreneurs in many developing countries are in the micro, small and medium enterprise sectors, and that many others are in the informal sector. For example, women own 60 per cent of small businesses in Rwanda and 68 per cent in Laos[23] and need small-scale and 'patient' loan provisions at low concessional rates. On this basis, participants called for a shift towards financing small-scale, beneficiary- and community-owned, needs-based mitigation intervention actions that require USD 50,000–100,000 and away from multimillion dollar projects, building on the GEF experience of funding 14,500 smaller projects in 125 countries with only USD 450 million since 1992.[24]

92. A call was made to the operating entities of the Financial Mechanism to reconsider the equivalence between the portion of the administrative budget allocated to agencies directly implementing projects on the ground and the portion allocated to financial intermediaries, and increase the former. It was also mentioned that small-scale female entrepreneurs could benefit from low concession rate loans and longer repayment periods, particularly when the GCF engages with private financial intermediaries who should also have access to low concession rates.

93. In addition, participants and panellists discussed the fact that, in many instances, technologies designed to make women's lives easier do not serve this purpose owing to their lack of appropriateness for and accessibility and affordability to rural women, and to their ineffectiveness in preventing emissions, as in the case of fuel-saving cook stoves that use firewood, thereby requiring women to continue to cut down trees.

[22] See < http://www.un.org/womenwatch/daw/cedaw/text/econvention.htm>.

[23] See *ITC Gender Mainstreaming Policy*. Available at <www.un.org/womenwatch/ianwge/repository/documents/ITCGenderMainstreamingPolicy.pdf>.

[24] Information available at <https://sgp.undp.org/index.php?option=com_content&view=article&id=98&Itemid=15https://sgp.undp.org/index.php?option=com_content&view=article&id=98&Itemid=156#.Vb9MI_OJmt-6#.Vb9MI_OJmt->.

94. On a similar note, some participants noted that the UNFCCC technology processes have to become more gender-responsive in order to increase the participation of women in decisions on technology development and transfer. The lack of mechanisms in developing countries for the evaluation of the technology before deployment, needed to consider its impact on key stakeholders, including women, is a challenge that should be addressed. Participants called on developed country Parties to make knowledge on and experience in the evaluation of technology available to developing countries through the CTCN knowledge management platform and provide support to developing country Parties in bridging the gap in technology assessment.

95. Some participants suggested that a mechanism could be set up under the Convention for the multi-stakeholder assessment of technologies as per decision 1/CP.18, paragraph 61(a). This provision recommends the Advisory Board of the CTCN, in considering the programme of work of the CTCN, to provide advice and support to developing country Parties, including capacity-building, in relation to conducting assessments of new and emerging technologies, in accordance with decision 1/CP.16, paragraphs 123(a)(i) and 128(e).

96. Participants expect to see strong language on gender responsiveness included in the 2015 agreement, in particular that women should become active participants in the design, development and transfer of socially inclusive, financially accessible technology without risk to human and environmental health. On the same note, the need to strengthen the core public finance provision and the pathway to the USD 100 billion of climate finance by 2020 commitment, in order for mitigation and technology actions to be effective, was underlined.

97. Other challenges that were raised during the discussions included the lack of adequate understanding of the concept of gender equality and the lack of political will to mainstream gender in the climate regime. Examples of solutions included measuring the experience of the women carbon standard (W+ standard),[25] a social standard developed to evaluate the benefits created through carbon credit projects. It uses six criteria, namely, time, income and assets, health, leadership, education and knowledge, and food security to measure such benefits.

[25] See <www.wplus.org>.

Annex

Glossary of terms as presented during session I of the workshop

1. **Gender** refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys. These attributes, opportunities and relationships are socially constructed and are learned through the socialization processes. Gender does not refer only to women, but is a point of analysis and part of the broader sociocultural context of individuals, alongside class, race, poverty level, ethnic group and age.

2. **Gender analysis** is a type of socio-economic analysis that uncovers how gender relations affect a development problem.

3. **Gender balance** is simply the ratio of women to men in any given situation. Gender balance is achieved when there is approximately an equal number of men and women present or participating.

4. **Gender budgeting** focuses on the analysis of public expenditure and revenue from a gender perspective, identifying the implications for women/girls compared to men/boys. The ultimate goal is to reprioritize expenditures and revenue-raising methods alike in order to promote equality.

5. **Gender considerations or perspectives**, usually preceded in policy agreements by "taking into account", consider or account for gender disparities in the impacts of economic and social policies, and the fact that men, women and their interactions affect every aspect of the development process.

6. **Gender-disaggregated data** are data that are collected and analysed separately for males and females. This typically involves asking the "who" questions in an agricultural household survey: who provides labour, who makes the decisions and who owns and controls the land and other resources. Or it may involve asking men and women about their individual roles and responsibilities.

7. **Gender equality** refers to the equal rights, responsibilities and opportunities for women and men and girls and boys. Equality does not mean that women and men will become the same but that their rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not simply a women's issue; it should concern and fully engage men as well. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable, people-centred development.

8. **Gender mainstreaming** is the integration of the gender perspective into every stage of policy processes – design, implementation, monitoring and evaluation – with a view to promoting equality between women and men. It means assessing how policies impact the life and position of both women and men and taking responsibility to reassess them if necessary.

9. **Gender parity** means an equal ratio of males and females; usually used in studies related to accessing education, in the workplace, and in relation to public office. Some countries have laws on gender parity in decision-making.

10. **Gender responsive** refers to identifying, reflecting on and implementing interventions needed to address gender gaps and overcome historical gender biases in

policies and interventions. Its use contributes to the advancement of gender equality with an idea to 'do better'.

11. **Gender-responsive programming** refers to programmes where gender norms, roles and inequalities have been considered and measures have been taken to actively address them. Such programmes go beyond raising sensitivity and awareness and actually act on gender inequalities.

12. **Gender-sensitive** refers to understanding and considering sociocultural factors underlying sex-based discrimination. Its use has come to mean "do no harm".

13. **Gender-sensitive programming** refers to programmes where gender norms, roles and inequalities have been considered and awareness of these issues has been raised, although appropriate actions may not necessarily have been taken (understanding/acknowledgement/awareness).