



Gender and national climate planning

Gender integration in the revised Nationally Determined Contributions



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Authors: Luna, M., Sabater, L., Owren, C., Rojas, A. Siles, J.

Peer reviewed by: Itzá Castañeda Camey, Consultant
Georgia Hartman, USAID

Layout and design: Estudio Relativo | www.estudiorelativo.com

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→ Key findings



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In this 2021 study,

89

revised/updated

Nationally Determined Contributions (NDCs)

were analysed to identify and understand how many, and to what extent, countries have integrated gender in their plans. This analysis aims to measure global progress on the inclusion of gender considerations and the adoption of gender-responsive policies and programming, showcasing good examples of gender-responsive components. Key findings include:

- Mentions of women and/or gender in NDCs have increased: 78% (69 of 89 reviewed NDCs) include at least one mention – up from 40% (or, 65 of 162 Intended NDCs, or INDCs,) in a 2016 IUCN baseline analysis. ■
- Latin America and the Caribbean and Sub-Saharan Africa are regional leaders, with 18 out of 18 NDCs (or 100%) and 17 out of 18 NDCs (or 94%), respectively, including gender considerations ■
- The proportion of NDCs from Highly Industrialised Countries with mentions of gender and/or women has increased over the last five years, though room for progress remains: 50% (7 of 14) include mentions (in contrast to no mentions in 2016) ■

→ The 20 Parties that did not include gender mentions in their updated NDCs emitted more than 3 times the amount of greenhouse gases (GHGs) as the 69 Parties that include gender ■

→ In 2021, women are most commonly characterised as ‘stakeholders’ (in 38 NDCs, or 43%), followed by ‘vulnerable’, ‘beneficiaries’ and ‘agents of change’, in that order, signaling progress in shifting the dominant narrative of women being a homogenised vulnerable group (as 2016 findings show) to being viewed as active participants in climate action and solutions ■

→ A majority of NDCs included at least one or more gender-responsive component(s), including 49 NDCs (or 55%) that included gender objectives, 34 NDCs (or 38%) that included gender activities and 27 NDCs (or 30%) that included gender stakeholders in NDC development, among other gender-responsive components. Only two NDCs (2%) - Cambodia and Moldova - include all eight gender-responsive criteria as defined in this study ■

→ Fourteen NDCs (16%) include gender specifically in both adaptation & mitigation sections; the largest proportion (37%) include mention of gender in adaptation, while 18% include mentions of gender in mitigation ■

→ Integration of gender considerations in specific sectors is varied and overall relatively low: agriculture sections offer the most gender mentions (33%), with energy, health, water and forests following, in that order ■

→ Some countries’ NDCs suggest they are paying attention to barriers to climate resilience for all individuals by addressing intersectionality, inclusion and overcoming historic inequities: Specific activities include attention to gender-based violence (GBV), Indigenous women, and lesbian, gay, bisexual, transgender, queer, and intersex (LGBTQI+) inclusion, for example ■

The key findings of this study suggest a move toward greater alignment with international standards and Parties’ own commitments on gender equality, for example as reflected in the Paris Agreement, its Rulebook guidance and the Enhanced Lima Work Programme on Gender (LWPG) and its Gender Action Plan (GAP). This progression may further signal the importance that these Party-led commitments have

had in further ensuring gender equality goals are integrated into climate actions, as seen in the varied examples of how gender equality can be mainstreamed in climate change policies and planning processes.

Noting that a quarter of submitted revised NDCs are gender-blind, and a significant number of countries have yet to submit updated plans, there is still ample opportunity for countries to identify and

close gaps. Countries still in their revision processes in particular can review the guiding frameworks mentioned above, or draw inspiration from the country examples in this report, to ensure gender integration in their submissions, while all countries and supporting partners can devote attention to enabling conditions for driving gender-responsive implementation, impact reporting and learning ■

→ **Acronyms**

AFOLU	Agriculture, Forestry, and other Land Use
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
COP	Conference of the Parties
EGI	Environment and Gender Information
FAO	Food and Agriculture Organization of the United Nations
GAP	Gender Action Plan
GBV	Gender-based violence
GHG	Greenhouse gases
IDPs	Internally Displaced People
INDC	Intended Nationally Determined Contributions
INDTR	Highly Industrialized Economies
IUCN	International Union for Conservation of Nature
LAC	Latin America and the Caribbean
LWPG	Enhanced Lima Work Programme on Gender
MENA	Middle East and North Africa
NDC	Nationally Determined Contribution
NGO	Non-Governmental Organization
SDGs	Sustainable Development Goals
SSA	Sub-Saharan Africa
STEM	Science, Technology, Engineering and Mathematics
UNFCCC	United Nations Framework Convention on Climate Change
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

→ Introduction

Climate change is threatening the safety, security, health and well-being of all people, communities and countries around the world. However, the impacts of climate change are not felt equally; they vary across different regions, generations, ages, classes, income groups, occupations and genders. Vulnerability to climate change often intersects with – and sometimes exacerbates – existing vulnerabilities and inequalities, acting as compounding factors and causing disproportionate impacts on societies’ most vulnerable and disenfranchised populations (Allen et al., 2018). Due to pervasive gender-based biases, discriminations and other barriers, women and men experience the impacts of climate change differently and are in different positions to contribute to tackling the climate crisis (IPCC, 2014; UNFCCC, 2019a).

Parties to the *United Nations Framework Convention on Climate Change (UNFCCC)* have increasingly recognised that “gender equality and the effective participation of women and Indigenous Peoples are important for effective action on all aspects of climate change” (UNFCCC, 2011) via numerous decisions, including the *Enhanced Lima Work Programme on Gender (LWPG)* and its *Gender Action Plan (GAP)* (UNFCCC, 2020). The importance of advancing gender equality in national-level climate action is further elevated through the 2015 *Paris Agreement*.¹

Under the *Paris Agreement*, Parties are required to submit new or updated national climate action plans, which establish national goals and targets for reducing carbon emissions, known as Nationally Determined Contributions (NDCs), every five years. The *Paris Agreement* calls for gender equality, the empowerment of women and gender-responsive action – acknowledging in particular that adaptation should follow a gender-responsive approach and capacity

1 The Paris Agreement in 2015 is a legally binding international treaty designed to curb greenhouse gas emissions and keep global warming to well under 2°C by 2030.

building should be “an effective, iterative process that is participatory, cross-cutting and gender-responsive” (United Nations, 2015).

The implementation guidelines for the *Paris Agreement*, also known as the *Paris Rulebook*, call for planning processes to include public participation and engagement with local communities and Indigenous Peoples in a gender-responsive manner (UNFCCC, 2019b) (see Box 1).

BOX 1:

GLOBAL MANDATES FOR GENDER-RESPONSIVE NDCs

The *Paris Agreement* encourages countries to adopt a gender-responsive approach in NDC development and implementation. Specifically, Article 7 paragraph 5, states that “Parties acknowledge that adaptation action should follow a country-driven, **gender-responsive**, participatory and fully transparent approach” (UN, 2015). Additionally, in the *Paris Rulebook*, or implementation guidelines, it states that NDCs should include information on the planning processes that “the Party undertook to prepare its nationally determined contribution and, if available, on the Party’s implementation plans, including, as appropriate: (i) Domestic institutional arrangements, public participation and engagement with local communities and indigenous peoples, in a **gender-responsive manner**” (UNFCCC, 2019b). The guidelines also encourage Parties:

“to continue to promote the systematic integration of gender-sensitive and participatory education, training, public awareness, public participation, public access to information, and regional and international cooperation into all mitigation and adaptation activities implemented under the Convention, as well as under the Paris Agreement.”

(UNFCCC, 2019c, p.16)

Furthermore, the *Enhanced Lima Work Programme on Gender* (LWPG) notes that “gender-responsive implementation and means of implementation of climate policy and action can enable Parties to raise ambition” (UNFCCC, 2020, p.7), while ensuring a just transition of the workforce and enhancing gender equality in accordance with their development priorities (UNFCCC, 2020). Through its *Gender Action Plan* (GAP), the *Enhanced LWPG* encourages Parties to engage in gender-responsive climate actions when implementing UNFCCC mandates. The GAP identifies five priority areas, where work is to be focused, mainly:

- 1.** Capacity building, knowledge management and communications;
- 2.** Gender balance, participation and women’s leadership;
- 3.** Coherence;
- 4.** Gender-responsive implementation and means of implementation; and
- 5.** Monitoring and reporting.

The *Enhanced LWGP* and its GAP is planned to be reviewed at the sixty-first session of the Subsidiary Body for Implementation (COP 30) to identify progress and further work to be undertaken to strengthen gender-responsive climate actions. This review is therefore expected a year prior to the presentation of the future updated NDC (COP 31) and is meant as a stocktaking opportunity where Parties can reflect and present how they are progressively addressing gender equality and women’s empowerment in their implementation actions.

→ Purpose of this study

This study aims to: contribute to global and regional gender-climate policy data; enrich regional and national information to better target assistance to countries, their stakeholders and supporters; and inform more robust gender-responsive policymaking, knowledge and action at greater scales.

To understand how many, and to what extent, countries have integrated gender in their NDCs, the International Union for Conservation of Nature (IUCN) analysed the latest set of revised/ updated NDCs, including those submitted between 1 January 2020 and 1 September 2021,² using its Environment and Gender Information (EGI) methodology (see Box 2 and Annex I). A total of 89³ NDCs were analysed. Where possible, findings are compared against data from IUCN’s review of the Intended Nationally Determined Contributions (INDC)⁴ in 2016 (USAID and IUCN, 2016),⁵ using that as a baseline, to gauge progress in gender integration.

-
- 2 This study was conducted in time to produce information relevant to ongoing national as well as international processes, chiefly the UNFCCC 26th Conference of Parties (COP), taking place from 31 October to 12 November 2021. Therefore, any NDCs submitted after 1 September 2021 have not been included in this analysis. Their inclusion may change data, percentages, an overall view of gender inclusion in the revised NDCs and comparisons against the 2016 dataset.
 - 3 The 27 European Union (EU) Member Nations are counted as one submission.
 - 4 Intended Nationally Determined Contributions (INDC). A country’s INDC is converted to a Nationally Determined Contribution (NDC) when it formally joins the Paris Agreement. The word “intended” was used because countries were communicating proposed climate actions ahead of the Paris Agreement being finalized. The conversion of INDC to NDC happens when a country submits its respective instrument of ratification, accession, or approval to join the Paris Agreement.
 - 5 The 2016 IUCN study reviewed the INDCs of the 189 Parties that submitted their documents as of 19 April 2016, to understand the manner in which gender-responsive decisions were being translated into mitigation instruments agreed to under the UNFCCC.

 **BOX 2:****EGI METHODOLOGY**

IUCN's Environment and Gender Information (EGI) methodology is a mixed-methods approach consisting of a quantitative and qualitative content review and analysis, which is used to assess the integration of gender equality and women's empowerment considerations in environment-focused documents, such as, but not limited to, national or sectoral policies, plans, frameworks and national reports. The IUCN EGI data and analyses aim to fill data gaps to inform

more robust gender-responsive environmental policymaking, programming and action. While the EGI methodology is gender-focused, it also encompasses rights-based, intersectional considerations, with the overall goal to remedy discriminatory practices and unjust distributions of power based on social, cultural, economic and/or political inequalities that impede sustainable development progress. Accordingly, the EGI methodology is flexible and adaptable, regularly updated to accommodate a given project. For more information about the use of the EGI methodology in this study, please see Annex I.

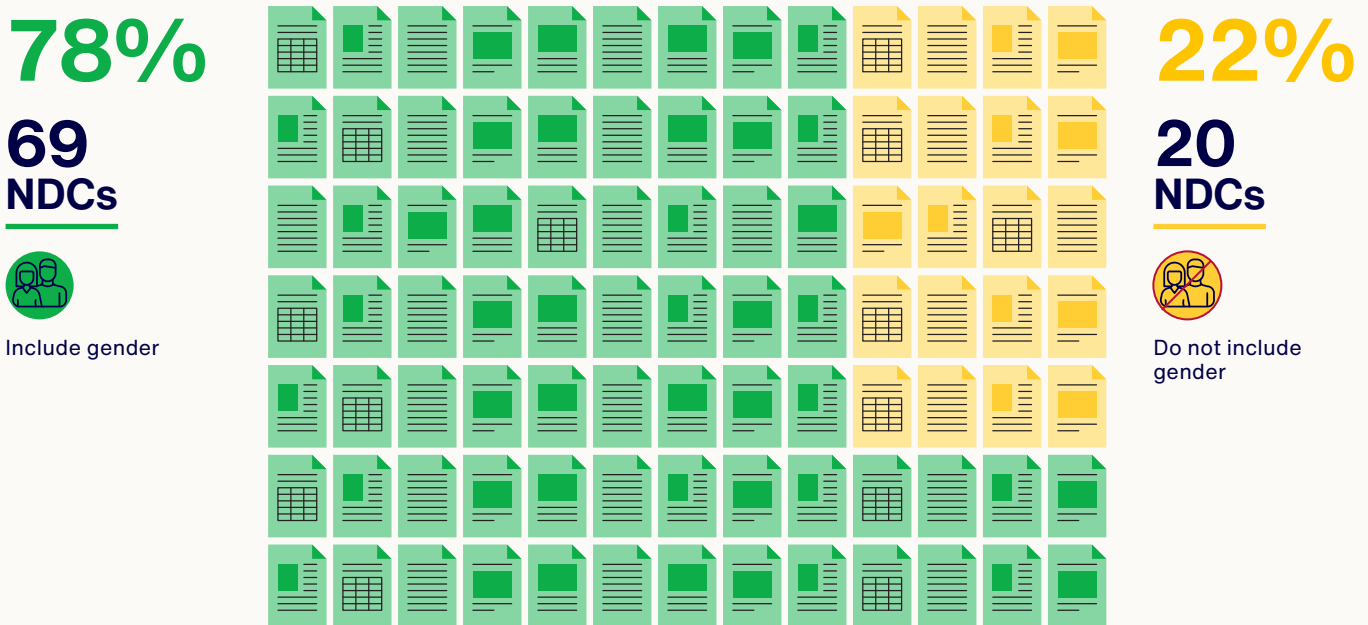
→ **Findings**

This study is divided into four sections. First, it looks into how many countries include mentions of gender and/or women in their NDCs, followed by a section on how women are portrayed or described in relation to climate action and/or the national context: as stakeholders, as vulnerable, as beneficiaries and/or as agents of change. The third section provides highlights on how gender-responsive components are included in the NDCs. Finally, the study presents how gender is mainstreamed across national adaptation and mitigation actions, as well as in relation to specific environment-related sectors.

>> Countries have altogether increased their attention to gender... still, roughly a quarter of NDCs are entirely gender-blind.>>

→ Gender inclusion in the NDCs

In 2016, of the 162 submitted INDCs at that time, 65 (40%) explicitly mentioned ‘gender’ and/or ‘women’ keywords, signifying some awareness that gender and/or women-specific considerations were relevant to climate change impacts and actions. Since then, **countries have altogether increased their attention to gender**, albeit at differing levels: of the 89⁶ updated NDCs submitted, **69 (78%) explicitly include one or more mentions of women and/or gender** (Figure 1). The type and frequency of gender considerations integration varies considerably across the NDCs, with many containing very brief statements, while others more systematically integrate gender equality considerations across adaptation and mitigation priorities. Nevertheless, this overall increase signals important progress in countries’ elevated awareness on gender-climate linkages as well as an important step toward ensuring gender-responsive climate action and implementation. **Still, roughly a quarter of NDCs are entirely gender-blind.**



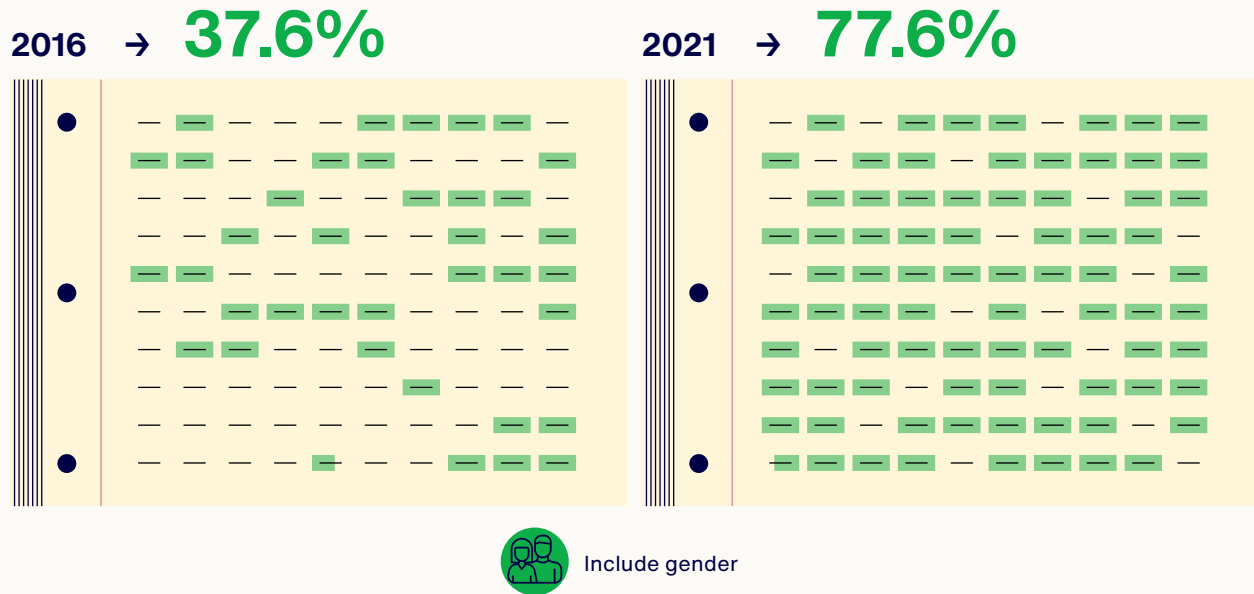
Data source: IUCN, authors

Graphic by Estudio Relativo for IUCN

FIGURE 1: PERCENTAGE OF NDCs THAT INCLUDE GENDER AND/OR WOMEN MENTIONS

6 The 27 EU Member Nations are counted as one submission. This analysis studies South Sudan’s revision from February 2021, which authors note has since been revised in October 2021.

Comparing only the 85 NDCs⁷ that were part of the 2016 and 2021 analyses, data in Figure 2 shows a clear increase in the percentage of NDCs including gender and/or women mentions of 40 points. While 32 out of these 85 NDCs (37.6%) included gender and/or women mentions in 2016, 66 NDCs (77.6%) do so in 2021.



Data source: IUCN, authors

Graphic by Estudio Relativo for IUCN

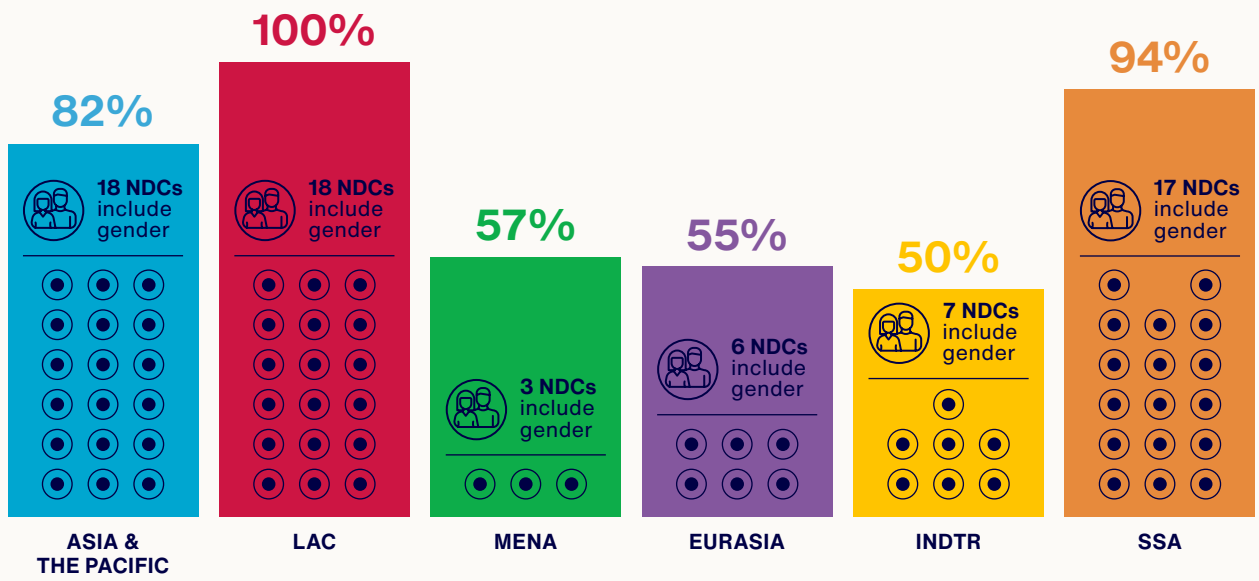
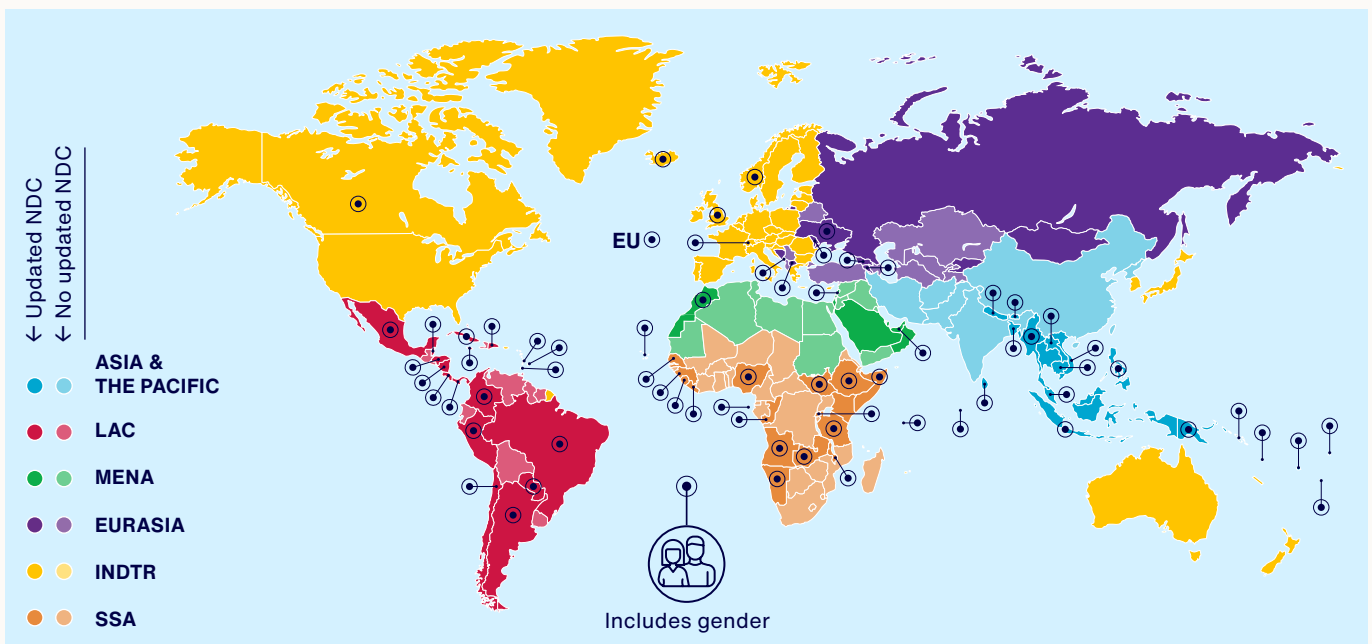
FIGURE 2: PROGRESS IN THE INCLUSION OF GENDER AND/OR WOMEN MENTIONS

→ Regional analysis

To gather regional data, this assessment categorises countries in the following regional groups: Asia and the Pacific, Latin America and the Caribbean (LAC), Middle East and North Africa (MENA), Eurasia, Highly Industrialised Economies (INDTR) and sub-Saharan

⁷ Four country NDCs that were included in the 2021 study were not part of the 2016's one, therefore only 85 out of the 89 updated NDCs are considered for this concrete Figure. These countries are the European Union, France (territories), the United Kingdom of Great Britain and Northern Ireland and Nicaragua.

Africa (SSA).⁸ The map in Figure 3 shows all the countries that have submitted their updated NDCs as of 1, September 2021, highlighting those that included gender and/or women considerations in their text.



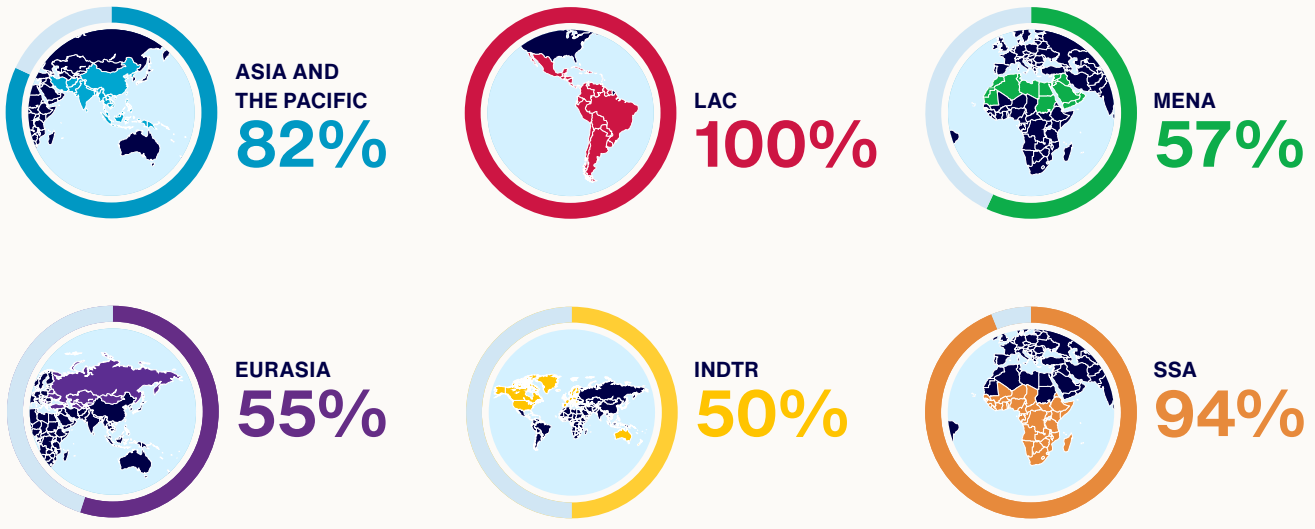
Data source: IUCN, authors

Graphic by Estudio Relativo for IUCN

FIGURE 3: REGIONAL DISTRIBUTION OF UPDATED NDCs AND GENDER INCLUSION

8 It is worth noting that the **number of countries per region is unbalanced, and thus the percentage of countries that submitted an updated NDC per region also varies in relation to the number of countries in the region.** For example, 44 Parties to the Paris Agreement are from SSA, 19 of which have submitted an updated NDC (43%), while only 19 Parties are from MENA, six of which have submitted an updated NDC (26%). Please see Annex I for more information on how countries were designated to each region.

As Figure 4 spotlights, all the updated NDCs from Latin America and the Caribbean and nearly all from sub-Saharan Africa include mentions of gender and/or women, followed by Asia and the Pacific, with 82% of updated NDCs including gender and/or women mentions.



Data source: IUCN, authors

Graphic by Estudio Relativo for IUCN

FIGURE 4: PERCENTAGE OF SUBMITTED, UPDATED NDCS THAT INCLUDE MENTIONS OF GENDER AND/OR WOMEN, BY REGION

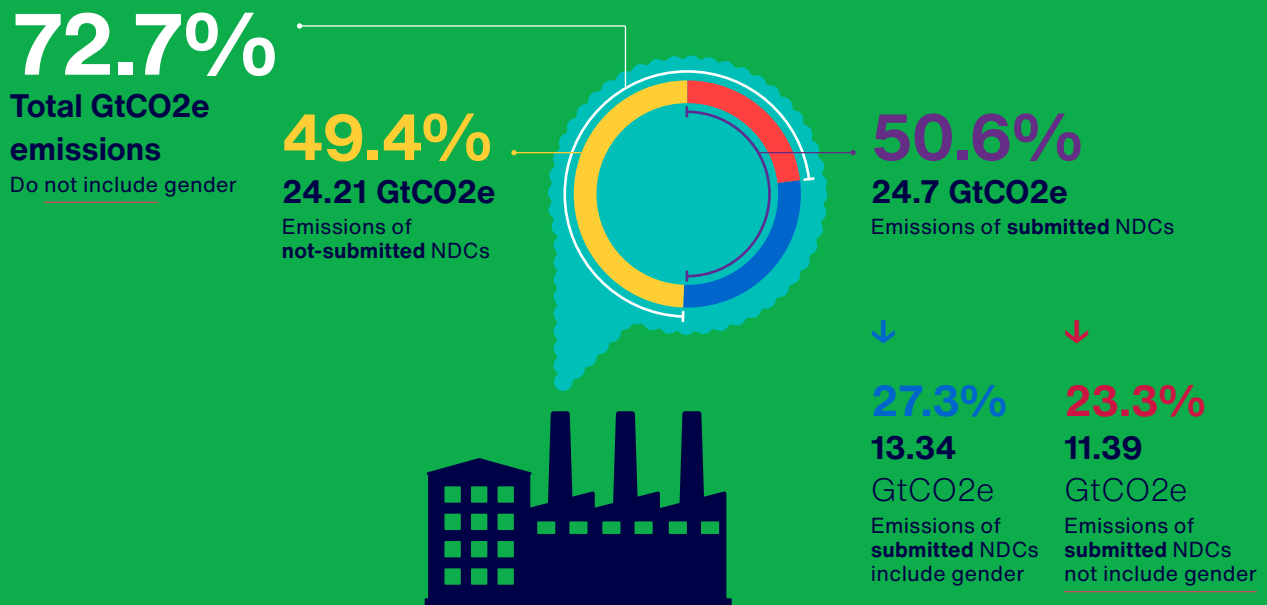
BOX 3:

ARE THE WORLD’S LARGEST GHG EMITTERS CONSIDERING GENDER?

In 2018, global GHG emissions were 48.94 gigatonnes of CO₂ equivalent (GtCO₂e) (WRI, n.d.). The 2018 GHG emissions of the 89 submitted NDCs amounted to 24.7 GtCO₂e, constituting about half of the total 2018 global emissions (Figure 5)⁹. Fifty-four per cent of the GHG emissions from submitted NDCs (or 27% of the total 2018 GHG emissions) were emitted by the 69 Parties that mention gender and/or women in their updated NDC. While the rest 46% of the GHG emissions from submitted NDCs (or 23% of total 2018 GHG emissions) was emitted by 18¹⁰ of the 20 Parties that do not include gender and/or women considerations

(Figure 5). The share of GHG emissions between Parties that included gender in their NDCs and those without is significant, meaning that Parties without gender inclusion emitted, on average, more than three times the amount of GHGs as the 69 Parties that included gender (Figure 6).

While this marks a change from the 2016 data¹¹, in which 81% of the emissions from 2012 were emitted by the 97 Parties that did not include gender (out of 162 analysed INDCs), notably, still some of the world's highest emitters – the United States, Russia, Japan, South Korea, Australia – do not include gender in their NDCs. Equitable solutions to climate change require all countries, particularly the world’s highest emitters, to recognise gender as a critical dimension to creating effective climate action.



Data source: IUCN, authors

Graphic by Estudio Relativo for IUCN

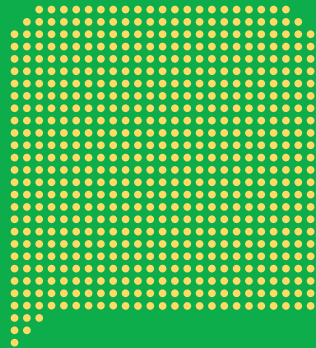
FIGURE 5: SHARE OF GHG EMISSIONS BY STATUS OF NDC

9 At the time of this analysis, some of the largest emitters (for example including China and India) have yet to submit an updated NDC and are thus not included in this analysis.

10 There is no 2018 GHG emissions data for two of the Parties.

11 Please note that this 2021 dataset (using 2018 GHG emissions data) is incomplete (i.e. not all countries have submitted an updated NDC) and, thus cannot be fully compared with previous data from the more complete 2016 (using 2012 GHG emissions data). Nevertheless, current data does indicate a positive increase on the percentage of emissions from countries that include gender considerations in their NDCs.

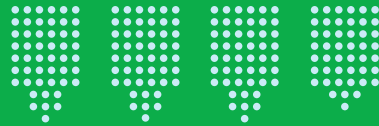
625
GTCO₂e
per Party
(3.2 times more)



 x 18
parties

VS

193
GTCO₂e
per Party



 x 69
parties

*Two parties were not included in this figure due to lack of data on GHG emissions. None of them includes gender in its NDC.

Data source: IUCN, authors

Graphic by Estudio Relativo for IUCN







FIGURE 6: RATE OF GHG EMISSIONS BETWEEN PARTIES THAT INCLUDED GENDER IN THEIR NDCs VERSUS PARTIES THAT DID NOT INCLUDE GENDER

→ **Characterisation of women**

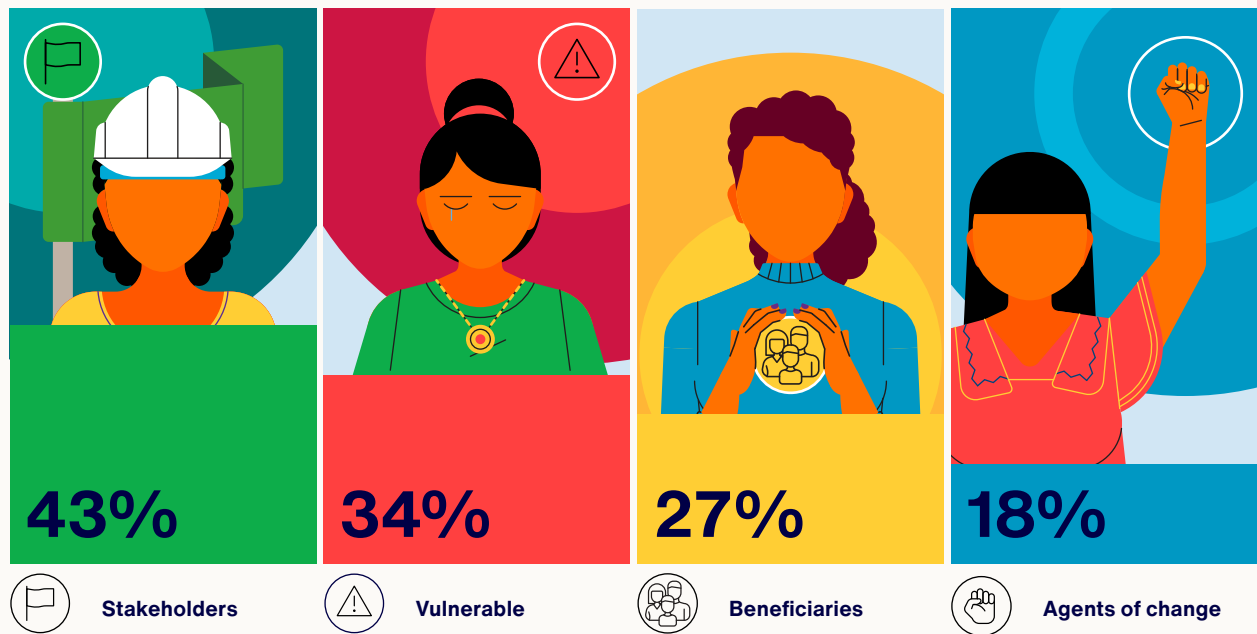
How countries characterise women in their NDC sheds light on how gender issues and women's empowerment considerations are understood at national levels and how gender-responsive strategies may inform implementation. This understanding can shape national priorities for women's empowerment and gender equality and contribute to progress in reducing gender inequality in/via climate change policy and programming. Reducing gender inequality in responses to climate change often begins with recognising how inequalities of access to and control and power over rights, resources and services make women more vulnerable to climate change impacts. However, moving beyond this narrative is crucial as women should be considered more than a vulnerable and marginalised group. Women have crucial knowledge, experience and capacity to play active roles in climate action – as educators, policymakers, consumers, donors, natural resource managers, environmental defenders and much more.

Thus, this analysis examines how women are portrayed in the updated NDCs, identifying them as: vulnerable; as stakeholders in NDC development, implementation and decision-making processes; as beneficiaries of climate policies, programmes and activities; and/or as agents of change who are specifically characterised as leaders or as instrumental in the fight against climate change. Countries might characterise women in all or none of these ways – the categories are not mutually exclusive.

TABLE 1:
FOUR EGI THEMES FOR CATEGORISING KEYWORDS: HOW WOMEN ARE CHARACTERISED

How are women characterised? →	↓ AS:	↓ WHEN:
	 Vulnerable →	Women (in general or specific groups of women) are described as 'vulnerable/at risk/marginalised' (or equivalent words) or when they are perceived to suffer from gender inequalities, including in access to and control over resources, as well as lack of agency and voice in decision making both in private and public spheres.
	 Beneficiaries →	Women are described as recipients of benefits from a specific policy, programme or action. These include benefits such as employment or skill based training, income, education and awareness campaigns, leadership opportunities or access to natural resources that should or will be received by women.
	 Stakeholders →	Women are explicitly called stakeholders, or women's organisations are listed among the groups of people defined as stakeholders, in reference to implementing a policy/programme.
	 Agents of Change →	Women are referred to as 'agents of change', 'leaders' or otherwise instrumental in driving change. Women are considered <i>agents of change</i> when they are perceived to have instrumental roles in climate change adaptation and mitigation that contribute to reducing emissions and increasing resilience.

Across NDCs, women are most often characterised as *stakeholders* (43%), then as *vulnerable* (34%), *beneficiaries* (27%) and, lastly, as *agents of change* (18%) (Figure 7). In 2016, women were mostly characterised as *vulnerable* (23%) and as *beneficiaries* (22%), followed by *stakeholders* (14%) and, again lastly, as *agents of change* (2%). The overall increase in the number of NDCs characterising women as *stakeholders*, and even as *agents of change* (although still a low percentage in this 2021 data), suggests progress in shifting the dominant narrative of women being a homogenised vulnerable group toward being considered active participants in climate action and solutions, which carries important implications for implementation.

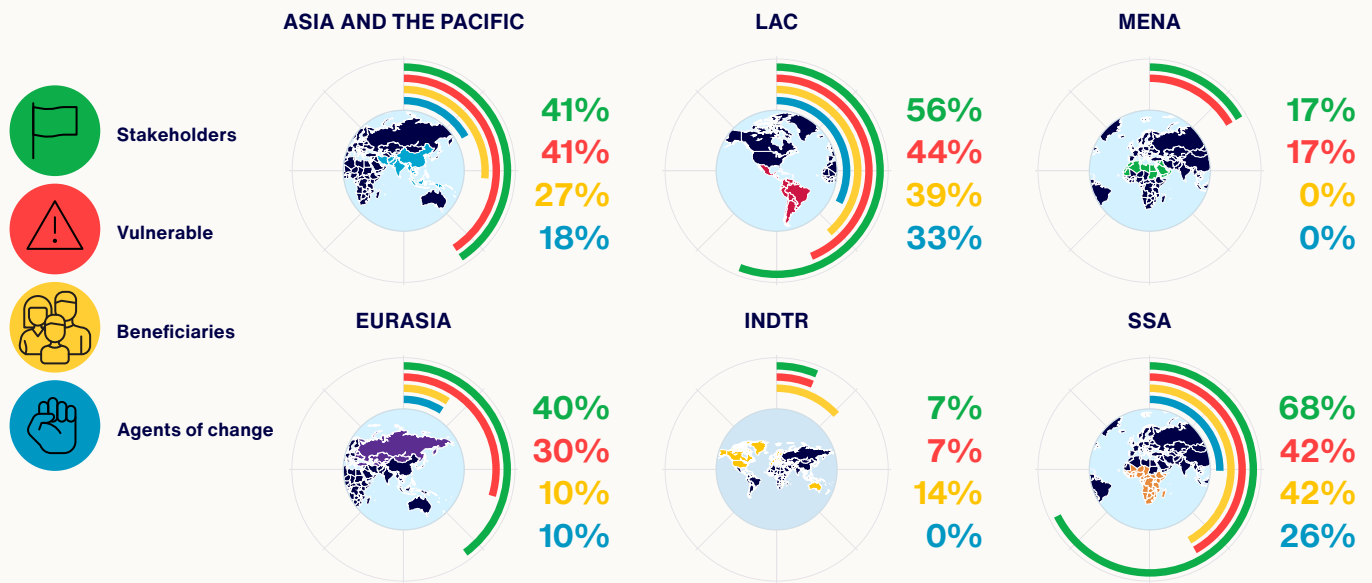


Data source: IUCN, authors

Graphic by Estudio Relativo for IUCN

FIGURE 7: CHARACTERISATION OF WOMEN IN THE UPDATED NDCs

A regional breakdown of how women are characterised in NDCs is shown in Figure 8. Sixty-eight per cent of submitted NDCs in the SSA region characterise women as *stakeholders*, followed by the LAC region where 56% of submitted NDCs do so. The LAC region has the greatest percentage of NDCs that characterise women as *vulnerable* (44%), compared with SSA (42%) and Asia-Pacific (41%). Interestingly, the LAC region also has the greatest percentage of NDCs that characterise women as *agents of change* (33%).



Data source: IUCN, authors

Graphic by Estudio Relativo for IUCN

FIGURE 8: CHARACTERISATION OF WOMEN, BY REGION

→ Women as stakeholders

When women’s diverse interests are represented in planning and implementation, and when gender equitable decision-making processes are upheld, climate change policies and programmes are more likely to incorporate and reflect the diversity of needs, knowledge and contributions of women and all stakeholders.

Thirty-eight countries (43%) characterise women as stakeholders in their updated NDCs (see Table 1 for description of women as stakeholders). For example, **Nepal** commits to implementing its NDCs in collaboration with all relevant stakeholders, ensuring equal access to women, children, youth, Indigenous Peoples and marginalised groups during participation, decision-making and benefit-sharing from NDC implementation. **Argentina** commits to mainstreaming a gender and diversity perspective in climate change mitigation and adaptation policies to reduce gender gaps and inequalities, while “strengthening the physical, political and economic autonomy of women and LGBTI+, the sovereignty over their bodies, lives and territories, and their capacity to take decisions” (Ministerio de Ambiente y Desarrollo Sostenible de Argentina, 2020, p.23).

🕒 KEY FINDING

Of the 38 countries that characterise women as stakeholders, 20 of those also explicitly mention the involvement of women, women’s groups, organisations, institutions, agencies or ministries in the development of the NDC. Twelve of those countries also explicitly mention women, women’s groups/organisations or women’s ministries as implementing partners for adaptation or mitigation activities that incorporate women or have a gender component. This is significant, as these countries have gone beyond solely characterising women as stakeholders and highlighting their participation as important, and have included them in planning, decision making, and implementation ■

Cabo Verde outlines several empowerment actions for reducing women's climate vulnerabilities that are to be carried out in collaboration with national-level women's institutions, such as the Ministry for Family and Social Inclusion and the National Institute for Gender Equality and Equity (ICIEG). The actions include defining roles and responsibilities of and within different institutions with regard to gender and climate actions, such as appointing a National Gender and Climate Change Focal Point linked to the *Climate Governance Framework* (Ministry of Agriculture and Environment of Cabo Verde, 2021, p.50). These actions will contribute to the implementation of the *Enhanced Lima Work Programme on Gender* (LWPG), which "encourages parties to appoint and provide support for a national gender and climate change focal point for climate negotiations, implementation and monitoring" (UNFCCC, 2020).

Similarly, the **United Arab Emirates (UAE)** highlights the efforts made to engage women in climate decision-making and governance, where women now have high representation in the UAE climate and energy community:

“Amongst initiatives targeted at promoting women’s participation in climate action, Mubadala’s Women in Sustainability, Environment and Renewable Energy (WiSER) is building on its success in bringing together women professionals in climate, energy and sustainability, by facilitating growth for women professionals through training and networking opportunities”

(Government of United Arab Emirates, 2020, p.4).

→ **Women as vulnerable**

Due to preexisting gender-based inequalities, women disproportionately experience restricted access to productive resources such as land, financing, training, education and information, which diminishes their adaptive capacity against climate change. Recognising that women's unique position of vulnerability is economically, socially and culturally constructed and can be reduced

is an important first step in addressing the gender disparities that exist among diverse women and men in the fight against climate change.

Thirty countries (34%) characterise women as vulnerable in their updated NDCs. For example, the **Republic of Congo** identifies women as disproportionately vulnerable to and affected by climate change impacts in agro-ecological regions, given their role in ensuring household food production and food/nutrition security, and their unequal access to land, information and inputs (e.g. improved seeds, fertilizer, tools) (Ministère de l'Environnement, du Développement Durable et du Bassin du République du Congo, 2021, p.40).

Similarly, **Vietnam** explains that female farmers have lower levels of education and less access to information and finance than men, which intersects with other inequalities – such as limited decision-making power at home in comparison to men – and impacts adaptive capacities. As many/most women's livelihoods depend mainly on natural resources, these women farmers have high-sensitivity but low-adaptive capacity in the face of climate change, such as selecting more climate-smart varieties and cultivation techniques. Additionally, increased flooding, among other climate-induced changes, will impact agriculture, water resources, transportation, people's health and safety and residential areas, through damages to infrastructure, flood and storm control infrastructure as well as irrigation facilities. This will disproportionately impact ethnic minorities and the elderly, women and children – as well as the overall adaptive capacity of Vietnam (Government of Viet Nam, 2020, p.14-16).

While a small handful of countries solely referred to women as having heightened vulnerability to climate change, notably, many NDCs discussed vulnerability from an intersectional perspective. For example, **Cambodia** acknowledges that different social groups experience climate impacts differently, with women, children, the disabled, the elderly and other socially marginalised groups often being the most vulnerable (Ministry of Environment of Cambodia, 2020, p.4). **Canada** identifies low-income Canadians, women, Indigenous communities, and people living in rural and remote areas as those most affected by the negative effects of climate change (Government of Canada, 2021, p.10). **Mexico** recognises that the adverse effects are most felt by those in vulnerable social, economic and environmental situations, which include women, Indigenous and Afro-Mexican communities, children, youth, migrants, people with disabilities, sexual minorities, low-income groups and the elderly

↓ KEY FINDING

Of the 30 countries that described women as vulnerable, 7 used a gender analysis to inform NDC development and 12 plan to conduct one to fully uncover differentiated needs and opportunities.¹² ■

↑
12 See section on gender-responsive components for more information.

(Ministry of Environment and Natural Resources of Mexico, 2020, p.9).

Georgia identifies a range of vulnerable groups as requiring urgent adaptation measures, including eco-migrants displaced as a result of climate-related disasters and/or those who are at risk of becoming eco-migrants, as well as children and adolescents, women, elderly persons, persons with disabilities and persons with chronic diseases (Government of Georgia, 2021, p.11). Notably, these countries also characterised women in other ways: **Cambodia** characterised women in all four categories; in addition to being in a position of vulnerability, **Canada** also characterised women as stakeholders and beneficiaries; **Mexico** also characterised women as beneficiaries and **Georgia** also characterised them as stakeholders and agents of change.

Vulnerability is interlinked with age, socio-economic class, ethnicity, indigeneity and castes, among other factors. It depends on access to and control over productive resources, access to information and services and is influenced by cultural and gender norms, as well as other overlapping identities and socio-economic factors (Aguilar et al., 2015). Acknowledging vulnerability to climate change as related not only to gender, but also to other social factors, signals progress in the understanding of climate vulnerability and the potential for reducing it. Once vulnerabilities are acknowledged and better understood, climate interventions can better identify and respond to the different needs of men and women with diverse needs and capabilities at all levels (Aguilar et al., 2015).

BOX 4:

INCLUSION OF INDIGENOUS PEOPLES, YOUTH, LGBTQI+ INDIVIDUALS AND GROUPS IN THE NDCs

The *Paris Agreement* acknowledges that “climate change is a common concern of humankind” and that Parties should respect “the rights of indigenous peoples, local communities, migrants, children, persons with disabilities and people in vulnerable situations and the right to development, as well as gender equality, empowerment of women and intergenerational equity” (United Nations, 2015). While it is notable that there has been an improvement in gender inclusion across the NDCs, there was also a focus on the inclusion of often-marginalised groups such as Indigenous Peoples, youth and LGBTQI+ communities. Nineteen per cent of NDCs (17 NDCs) contained references to Indigenous Peoples, 46% (41 NDCs) referred to youth, and 4% (4 NDCs) included specific references to LGBTQI+ groups.

Indigenous Peoples

Mentions of Indigenous Peoples were varied; some NDCs identify them as having heightened vulnerability and, accordingly, commit to ensuring their interests and/or rights are reflected in NDC planning and that their participation will be encouraged in implementation. Others include emphasis of the role Indigenous Peoples have in climate action:

Mexico identifies Indigenous Peoples as one of the groups in vulnerable social, economic and environmental situations and promotes “the inclusion and recognition of science and traditional knowledge of native indigenous communities under the principle of intergenerational equity” (Ministry of Environment and Natural Resources of Mexico, 2020, p.10). **Nepal**, under its guiding principles of *Equity and Inclusiveness*, commits to ensuring that Indigenous Peoples, as well as

women, children, youth and marginalised groups enjoy equal access to participation, decision making and benefit-sharing from NDC implementation. It further sets targets to prepare and implement climate-resilient and gender-responsive adaptation plans that prioritise adaptation and disaster risk reduction and management measures with a focus on Indigenous Peoples, women, differently-abled, children, senior citizens and youth, among other groups (Government of Nepal, 2020, p.19).

Norway mentions its procedures for consultation processes, established in 2005, with Sami People as key for respecting their rights (Government of Norway, 2020, p.8). **Canada** recognises, “the compounding and interconnected impacts of climate change, lower socio-economic outcomes, colonial legacies, and disparities in access to clean technologies have had and continue to have an important impact on Indigenous Peoples’ wellbeing” (Government of Canada, 2021, p.7). In order to support Indigenous Peoples’ climate priorities and ambitions, as well as ensure they contribute to national decarbonisation efforts, the government has partnered with First Nations, Inuit and the Métis Nation. This partnership, outlined in detail in other climate plans and reports, will ensure “the voices of Indigenous women, youth, Elders, 2SLGBTQIA¹³, and persons with disabilities are an essential part of climate leadership and action”(Government of Canada, 2021, p.7).

Cambodia places a strong emphasis on upholding the rights of Indigenous Peoples in NDC implementation, recognising their rights in the country’s constitution and a number of other national natural resource management laws. It further states the government will promote the rights of Indigenous Peoples, particularly concerning land ownership, and recognises that their traditional knowledge is essential for understanding traditional livelihoods, their culture, and key to respecting and safeguarding their rights (Ministry of Environment of Cambodia, 2020, p.48).

Youth

Forty per cent of the NDCs that contained gender references also contained youth references. Many countries explain that young people will be most significantly affected by climate change throughout their lifetimes, and therefore commit to the inclusion of young people in relevant climate policy and programming. For example, the **United Arab Emirates (UAE)** notes its continued investment in developing the capacity of youth to be active environmental leaders and engaged on climate issues. For example, since its inception in 2014, 180 young individuals have graduated from the Dubai Electricity and Water Authority's Carbon Ambassadors Program, which focuses on building youth capacity on climate, sustainable energy and natural resource management. In 2018, the government launched the *Emirates Youth Climate Strategy* with the aim of developing youth capacity "to meet the challenges of climate change, and promote youth participation in climate action" (Government of United Arab Emirates, 2020, p. 14). Additionally, to support young people to become active environmental leaders through mentorship and engagement opportunities and contribute to the UAE's knowledge-economy transformation, the *Masdar Youth for Sustainability Platform* was launched in 2020 (Government of United Arab Emirates, 2020, p. 14).

LGBTQI+

Four countries, **Argentina, Canada, Costa Rica** and the **Philippines** make reference to LGBTQI+ groups, mainly in the planning process section. **Canada's** latest climate plan, *A Healthy Environment and a Healthy Economy*, was informed by a gender-based analysis plus (GBA+)¹⁴, which "assesses how diverse groups of women, men and non-binary people may experience policies, programs and initiatives." (Government of Canada, 2021, p.22). By being rooted in and based on how individuals experience policies and interventions based on gender identities, among other social factors, this type of analysis ensures that federal officials are better equipped to respond to Canadians' specific needs, and ensure climate interventions are inclusive, equitable and barrier-free. Accordingly, the government plans to conduct a GBA+ for each climate policy and programme initiative in order to maximise benefits for those most vulnerable to adverse climate impacts (Government of Canada, 2021, p.22).

14 GBA+ is an analytical process that provides a rigorous method for the assessment of systemic inequalities, as well as a means to assess how diverse groups of women, men and gender diverse people may experience policies, programmes and initiatives. The "plus" in GBA+ acknowledges that GBA+ is more than the differences between biological (sexes) and socio-cultural (genders) and considers many other identity factors such as race, ethnicity, religion, age and mental or physical disability, and how the interaction between these factors influences the way individuals experience government policies and initiatives. For more information: <https://women-gender-equality.canada.ca/en/gender-based-analysis-plus/what-gender-based-analysis-plus.html>

→ Women as beneficiaries

As climate change touches many spheres of life across sectors, women (and their communities) have the right to benefit from diverse opportunities for empowerment through improved economic, health, education and other outcomes driven by gender-responsive climate initiatives. These benefits are directly linked with women's human rights (OHCHR, 2014), support women's empowerment and contribute to reducing gender inequalities (CEDAW, 2010). When women are the beneficiaries of climate interventions, they have greater opportunities to earn more stable incomes, gain relevant skills and increase their capacity in sustainable climate technologies and practices — effectively reducing gender gaps while increasing the success and sustainability of climate interventions (UN Women, 2016).

Twenty-four countries (27%) characterise women as *beneficiaries* in their updated NDCs. For example, **Barbados** discusses women's vulnerability in the context of lack of economic opportunities and states that the government “places strong emphasis on facilitating and supporting women entrepreneurship and business development,” (Government of Barbados, 2021 p.21), noting efforts will include incentives for women for micro and small businesses such as grants, loans and technical assistance.

Costa Rica states it will develop specific training programmes for women, young people, Afro-descendants, Indigenous Peoples and other groups historically excluded from the labour sector to increase their access to green jobs, such as: renewable energy, regenerative agriculture, sustainable construction and recycling (Gobierno de Costa Rica, 2020, p.5).

Cambodia mentions its waste and energy sectors as opportunities for reducing gender inequalities through new job opportunities and more sustainable livelihoods for women in safer environments. Women account for 25% of the garment industry workforce, 85% of garment manufacturing employees and, along with children, make up the majority of informal waste pickers at landfills. Cambodia highlights that gender equality will be a central element of the mitigation project to “centralize recycling facilities for industrial waste from the garment sector”, which will tap into women's “knowledge and technical know-how for assessing recycling options” (Ministry of Environment of Cambodia, 2020). This statement affirms the country's commitment

↓ KEY FINDING

Seventeen of the 24 NDCs (71%) that characterise women as beneficiaries also include specific activities related to the promotion of gender equality or women's empowerment. ■



to ensure women are beneficiaries of climate responses along with an understanding of diverse women's rights, priorities and impact as potential change agents (Ministry of Environment of Cambodia, 2020).

→ Women as agents of change

Women's knowledge and capacities are often unrecognised or under-acknowledged because of social, political and economic structures hindering their access to resources and their participation in decision-making spheres (Aguilar et al. (2015). When countries characterise women as *agents of change*, it suggests recognition by countries that women provide significant contributions in climate action and have the right to benefit from climate change adaptation and mitigation actions.

Sixteen countries (18%) characterise women as *agents of change* in their updated NDCs. For example, **Honduras** recognises both women and men as important *agents of change* across climate sectors and that, "due to gender roles and inequalities, each group has contributions, needs and preferences differentiated in the various sectors that must be taken into account in strategic documents related to the subject, as well as in commitments acquired by the country" (Gobierno de Honduras, 2021, p.10).

Georgia presents women as *agents of change* for awareness raising on climate change and in addressing healthcare issues induced by climatic impacts due to their high representations in teaching and medical professions, constituting a majority of primary and secondary school teachers and nearly 60% of university lecturers, as well as 65% of doctors. The country intends to empower women in these sectors by building their capacity on behaviour change, knowledge-sharing and awareness-raising, and by involving them in relevant healthcare decision-making processes (Georgia, 2021, p.36). **Papua New Guinea's** NDC describes the inequalities women typically face in the forestry sector, including their inability to be landholders. The NDC further recognises women's crucial roles in the management and production of forest lands, and emphasises the importance of meeting women's primary household needs for fuel, fodder and medicine. When their primary needs are met, women can become "important vehicles through which income-generating opportunities and enterprises can be developed" (Government of Papua New Guinea, 2020, p.45).

↓ KEY FINDING

Of the 16 countries that characterised women as agents of change, 14 had gender-specific activities in their NDCs and had at least one objective that explicitly relates to the promotion of gender equality or women's empowerment. All 16 included gender in NDC sectoral objectives. While the percentage is small, the overall increase in characterisation of women as agents of change from 2% in 2016 to 18% in 2021 signals that more countries are viewing women as capable of - and crucial for - driving significant climate action. ■



 **BOX 5:****ADDITIONAL CHARACTERISATIONS OF WOMEN**

A handful of countries further identified or characterised women specifically as: **natural resource managers** (4); **holders of traditional ecological knowledge** (1); and **participants in non-traditional labor opportunities** (4) – which can be powerful entry points for specific gender-responsive action. For example, in its adaptation section, **Sierra Leone** outlines a number of actions to involve women in non-traditional labour opportunities, such as expanding women’s and youth participation in solar energy. It commits to bridging “the gap in the proportion of women[’s] to men[’s] employment as solar technicians, engineers, and project managers by promoting the entry of more women into jobs delivered within the sector through information, communication, education campaigns, scholarships, and job placements” (Government of Sierra Leone, 2021, p.54).

Sri Lanka was the sole country to specifically acknowledge **women’s traditional ecological knowledge**. Women are described as *agents of change*

through their traditional knowledge regarding crop types, cropping systems, water management, food preparation and preservation to improve nutrition, food preservation and food storage, which can be mobilised to build resilience in key sectors such as agriculture and food security, water and forestry (Ministry of Environment of Sri Lanka, 2021, p.27-28).

Cabo Verde acknowledges women’s roles as natural resource managers, stating “women, as raisers of the next generation, can be important stewards of intergenerational natural resources preservation” and are “valuable stakeholders and agents of change in identifying and responding to climate change hazards, in safeguarding natural resources and in sharing their knowledge of economic, social and environmental resilience” (Ministry of Agriculture and Environment of Cabo Verde, 2021, p. 54). Correspondingly, in its mitigation actions Cabo Verde includes an objective to “empower interested communities and actors (women, the elderly, the youth, etc.) to safeguard natural resources, to become foresters, conservationists or entrepreneurs in sustainably – and locally sourced products” (Ministry of Agriculture and Environment of Cabo Verde, 2021, p. 54).

→ **Inclusion of gender-responsive components**

In addition to setting ambitious carbon emission reduction targets, NDCs provide opportunities to ensure societies and economies are transformed in a just and gender-equitable way. They can be a tool for rethinking development patterns and creating a path forward to support sustainable, just and gender-responsive economic growth for a more climate-resilient future.



BOX 6:

GENDER-RESPONSIVE APPROACH TO POLICY AND PROGRAMMING

A gender-responsive approach to climate action — one that **identifies gender based inequalities and then plans and takes corresponding steps to address them** — ensures that gender inequality will be reduced and that women are included throughout all climate change related planning, implementation and monitoring and evaluation (NDC Partnership, 2021). A gender-responsive NDC identifies gender gaps, discriminations and differences in needs/capacities, and proactively develops actions to address and overcome them — ensuring equitable distribution of benefits, resources,

status and rights (NDC Partnership, 2021). Overall, a gender-responsive approach to climate policy, programming and practice contributes to increasing adaptation and mitigation efficiency and effectiveness and strengthen gender equality and human rights by:

- Ensuring the incorporation of important knowledge, skills and experiences through social inclusion;
- Enhancing sustainability through increased ownership and agency;
- Improving credibility and accountability;
- Increasing impact in livelihoods/ensuring the equitable distribution of benefits;
- Guaranteeing compliance with human rights; and
- Preventing increasing or exacerbating conditions of gender inequality, including GBV.

The presence of gender-responsive components signals a country's effort to address gender gaps and overcome historical gender biases that impede sustainable development progress and hinder climate goals (see Box 6 for more information on gender-responsive policy and programming). At the same time, a country's expressed commitments or inclusion of gender-responsive components may not accurately reflect ground-level implementation. Some NDCs presented planned activities or actions completed, while others highlighted









relevant existing programmes and policies, each with varying degrees of detail and clarity. As such, the NDC text alone does not provide a complete understanding of the context, why certain gender-responsive components were included, but not others, nor a complete understanding of the influence these components had on NDC design or will have on NDC implementation. Noting these limitations, this section of the report provides insight into how countries are including gender-responsive components as a clue into how NDCs are individually and overall integrating gender equality and women's empowerment considerations.

To identify elements of and gauge overall gender-responsiveness of this set of NDCs, this assessment used and gathered data on the criteria¹⁵ found in Table 2.¹⁶

15 The standard EGI methodology was used to gauge gender inclusion and responsiveness; these criteria also complement other frameworks such as the NDC Partnership's five key areas of gender responsiveness for NDC Action Plans. See NDC Partnership. (2021). Developing Gender-Responsive NDC Action Plans: A Practical Guide. Available: https://ndcpartnership.org/sites/default/files/Gender_Responsive_NDC_Action_Plans_Practical_Guide-March-2021.pdf

16 See Annex II for the identification of which countries met which criteria

TABLE 2:
GENDER-RESPONSIVE CRITERIA COMPONENTS

↓ COMPONENTS	↓ MEETS CRITERIA IF	↓ % NDCS MEETING CRITERIA
 Gender analysis →	The NDC was informed by a gender analysis or if there is a plan to conduct a gender analysis as part of implementation (both data points were collected separately).	21%
 Sex-disaggregated data →	There are data disaggregated by sex in reference to stakeholders/ participants, demographics of a country, among others.	22%
 Gender stakeholders in NDC development →	The NDC clearly communicates that women, women’s groups, organisations, institutions, agencies or ministries were involved in NDC development.	30%
 Gender objectives →	The NDC lists specific objectives, priorities or goals of a policy/ programme and if at least one of those objectives is explicitly relating to gender/women; or if one or more of the objectives, goals or priorities include gender (even if not explicitly and solely pertaining to gender).	55%
 Gender actions and activities →	The NDC describes the plans involving activities for gender mainstreaming, for or by women or women’s organisations.	38%
 Gender stakeholders as implementing agencies →	The NDC identifies women’s organisations or national mechanisms as key participants in implementing a specific activity.	6%
 Gender-responsive budgeting →	A budget is provided and funds are specifically allocated to women/ gender activities.	6%
 Sex-disaggregated and gender indicators to monitor and track progress →	There are indicators specifically about women, that require sex-disaggregation or that are used to track progress towards reducing gender gaps.	11%

Based on this, countries are showing progress integrating gender-responsive components in their NDCs, but there is still significant room for improvement. Two NDCs — **Cambodia** and **Moldova** — meet all criteria. The number of countries meeting gender-responsive criteria is presented in Figure 9.

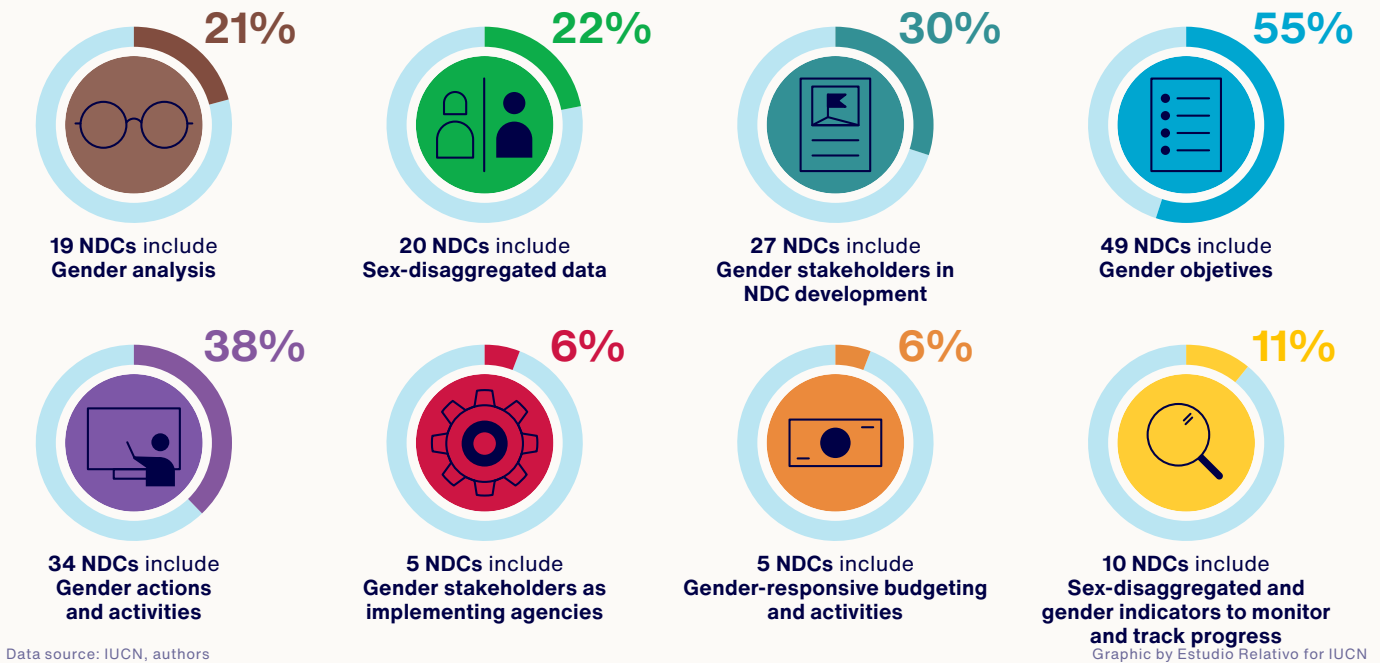


FIGURE 9: NDCs MEETING GENDER-RESPONSIVE CRITERIA



Component 1: Gender analysis

A gender analysis critically examines the differences in gender roles, activities, needs, opportunities and rights — and how they affect a given context, situation or policy sphere (IUCN, 2021). A gender analysis also uncovers gender gaps, risks and opportunities that can be used to inform climate policy and programme design (NDC Partnership, 2021).

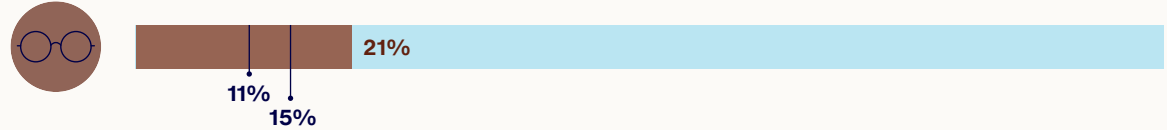
TABLE 3:
COUNTRY FINDINGS AND EXAMPLES ON GENDER ANALYSIS

↓ **COUNTRY FINDINGS & EXAMPLES**

Across NDCs



19 NDCs (21%) stated that either a gender analysis was used to inform NDC development or that a gender analysis is planned for implementation. Specifically, **10 NDCs (11%)** used a gender analysis to inform NDC development while **13 (15%)** plan to use one before, or as part of, implementation.¹⁷



Country Examples



Lebanon

Lebanon stated it utilised a gender analysis to thoroughly assess the extent of gender-responsiveness in its climate-related policies, from which “a set of recommendations for gender integration into strategies, including the NDC, was produced to ensure that climate action is implemented through a gender lens” (Government of Lebanon, 2021, p.18). Lebanon’s NDC contains no further details regarding this process, but provides a set of hyperlinks to documents that assess the relationship between the sectoral adaptation and mitigation policies and the 169 Sustainable Development Goals (SDGs) sub-targets (Lebanon, 2021, p.18).



Saint Lucia

Saint Lucia communicated that the country is working to collect and assess gender-disaggregated data before implementation, and that, with support from the EnGenDER project (UNDP, 2019), it will be “undertaking sectoral gender assessments for selected sectors and developing guidelines for the development of gender-responsive Sectoral Adaptation Strategies and Action Plans.” (Government of Saint Lucia, 2021, p.9)



Belize

Belize states in its NDC that “the actions and targets included in this updated NDC have undergone a gender and vulnerable group scoring analysis, which produced recommendations for increasing the gender sensitivity of both the medium-term implementation of the NDC and the long term low emissions development strategy under development” (Government of Belize, 2021, p.12). It later states under “promotion of a just transition” that the National Climate Change Office, with support from the UN Development Programme (UNDP), will carry out specific gender analyses to incorporate the needs of vulnerable populations in its long term climate strategy (Government of Belize, 2021, p.12).

Why this matters



Gender analysis is the foundation of a gender-responsive approach. While not all countries explained what the data from gender analyses revealed, the use of or commitment to conduct one signals the importance of understanding contexts through a gender lens. Countries should use the gaps and opportunities identified in a gender analysis to inform NDC design and implementation, including for formulating actions, partnerships, indicators, budgeting and communications.

17 A country was not counted twice if it both used and planned to use a gender analysis (only 4 countries stated they used a gender analysis and also plan to conduct further gender analyses).



Component 2: Sex-disaggregated data

Sex-disaggregated data are used to generate gender statistics that identify current gender inequalities and differences based on sex and/or gender in access, opportunities, outcomes and experiences. Collecting, analysing and using these data is necessary to ensure climate actions generate equitable benefits for women and men and do not exacerbate existing gaps.

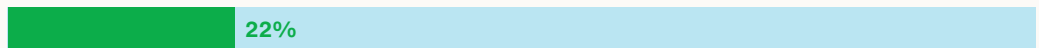


TABLE 4:
COUNTRY FINDINGS AND EXAMPLES ON SEX-DISAGGREGATED DATA

↓ COUNTRY FINDINGS & EXAMPLES

Across NDCs

20 NDCs (22%) included sex-disaggregated data in their NDCs.



Country Examples



Sri Lanka

Sri Lanka highlights that while unemployment in the country is low, both women’s participation in the labour force (52.3% of all women of working age) and the contribution of women to the formal labour force (34% of all women of working age) are low for a middle-income country — despite the fact that women have higher educational attainment than men and are more likely to complete 13 years of formal schooling (Ministry of Environment of Sri Lanka, 2021, p.8).



Moldova

Moldova includes sex-disaggregated data on the country’s gender pay gap, in which women are still earning 12% less than men with the largest gender pay gaps observed in the sectors of: information and communication (23% less); industry (18.3% less); art, recreation and leisure (15.1% less) (Government of the Republic of Moldova, p.6).



United Kingdom of Great Britain and Northern Ireland’s

One of the United Kingdom of Great Britain and Northern Ireland’s (UK) gender priorities is to promote gender balance in physics and computing to increase Science, Technology, Engineering and Mathematics (STEM) uptake amongst girls, including through the Improving Gender Balance research trial by the Institute of Physics, which includes analysis to identify and address barriers by taking whole-school wide approaches to challenging stereotypes and unconscious bias (UK Government, 2021, p.17; Institute of Physics, n.d.). Data show that, “since 2010, there has been a 31% increase in girls’ entries to STEM A levels in England, and there are now one million women working in core STEM occupations.” In addition, “[b]etween 2010 and 2019, the number of women accepted into full-time STEM undergraduate courses also increased by 34%” (UK Government, 2021, p.17-18).

Why this matters



Gender data is essential for understanding the ‘lived realities’ of different people in a given context, providing key information on differences and gaps between women and men in relevant climate sectors. Sex-disaggregated data (i.e., binary breakdown of data such as numbers of males and females in a workforce, or girls’ and boys’ school enrolment) and other gender data (e.g., percentage of women who have access to health care; numbers of laws protecting the rights of LGBTQI+ communities) are foundational to tailoring effective interventions. While most countries collect binary sex-disaggregated data (if disaggregation is done at all), some have evolved to collect gender-disaggregated data, in particular to capture the needs of and opportunities for empowering minority non-binary/third gender individuals and groups (IUCN, 2021) (see Component 8 on sex-disaggregated and gender indicators for more information).



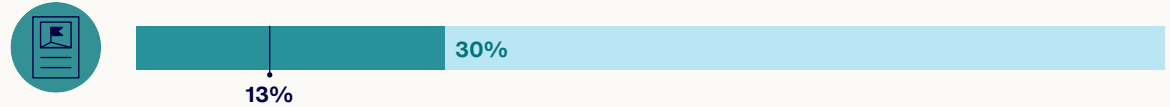
Component 3: Gender stakeholders in NDC development process

A gender-responsive approach to NDC development should involve participatory and multi-stakeholder processes, ensuring that spaces are created for women and men, in all their diversity, to safely express their needs, concerns and goals, enabling inclusive climate action solutions to be created (NAP Global Network and UNFCCC, 2019). Gender stakeholders include national or subnational government agencies, academia or women's NGOs, groups or civil society organisations that represent women's interests or can bring key gender equality concerns to light (NDC Partnership, 2021).

TABLE 5:
COUNTRY FINDINGS AND EXAMPLES ON GENDER STAKEHOLDERS IN NDC DEVELOPMENT PROCESS

↓ **COUNTRY FINDINGS & EXAMPLES**

Across NDCs
→ **27 NDCs (30%)** communicated that gender stakeholders were included in the NDC development process. **12 NDCs (13%)** referred to or identified women’s organisations or national mechanisms as implementing partners, (sometimes but not always linked to a gender activity).



Country Examples

→



Bhutan

Bhutan names the National Commission for Women and Children as one of the stakeholders involved in NDC Development. Specifically, they led a study on gender and climate change in Bhutan for priority sectors of agriculture, energy and waste (Royal Government of Bhutan, 2021, p.19). This study aimed “to develop concrete short-term and long-term recommendations to inform future projects and programs in mainstreaming gender in climate actions”, as well as to, “promote the understanding of how the identities of women and men determine different vulnerabilities and capacities to deal with climate change” (National Commission for Women and Children of the Royal Government of Bhutan, 2020, p.3).



Colombia

Colombia stated that the NDC development process included regional workshops with all relevant climate change stakeholders from all over the country who represent various technical and managerial roles at the local, regional and national level. Importantly, dialogues were held with grassroots communities and institutions to encourage their participation in the NDC update and representation of Afro-descendant groups, rural farmers, Indigenous People, youth organisations and women (Gobierno de Colombia, 2020, p.3).

Country Examples

→



Honduras

Honduras names the Secretariat for Development and Social Inclusion (SEDIS¹⁸), the Secretariat for Human Rights (SEDH¹⁹), the National Institute for Women (INAM²⁰), the Directorate for Indigenous and Afro-Honduran Peoples (DINAFROH²¹) and the National Institute for Youth (INJ²²) as key institutions to ensure that the implementation of the NDC promotes social inclusion, gender equality, the empowerment of women and intergenerational equity. It further states that a working group on gender, Afro-Honduran and Indigenous Peoples and youth will be established as part of the Inter-institutional Technical Committee on Climate Change to ensure gender-responsive implementation of the NDC (Gobierno de Honduras, 2021, p.10).

Why this matters

→

The inclusion of gender stakeholders and/or gender-focused organisations/ministries in the target area(s) can be beneficial for designing plans and programmes that are more representative of and reflect the interests and concerns of all individuals, particularly those who are often excluded (IUCN, 2021). The above examples demonstrate the efforts put forth to draw on the specialised and differentiated knowledge of these groups and help ensure a gender-responsive NDC.

18 Secretaría de Desarrollo e Inclusión Social, in Spanish
 19 Secretaría de Derechos Humanos, in Spanish
 20 Instituto Nacional de la Mujer, in Spanish
 21 Dirección de Pueblos Indígenas y Afrohondureños, in Spanish
 22 Instituto Nacional de la Juventud, in Spanish



Component 4: Gender objectives

The presence of clear, well-defined objectives, priorities or goals of a policy/programme that explicitly relates to gender/women helps ensure that gender equality and/or women’s empowerment is a central component of climate action. It signals that countries are committed to reducing gender inequalities and ensuring that benefits of climate interventions are equitably shared between women and men (UNIDO, 2015; GCF and UN Women, 2017).



TABLE 6:
COUNTRY FINDINGS AND EXAMPLES ON GENDER OBJECTIVES

↓ COUNTRY FINDINGS & EXAMPLES

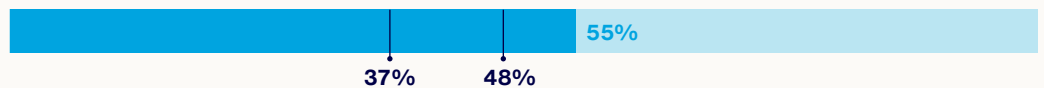
Across NDCs



49 NDCs (55%) include concrete, standalone gender objectives and/or include gender considerations within other sectoral objectives²³

→ **43 NDCs (48%)** have standalone gender objectives

→ **33 (37%)** integrate gender within their objectives



Country Examples



Somalia

Somalia sets the objective “to enhance the participation of women and youth in activities related to adaptation and environmental conservation in order to empower them and enhance their adaptive capacity” (Federal Government of Somalia, 2021, p. 11). Somalia also includes gender within one of its energy objectives to “increase in production of non-forest biomass fuel briquettes, e.g. from agricultural waste, sawdust, and human waste, with emphasis on women and the youth” (Federal Government of Somalia, 2021, p.11).



Nepal

Nepal NDC contains explicit gender objectives, as a standalone goal, and also embeds gender into priority sectoral objectives. One gender objective commits to developing an action plan by 2030 for integrating gender and social inclusion in achieving the NDC targets, signaling potential for further gender integration across other NDC sectors (Government of Nepal, 2020, p.18).

Why this matters



Gender objectives elevate attention to gender equality as a strategic priority and steer action - ideally in particular when complemented by corresponding targets and indicators to mark, measure and ensure progress (see component 8). As part of a gender-responsive approach to climate policies, strategies and plans, the inclusion of standalone objectives for gender equality is powerful, while gender should also be embedded in cross-cutting fashion through adaptation and mitigation sectors (GCF and UN Women, 2017), as illustrated in the examples above.

23 A standalone objective explicitly relates to the promotion of gender equality or women’s empowerment, while gender within an objective means that gender is included, but not the primary goal (e.g. to enhance the sustainable management of forests for resilient livelihoods, including equitably sharing benefits with women and indigenous communities).



Component 5: Gender actions and activities

Gender actions and activities outline the steps necessary for increasing and supporting gender-responsive adaptation and mitigation components, helping to ensure effective and inclusive action across sectors.



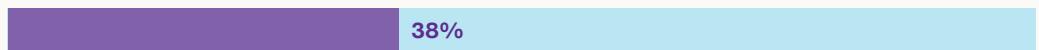
**TABLE 7:
COUNTRY FINDINGS AND EXAMPLES ON GENDER ACTIONS AND ACTIVITIES**

↓ COUNTRY FINDINGS & EXAMPLES

Across NDCs



34 NDCs (38%) include gender activities or actions in their NDCs. These include, among others, mentions of gender mainstreaming or gender integration as an activity.



Country Examples



Namibia

Namibia states that detailed baseline gender/youth climate assessments and evaluations are to be conducted during implementation. These are to include the priority sectors of AFOLU, energy, waste and IPPU, and will incorporate gender/youth concerns through (Government of Namibia, 2021, p. 28):

- Establishment of a gender/youth climate and risk management working group.
- Review of gender/review climate legal framework and policy.
- Develop and incorporate into NDCs gender/youth climate strategy.



**North
Macedonia**

North Macedonia plans to “engage UNFCCC and Gender Focal Points, Gender Machinery and Parliamentarian Commission on Equal Opportunities,” as a way to promote leadership roles for women in climate action (Ministry of Environment and Physical Planning of the Republic of North Macedonia, 2021, p.23).



**Solomon
Islands**

The Solomon Islands states that to meet its mitigation targets, the government will “[i]ntegrate gender analysis and gender considerations in planning and implementation of mitigation actions” (Ministry of Environment, Climate Change, Disaster Management and Meteorology 2021, p. 8). It later states under ‘Financing Needs for Priority Adaptation Interventions’ that this action should also occur in adaptation actions and that “[i]nclusive participation of women and youth should be actively encouraged at all levels in order to build the capacity of vulnerable groups” (Ministry of Environment, Climate Change, Disaster Management and Meteorology 2021, p. 18).

Why this matters



Gender-responsiveness means actions are set into place to correct or close gender gaps. The inclusion of gender activities in NDCs, or the policy documents that accompany them, show a clear understanding that the gender considerations identified are brought into the implementation level. The actions to establish gender focal points is also key, as through their defined roles across government agencies, gender focal points can help enhance cross-sectoral collaboration, which contributes to enhanced gender-responsive implementation across climate sectors.



Component 6: Gender stakeholders as implementing agencies

Engaging gender stakeholders – such as women’s or gender ministries, women’s groups, or other similar organisations – in climate programming and policy discussions can encourage continued participation and integration of the diverse interests of women and men throughout NDC implementation (NDC Partnership, 2021). Their participation as implementers in particular can help build the capacity of other agencies and implementing partners, who may not have the expertise or yet the understanding, to integrate gender into programs or policies.

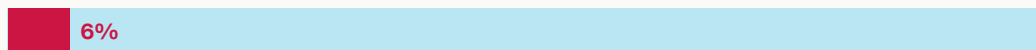


TABLE 8: COUNTRY FINDINGS AND EXAMPLES ON GENDER STAKEHOLDERS AS IMPLEMENTING AGENCIES

↓ COUNTRY FINDINGS & EXAMPLES

Across NDCs
→

5 NDCs (6%) identify women’s organisations and/or gender agencies as responsible for the implementation of specific activities.²⁴



Country Examples
→



Cabo Verde

Cabo Verde outlines a set of gender-related actions in its NDCs - such as to “assess which groups and individuals are most vulnerable to which climate effects, distinguishing between age, gender, income, sector, education, location, impairments etc.” - and identifies the Climate Department and the Ministry for Family and Social Inclusion as the lead actors responsible for implementation, with support from the National Institute for Gender Equality and Equity²⁵ and the National Institute of Statistics²⁶ (Ministry of Agriculture and Environment of Cabo Verde, 2021, p. 50). This and all their gender activities are to be focused across the sectors of energy, water, land use/agriculture, blue economy and tourism (Ministry of Agriculture and Environment of Cabo Verde, 2021).



Cambodia

Cambodia contains various gender activities, among sectoral activities, in which the Ministry of Women’s Affairs is identified as the lead, or supporting, implementer responsible for that action. One such gender activity is to, “[e]nhance coordination and implementing accountability mechanisms to reduce climate change vulnerabilities of disadvantaged women and other marginalized groups such as ethnic minority women and men, People with Disability (PWD), youth, and elderly” (Royal Government of Cambodia, 2020, p. 114).

Why this matters
→

Envisioning and identifying who will be responsible for the implementation and monitoring of gender actions is a key enabler of implementation. Effective participation from national gender agencies in these activities can help encourage and sustain the participation of gender stakeholders, including those representing grassroots and civil society organisations.

24 Please note that the identification of women and/or gender agencies or organisations specifically responsible for gender activities is distinct from the data on NDCs which identified women’s organisations/national mechanisms as implementing partners, as in this case they are linked to specific activities. Additionally, this data is different from data on gender stakeholders included in the NDC development process, which relates to planning and development of the NDC itself.

25 Instituto Cabo-verdiano para a Igualdade e Equidade do Género

26 Instituto Nacional de Estatística



Component 7: Gender-responsive budgeting

Gender-responsive budgeting, or gender budgeting, involves incorporating a gender perspective in all aspects of the budgetary process, and allocating appropriate funds to promote gender equality (NDC Partnership, 2021). It clearly delineates budget lines that support gender activity implementation and designates technical experts responsible for the action/activity (e.g., national gender agencies or gender stakeholders). The integration of a gender perspective into a budgeting process is crucial to planning and providing for equitable interventions, and in this case is fundamental to establishing the financial resources necessary to support the achievement of gender-responsive climate outcomes (Budlender and Hewitt, 2003; UNFPA and UNIFEM, 2006).



**TABLE 9:
COUNTRY FINDINGS AND EXAMPLES ON GENDER-RESPONSIVE BUDGETING**

↓ COUNTRY FINDINGS & EXAMPLES

Across NDCs



5 NDCs (6%) use gender-responsive budgeting



Country Examples



Malawi

Malawi includes in its mitigation measures an activity to promote gender mainstreaming in mitigation policies, programmes and projects with an allocated budget of USD 35 million. It states that these actions will have benefits for “use of renewable energy sources and promote energy efficiency” and for “carbon sequestration and other ecosystem services” (Ministry of Forestry and Natural Resources of Malawi, 2021, p.70).



Sierra Leone

Sierra Leone includes in its adaptation actions to mainstream considerations of gender equality and social inclusion into sectoral plans and strategies, with a number of corresponding activities and a budget line of USD 12 million (Government of Sierra Leone, 2021, p.38).



Moldova

Moldova outlines sector-specific adaptation needs, one being to “create the national database for collecting and processing data and information on effects of climate change risks onto public health, the emergence and incidence of new diseases related to climate change, including through gender perspectives” (Government of the Republic of Moldova, 2020, p.59) and includes an estimated budget of US \$200,000.

Why this matters



As previously mentioned, a country’s expressed commitments or inclusion of gender-responsive components may not accurately reflect ground-level implementation. Nevertheless, the effort from countries that included gender-responsive budgeting in their NDCs represents a highly visible layer of commitment to gender-responsive implementation of NDC targets and goals and resources action. The allocation of funds to gender activities means that countries have reflected and considered the resources necessary for carrying out these activities.



Component 8: Sex-disaggregated and gender indicators to monitor and track progress

Sex-disaggregated indicators collect information based on biological sex and generally track information such as the number of women and men who participated in a given intervention or the number of women and men who benefitted from a certain activity (e.g. number of women/men with sustainable jobs, access to credit, training, etc.). These can be understood as output indicators and mark the first step to understanding gender gaps. Gender indicators are markers for tracking gender equality progress and outcomes for women and men. They measure changes in gender gaps and relations between women and men over time. For example, in rural areas, women and girls spend a disproportionate amount of time collecting water, time which could be used toward other productive activities such as attending school, carrying out income-generating activities, or enjoying leisure time (UNICEF, 2016). An indicator for an activity to reduce this burden could be “the changes in the labour burden of women and men as a result of project activities (e.g. number of persons, disaggregated by gender, reporting a reduction in the time spent for collecting water)” (UNDP, 2019b).

TABLE 10:
COUNTRY FINDINGS AND EXAMPLES ON SEX-DISAGGREGATED AND GENDER INDICATORS

↓ **COUNTRY FINDINGS & EXAMPLES**

Across NDCs

10 NDCs (11%) include sex-disaggregated and/or gender indicators.



Country Examples



Vanuatu

Adaptation target (water resources): “By 2030, 100% of water-climate vulnerable rural communities in the six provinces have developed DWSSP [Drinking Water Safety & Security Plans] and are able to address water needs in normal and (climate, disaster and environmentally) stressed times”

- **Sex-disaggregated indicator:** “Proportion of men and women with adequate access to water in each of the six provinces in normal and (climate, disaster and environmentally) stressed times”
- **Sex-disaggregated indicator:** “Number of decisions in which women participate” (Government of Vanuatu, 2021, p.27).



Saint Lucia

Adaptation action: “Strengthen drought and crop insurance mechanisms for climate risk management”

- **Sex-disaggregated indicator:** “Number of farmers (gender disaggregated) covered by drought and crop insurance” (Government of the Federal Democratic Republic of Ethiopia, 2021, p.34).



Belize

Adaptation target (agriculture): “By 2030, 10% of the total population (0.8 million beneficiaries (25% are women) have increased resilience with respect to food and water security, health and well-being in PNG”.

- Adaptation activity:** “Climate resilient agriculture for farmers and agricultural SMEs [small and medium enterprises] in Vulnerable Regions of Papua New Guinea”
- **Gender indicator:** “By 2025, at least 63,000 beneficiaries (20% are women) have improved capacity to implement climate resilient agricultural practices” (Government of Papua New Guinea, 2020, p.48).

Why this matters

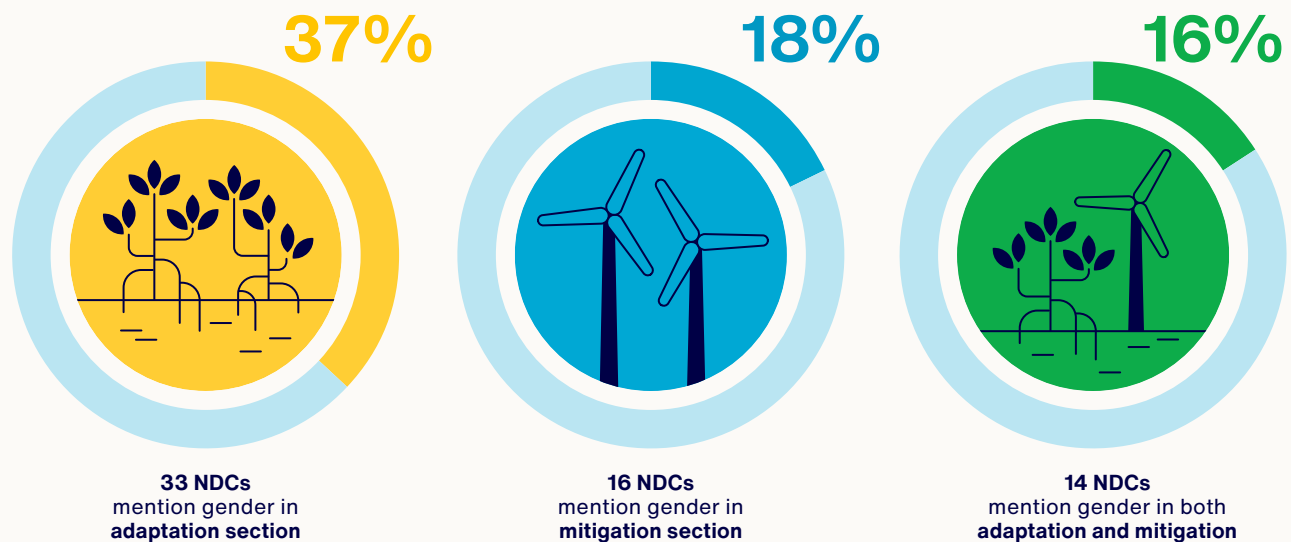


Sex-disaggregated and gender indicators should respond to any gender gaps identified in the gender analysis. For example, gender assessments conducted in Papua New Guinea explain that while more than 50% of the female labour force is engaged in agriculture (Government of Papua New Guinea, 2020, p.33), women still experience barriers to owning land and claiming income from cash crops. Accordingly, the gender indicators proposed offer a means to monitor gender gaps experienced by women in the sector and track women’s capacity to conduct agricultural business.

→ Gender in adaptation and mitigation sections

Adaptation and mitigation are core pillars of the Paris Agreement, and gender considerations are relevant in both spheres. In this set of NDCs:

- Thirty-three countries (37%) mentioned gender and/or women in their adaptation section, while 16 countries (18%) did so in their mitigation section.
- Fourteen of those NDCs (16%) integrated gender and/or women mentions in both their adaptation and mitigation sections (see Figure 10; see Annex III for country breakdowns).



Data source: IUCN, authors

Graphic by Estudio Relativo for IUCN

FIGURE 10: INCLUSION OF GENDER MENTIONS IN THE ADAPTATION AND MITIGATION COMPONENT/SECTION

→ Adaptation

An NDC's adaptation section discusses country-specific vulnerabilities to climate change, and identifies goals, actions and priorities to adapt to adverse impacts – sometimes highlighting existing programmes and efforts. Due to diverse women's disproportionate vulnerability to climate change, the integration of gender in adaptation planning is necessary to reduce women's and men's distinct and diverse vulnerabilities and increase their resilience to climate risks, increasing the effectiveness of adaptation policies and strategies. Conversely, gender-blind adaptation interventions may reinforce or exacerbate existing vulnerabilities and inadvertently increase gender and social inequalities (Morchain et al., 2015). Therefore, gender-responsive adaptation is key to ensure the equitable distribution of rights, access to resources, and the ability to benefit from interventions.

Thirty-three NDCs have integrated gender in their adaptation section to some extent. As the *Paris Agreement* calls on Parties to utilise a gender-responsive approach to adaptation, and guidelines for adaptation communication lists gender-responsive adaptation as one type of information to be included in NDC communication (UNFCCC, 2019b), this may partially explain the greater number of mentions of gender and/or women in adaptation, an average of 4.2 mentions per NDC.

Many NDCs have gender objectives or include gender in adaptation sectoral objectives (24 NDCs, or 73% of them, in both cases). Additionally, 26 NDCs (79%) also include specific activities related to the promotion of gender equality or women's empowerment and typically detail how gender will be considered or addressed in their adaptation actions/measures, including commitments for mainstreaming gender or conducting sector gender analyses. Accordingly, 10 NDCs (30% of those including gender in their adaptation section) plan to use a gender analysis to uncover social and gender-based vulnerabilities, and 6 (18%) already conducted a gender analysis to inform adaptation measures.

For example, in **Chile's** adaptation section, it states that during implementation, "existing studies and analysis on climate vulnerability and risk will be updated and expanded to address relevant threats, considering gender in the approach. Those studies will serve as key inputs for the design of adaptation measures." (Government of Chile, 2020, p.40). The NDC sets a timeline for this action, stating that by

2025 these analyses should be completed, and focus not only on gender, but also Indigenous People and poverty dimensions.

In its adaptation section, **Ethiopia** commits to further expanding and prioritising measures to increase climate resilience and adaptation capacity in its priority sectors of agriculture, land use and forestry (AFOLU), and will adopt a gender-responsive approach in which vulnerable groups and communities “will be considered to ensure equity in sharing benefits” (Government of the Federal Democratic Republic of Ethiopia, 2021, p.18), and includes several gender indicators in the adaptation activities outlined in the NDC’s annex to monitor and track progress.

Sri Lanka affirms that “mainstreaming gender and social safeguards into adaptation priorities is an important strategy” for reducing vulnerability to climate change and recommends that “down-scaled risk assessments and sectoral plans integrate specific needs, vulnerabilities and capacities of women, young children, disabled and elderly populations” (Ministry of Environment of Sri Lanka, 2021, p.27). As an example, it expresses the need for improved Science, Technology, Engineering and Mathematics (STEM) education and funding, including gender-responsive vulnerability analyses to enable greater engagement and contribution of women in the sector. The country plans to adopt a gender-responsive approach to strengthen women’s contribution as well as provide equal access to benefits, including training, technology and finance that supports their participation and strengthens their entrepreneurial skills (Ministry of Environment of Sri Lanka, 2021, p.27).

While the majority of victims are women, GBV can also be experienced by people of all sex and gender identities (Dwyer and Woolf, 2018). These human rights violations are critically important for climate policy as a growing body of evidence demonstrates that climate change has, and will continue to, exacerbate the global GBV crisis as it is estimated that nearly one in three (30%) women and girls have experienced physical intimate partner violence and/or sexual violence in their lifetime (WHO, 2021) – while many more throughout the globe experience other forms of GBV.

Argentina, the Dominican Republic, Guinea, Seychelles, Sierra Leone and Somalia mention GBV in relation to national policies and legislation, women’s natural resource management roles and climate change impacts. In **Guinea’s** land use, land use change and forestry (LULUCF) section concerning mitigation and emissions reductions commitments, it discusses the immediate positive impact measures for reducing fuelwood consumption can have on women, given their prominent role in household fuel supply and meal preparation. It states that not only does reduction in fuelwood consumption have benefits for women by saving time on collection and in costs for those who purchase it, but also it reduces their exposure to the risk of violence during collection (Gouvernement de la République de Guinée, 2021, p.28)

Somalia’s NDC discusses women’s heightened vulnerability to climate change, and that women comprise 70-80% of IDPs and refugees, where they are exposed to heightened GBV risks (Federal Government of Somalia, 2021, p.16). Despite the gender-based inequalities and discrimination they experience, Somalia recognises that women, “can act as agents of change and play a key role in supporting the transition towards low emissions and climate resilient development in Somalia” (Federal Government of Somalia, 2021, p.16). Similarly, the **Seychelles**, within their climate change adaptation actions on early warning and disaster risk management, commits to, “ensuring that climate-related vulnerability assessments and actions take into account sexual and reproductive health and gender-based violence

risks and protective measures and are informed by disaggregated population data” (Ministry of Agriculture, Climate Change and Environment of Seychelles, 2021, p.36).

In its commitment to mainstream gender in all climate actions, **Argentina** states that all persons will be respected under the principles of equality, non-violence and non-discrimination (Ministerio de Ambiente y Desarrollo Sostenible, 2020, p.26). In its cross-cutting issues section, the **Dominican Republic** brings attention to its *National Plan for Gender Equality and Equity*, which mandates a gender-based approach in all plans, programmes, projects and public policies (including climate interventions), and identifies GBV against women as one of the seven themes (Gobierno de la República Dominicana, 2020, p.77). **Sierra Leone** highlights the passage of national laws pertaining to gender inequalities ‘gender justice’ laws, such as domestic violence, which are aimed at improving women’s access to land through inheritance, and strengthen women’s rights in marriage and divorce (Government of Sierra Leone, 2020, p.30).

Such elements are among some of the factors that may reduce women’s exposure to GBV (Friedemann-Sánchez, 2006; USAID, 2016), bearing in mind, however, that the linkage between women’s land rights and GBV is highly variable and context- and culture-dependent (Richardson and Hughes, 2015). Nevertheless, securing women’s land tenure can be beneficial in the fight against climate change. For example, research suggests that “when women have secure land rights, efforts to tackle climate change are more successful, and responsibilities and benefits associated with climate change response programs are more equitably distributed” (Landesa, 2020).

→ Mitigation

An NDC's mitigation section focuses on countries' establishment of their greenhouse gas (GHG) reduction targets. In contrast to adaptation, the *Paris Agreement* does not explicitly mention gender in relation to mitigation nor asks Parties to specifically include gender in the mitigation component (AWGGCC, n.d.). This may partially explain why fewer countries included gender in the mitigation actions.

A total of 16 countries mention that gender will be considered or addressed in their mitigation actions/measures, and/or include their commitments for mainstreaming gender. Despite the absence of gender-mitigation linkages in the text of the *Paris Agreement*, understanding gendered differences in mitigation sectors is crucial for reducing emissions. Some countries are taking action to recognise and better understand gendered dimensions of mitigation measures. Six of the 16 NDCs (38%) plan to use a gender analysis to uncover social and gender-based vulnerabilities, and 3 (19%) already conducted a gender analysis to inform mitigation measures.

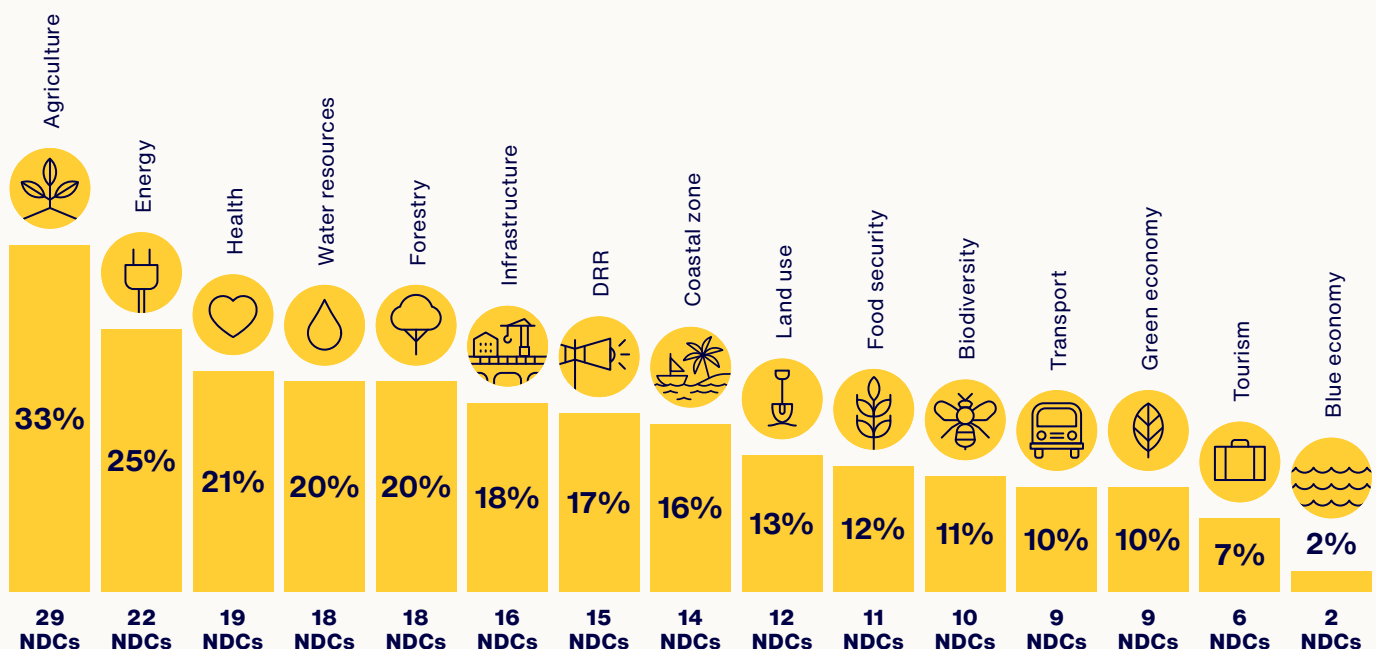
Women play key roles and have specific knowledge in sectors such as energy, infrastructure and waste, which can be utilised in the development of policies and actions that aid in the transition to a just and low-carbon energy future. In its mitigation section, **Cambodia** discusses the linkages between gender equality, social inclusion in mitigation priority areas such as energy, waste and transport. For its energy sector, the NDC affirms that gender-responsive mitigation actions and indicators can help measure and reduce reliance on biomass energy sources and diversify household and community energy consumption, given that “women are often responsible for household energy-related decisions in rural areas, and women, the poor and the marginalised are often last to gain energy access.” (Ministry of Environment of Cambodia, 2020, p.41-42). These gender-responsive actions will also contribute to measuring the success of SDG 5, Cambodia's CEDAW commitments, and *Cambodia's Climate Change Strategic Plan (CCCSP)*. CEDAW general recommendations no. 28 (CEDAW, 2010) and no. 34 (CEDAW, 2016), state that diverse women and others, including those commonly and persistently disenfranchised, also have a right to participate in and directly benefit from the multiple interventions that comprise climate response measures.

Thirteen 13 of the 16 NDCs (81%) include specific activities related to the promotion of gender equality or women's empowerment. Eleven

of the 16 NDCs (69%) also have standalone gender objectives in their mitigation section and 13 of the 16 (81%) include gender within mitigation sectoral objectives. **Malawi** expresses its commitment to “actively integrate the mainstreaming of gender considerations” as well as “track climate change issues and indicators according to gender and vulnerable groups” (Ministry of Forestry and Natural Resources of Malawi, 2021, p.101). Correspondingly, it includes a gender activity within its mitigation actions to promote gender mainstreaming in policies, programmes and projects, designating the Ministry of Gender, Children and Social Welfare and NGOs/CSOs (e.g., gender networks) as parties responsible for implementation (Ministry of Forestry and Natural Resources of Malawi, 2021, p.82).

→ Snapshot of gender inclusion across priority sectors

Inclusion of gender considerations across sectors varies in this set of NDCs, but overall, inclusion of gender considerations in sector-specific sections is relatively low. While countries present or group their priority sectors slightly differently across NDCs, agriculture is one of the main priority sectors identified in NDCs and the one that countries link to gender most often. As Figure 12 shows, 33% of NDCs include gender mentions in their agriculture section, with energy, health, water and forests following, in that order.



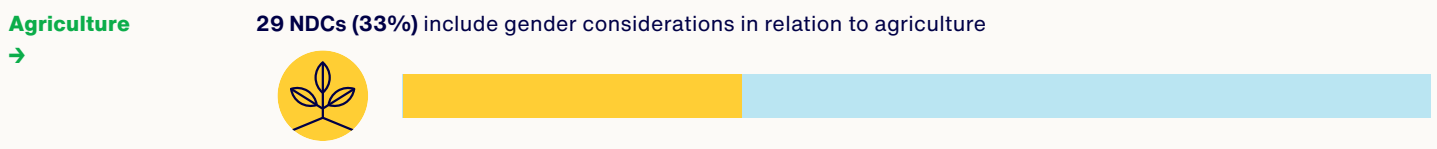
Data source: IUCN, authors

Graphic by Estudio Relativo for IUCN

FIGURE 12: NUMBER OF NDCs WITH GENDER REFERENCES, BY SECTOR


Gender-climate linkages are relevant across all climate-related sectors. Gender can strongly influence how individuals access, use and manage natural resources and ecosystem services (IUCN, 2021). Accordingly, women and men often possess differentiated knowledge because of their diverse uses of and interactions with natural resources. Nevertheless, despite women’s direct reliance upon and prominent roles in day-to-day natural resource use and management, they experience discrimination, marginalisation or exclusion in accessing and controlling those resources (IUCN, 2021), including in climate-related sectors such as agriculture, energy and water resources, among others.


TABLE 11:
SNAPSHOT ON GENDER CONSIDERATIONS IN NDC SECTORS



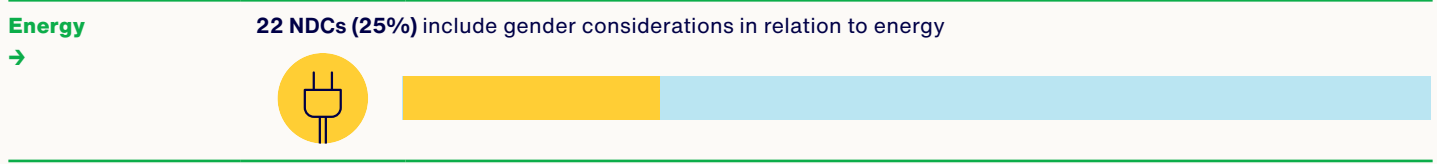
↓ NDC HIGHLIGHTS AND EXAMPLES

Country Examples →

 **Liberia** Liberia outlines in its adaptation actions and policy measures to “roll out a ‘Women in Agriculture’ program with 4 training sessions per year (with at least 45 women trained per year) to support implementation of climate-resilient agricultural and livestock practices and increase women’s access to agricultural inputs and labor-saving devices by 2025” (Environment Protection Agency of Liberia, 2021, p.31).

 **Honduras** Honduras outlines a number of agriculture-related gender-responsive activities such as, the promotion of gender-responsive field schools on climate change adaptation; the implementation of a gender-responsive adaptation strategy in the infrastructure sector that encourages the construction of water reservoirs for domestic consumption and family agricultural and livestock production; and a gender-responsive mechanism for agricultural insurance against losses and damages, as well as the provision of technical and financial support for family gardens with women, Indigenous Peoples and Afro-Hondurans and young people as the target beneficiaries of both activities. (Gobierno de Honduras, 2021, p.15).

Why this matters → Due to the gendered division of labour in agriculture, women and men have different knowledge and viewpoints of agricultural sustainability, to which policies and programmes should be attuned if interventions are to respond adequately to the needs of all women and men. The promotion of gender equality in agriculture programmes can also reduce and eliminate gender gaps in the sector, which can increase women’s and men’s capacity to mitigate and adapt to change, and also has benefits for household and community food and nutritional security (FAO and CARE, 2019).



↓ **NDC HIGHLIGHTS AND EXAMPLES**

Country Examples



Nigeria

Nigeria recognises that women face additional barriers in accessing services and financial resources that could help them transition to a clean energy future and includes activities such as the development and introduction of affordable clean cooking options in rural communities and schools, as well as conducting practical training for women on constructing wood efficient stoves and small biogas stoves (Government of Nigeria, 2021, p. 29).



Panama

Panama's NDC highlights their *Energy Transition Agenda*, which states the need to implement new technologies, innovate, educate and empower young people and women community leaders to ensure sustainable, future investments in the energy sector. It also recognises the importance for energy policies and strategies to analyse women's and women's differentiated energy uses and roles in the sector, as well as the gender-differentiated impacts of energy poverty. In addition, Panama commits to promoting technical and economic options that reflect differentiated needs of women and men and ensure gender-equitable access to these technologies (Ministerio de Ambiente de Panamá, 2020, p. 44).

Why this matters



Energy efficiency measures and clean energy access programmes – such as the one outlined in Nigeria's NDC – have a number of benefits, particularly for rural women and girls who are the primary energy producers for the household (UNDP, 2016). With improved access to clean energy, rural women and girls have more free time to put towards other productive uses (e.g. educational and employment opportunities), have less exposure to sexual violence and harassment during fuelwood collection (Castañeda et al., 2020) and better respiratory health outcomes – given that indoor air pollution from using combustible fuels for household energy has adverse implications for women's and girls' health and safety (UN Women, 2018). Women also face barriers in employment and leadership in the energy sector, accounting for only 22% of the traditional energy sector labour force (IRENA, 2019). Panama's commitment to technical and economic options that reflect differentiated needs of women and men signals an opportunity for greater gender balance in the transition to a clean energy future.

Health



19 (21%) include gender considerations in relation to health



↓ **NDC HIGHLIGHTS AND EXAMPLES**

Country Examples



The Seychelles

The Seychelles recognises that existing health systems are not ready for the array of new and more severe challenges posed by climate change, which could have disproportionate impacts on women. Among its priorities, Seychelles' NDC includes: committing to strengthening health system capacities, including to meet Sexual and Reproductive Health (SRHR) needs of women and young people in an unstable and changing climate; improve the health management information systems to incorporate indicators of climate stress linked to major health impacts, including those related to reproductive, maternal, neonatal, child and adolescent health; and ensure that financing for climate resilience takes into account risks to maternal and neonatal health and takes measures to reduce these risks (Government of Seychelles, 2021, p. 35).

Why this matters



There are important gender dimensions in climate-related health risks, which vary by context and other socioeconomic variables. The measures proposed by the Seychelles are noteworthy, given that research has demonstrated the linkages between climate impacts and reproductive, maternal, and neonatal health. For example, pregnant women may experience higher incidence of pregnancy complications, such as pre-eclampsia²⁷ due to climatic disturbances that affect water sources and food availability (Elongi et al., 2011; WHO, 2014).

Water resources



18 (20%) include gender considerations in relation to water resources



27 A dangerous pregnancy complication characterised by high blood pressure

↓ NDC HIGHLIGHTS AND EXAMPLES

Country Examples



Paraguay

Paraguay includes the development and execution of the *National Policy and Plan on Water Resources* in its adaptation priorities, which promotes “the role of women as agents of change in access and efficient use of water resources for consumption and production processes” (Ministerio del Ambiente y Desarrollo Sostenible de Paraguay, 2021, p. 67).



Moldova

Moldova ensures that social and gender issues will be taken into account in assessments of water resources evaluation, supply and efficient management of water demand, which will determine communities’ vulnerability to climate-related water stress, water consumption patterns and water needs (Government of the Republic of Moldova, 2020, p. 43).

Why this matters

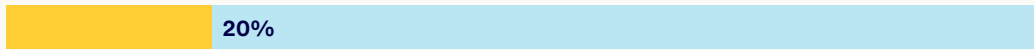


The measures proposed by Paraguay and Moldova are significant, given that despite women’s key role in the productive use and management of water resources, they remain underrepresented in water governance processes in local, national and transboundary settings (Fauconnier et al., 2018). Numerous studies have shown that addressing gender-specific impacts can improve the effectiveness of water interventions and even lead to better adaptation practices, making communities more resilient to climate change impacts (Fauconnier et al., 2018; Aguilar et al., 2015).

Forestry



18 (20%) include gender considerations in relation to forestry



↓ NDC HIGHLIGHTS AND EXAMPLES

Country Examples



Ethiopia

Ethiopia states that the country has already undertaken important adaptation efforts in the Agriculture, Forestry and Other Land Use (AFOLU) sector, and will further expand and prioritise measures such as sustainable forest management and community-based forest management and conservation, in addition to afforestation and reforestation programmes. It adds that “across all these activities, a gender-responsive approach will be adopted and vulnerable groups and communities will be considered to ensure equity in sharing benefits that arise thereof the efforts” (Federal Democratic Republic of Ethiopia, 2021, p. 18).



Nicaragua

Nicaragua mentions its *Programme for the Improvement of the Organizational and Productive Capacities of Cocoa Producers and Producers in the Mining Triangle*²⁸ (PROCACAO) in the forestry section and highlights that the project focuses on improving family income and generating jobs, while simultaneously promoting gender equity in the Mining Triangle (Ministerio de Ambiente y los Recursos Naturales de Nicaragua 2020, p 18).

Why this matters



Sustainably managing forests to fight climate change requires understanding the gender dimensions of forest use, given that 1.6 billion people rely on forest resources for their livelihoods (CBD, 2018) and that use patterns are often influenced by gender roles, which translates into different vulnerabilities, needs and priorities for women and men (Sunderland et al., 2014). As proposed in the above examples from Ethiopia and Nicaragua, promoting gender equity and a gender-responsive approach in forestry interventions will help ensure that programmes respond to the different needs of women and men, and do not contribute to exacerbation of gender inequalities or vulnerabilities (FAO, 2012). In addition, research has shown that policies and practices that empower women in the forest sector and include them in management can lead to better governance and conservation outcomes, making a major difference in the fight against climate change (Leisher et al., 2016).

→ **Conclusions and recommendations**

Through the process of updating NDCs, countries have demonstrated an overall increased understanding of gender-climate linkages and have offered innovative and impactful examples of priorities, objectives, activities, indicators and overall intentions to advance gender-responsive implementation across adaptation and mitigation sectors. The following are some top takeaways from this analysis, along with corresponding recommendations for further consideration by countries, along with all actors who support, drive and monitor implementation:

→ **Advancing gender equality in national climate change policy**

The data and analysis presented in this study suggests a move toward greater alignment with international gender mainstreaming standards and Parties' own commitments to gender equality, for example as reflected in the *Paris Agreement*, its *Rulebook* guidance and the *Enhanced LWPG and GAP*. This measurable progress reinforces the importance that these Party-led commitments have had in further ensuring gender considerations are meaningfully integrated into climate planning and actions, as evidenced by the varied examples captured in this report.

→ Countries still in the NDC revision process can review the guidance mandated above and draw inspiration from the country examples in this report to help ensure gender responsiveness in their submissions, as well as for subsequent implementation and impact reporting.

Another noteworthy shift is in the revised plans of some Highly Industrialised Countries: while half remain void of gender

considerations, a considerable number have at least included a mention of gender equality as relevant to meeting domestic goals - i.e., not only relevant to international cooperation or aid.

→ Highly Industrialised Countries have the opportunity to meaningfully tackle gender-climate gaps at home through cross-sector domestic legislation and programmes that protect and empower all people in all their diversity, as well as by strengthening and delivering ambitious gender-responsive international investments and aid strategies that drive innovation across sectors and enhance resilience and well-being for all.

→ **Driving ambitious, innovative, gender-responsive implementation**

This set of revised NDCs further suggests Parties are increasingly recognising women are more than just a vulnerable group, but key — and diverse — stakeholders who have a right and a need to be engaged in solution-finding processes and as implementation partners. Paying attention to the interlinked factors that define diverse lives, livelihoods and resilience, some countries have also included intersectional dimensions, articulating and aiming to support diverse women's various roles, responsibilities, capacities and agency. For example, adopting an integrated focus on the rights and needs of Indigenous women is a means by which some countries have honed their attention - altogether distinguishing this set of NDCs from the previous INDCs.

→ Parties and stakeholders should ensure that implementation upholds and advances these identified needs, rights and opportunities to unlock powerful and transformative solutions for the critical period ahead. Cross-sector partnerships, national budgetary investments and international donors and finance mechanisms are each key enablers that can ensure rights-based, gender-responsive and socially equitable approaches guide implementation.

This set of NDCs presents many examples of gender-responsive strategies and envisioned impacts, as discussed herein as criteria. Gender objectives are the most commonly found of these criteria, possibly signaling that countries are choosing to — or perhaps finding it most efficient or effective to — establish a dedicated gender-focused

goal to work towards, as part of their climate planning processes. Inclusion of gender activities and recognition of gender stakeholders as key actors of climate planning processes are the next most-common criteria – or building block – employed toward gender-responsiveness. Use of gender analysis and sex-disaggregated data is evident in some NDCs, but these are less common – meaning there is still much room to improve in terms of understanding the need to invest in context specific analysis, so that climate actions can be better tailored to the national and regional socio-economic and gender specific context.

- While altogether the increased use of some gender-responsive components is highly encouraging, signaling an important shift in countries' attention and capacity from international global commitments to identifying climate-related implementation opportunities at national level, more can still be done: International, regional and national implementing organisations in particular, but also many other stakeholders including women's entities and gender expert networks, can ensure gender-responsive tools, guidance, rosters of experts, information and data, and new research is all readily available to support countries.
- Especially to ensure gender-responsive implementation in line with their *Paris Agreement* and related commitments, Parties may also consider dedicating special attention to the use of gender-responsive budgeting and gender data, including sex- and gender-disaggregated data and gender indicators, as these criteria are cornerstones for emphasizing priorities and tracking progress against goals. The latter would be an important tool for supporting learning processes and enhancing gender-responsiveness in future NDC update processes, as well.
- Parties and their stakeholders may also consider developing national climate change gender action plans or similar gender-responsive processes and plans to intentionally bring these threads together for enhanced implementation, investment and impact, including to inform a country's project pipeline.

→ **Toward continuous global learning and reporting on progress**

Parties have revealed a range of ways to understand “gender and climate change” through their NDCs. By way of their own example, Parties — as well as donors and civil society organisations — can refer to the gender criteria and their own or others’ examples of gender responsiveness included herein for continuous learning, capacity building and programming. The gender-responsive criteria used in this report can further be used - and evolved - by others to guide their own gender-responsive processes.

- Parties can use this analysis to help guide reporting on progress for the *Enhanced LWPG* and its *GAP* and to enhance cross-sector and cross-country learning opportunities and enhance their own national processes for mainstreaming gender equality into climate actions. For example, Parties can use the upcoming review period during COP 30 to identify manners for enhancing ambition, including when referring to and more effectively advancing their gender equality commitments through reporting and subsequent NDC updates.

→ Annex I: Methodology

IUCN's Environment and Gender Information (EGI) methodology¹ is a mixed-methods approach consisting of a quantitative and qualitative content review and analysis, which is used to assess the integration of gender equality and women's empowerment considerations in environment-focused documents, such as national or sectoral policies, plans, frameworks, national reports, etc. The EGI methodology is flexible and adaptable, regularly updated to accommodate a given project; as such, it was adapted to facilitate this review of the updated set of NDCs (as of 1 September 2021).

→ Sampling

This report analyses all the updated/revised NDCs submitted as of 1 September 2021. A total of 89² NDCs were analysed, a set that includes one Party that re-submitted its 2015 INDCs as its updated NDC and 88 Parties that submitted their updated/revised NDCs, 21 of which were submitted their update using solely the Information for Clarity Transparency and Understanding (ICTU) format.³

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- 1 The IUCN EGI data and analyses aim to fill data gaps to inform more robust gender-responsive environmental policymaking, programming and action. More information is available: <https://genderandenvironment.org/egi/>
 - 2 The 27 EU Member Nations are counted as one submission
 - 3 In accordance with decision 1/CP.21, paragraph 27 as contained in Annex 1 of decision 4/CMA.1: "In communicating their second and subsequent nationally determined contributions, Parties shall provide the information necessary for clarity, transparency and understanding contained in annex I as applicable to their nationally determined contributions, and strongly encourages Parties to provide this information in relation to their first nationally determined contribution, including when communicating or updating it by 2020."

→ **Data collection and analysis**

The quantitative and qualitative review and analysis of the NDCs was conducted using the software MAXQDA, which allows for mixed-methods and qualitative data analysis of documents. The NDCs underwent a keyword analysis to identify the presence and prevalence of gender keywords in the EGI dictionary. The EGI keyword dictionary includes 354 keywords in English, Spanish, French and Portuguese, which are grouped into 19 categories (14 of them gender categories): gender, sex, women, woman, female, girl, men, man, male, boy, gender equality, gender equity, GBV and LGBTQI+, Indigenous People, youth, elderly, adult population and IUCN. Each keyword includes multiple forms of the term to ensure counting of every mention; for example, the terms gender, genders, gendered, and gender-based were included in the search, among others, to capture all instances of discussion related to gender.

If/when an NDC included at least one gender keyword, the NDC was further analysed qualitatively. The qualitative analysis included numerous variables to better understand how gender equality and women's empowerment considerations are integrated in the NDCs, including to try to understand how women are specifically included and characterised; whether there are gender objectives, sex-disaggregated data and indicators used; and whether there were funded and monitored activities that explicitly include or aim to empower women, among others. For this NDCs assessment, an additional layer of analysis was added to be able to identify gender inclusion in adaptation and mitigation and across sectors.

→ **Limitations**

The timeline of this study, and thus its sampling, was compressed to be able to finalise in Autumn 2021. Therefore, a limitation of the study is that it may not include NDCs submitted after 1 September 2021 and thus data may change once every country has submitted a revised NDC. It is worth noting that this study includes only publicly available NDCs. Finally, this study is a review of documents; it does not aim to capture information or analyse implementation of these documents.

→ **Annex II: Country data on gender-responsive components**

Inclusion of gender-responsive components is denoted by ☑. Any country marked ⊖ signifies that the NDC contained language or elements that suggested a particular criterion was met; however, it was not counted in the final analysis, due to the lack of clear, explicit language. This table only includes the NDCs which included at least one mention of gender and/or women.

**TABLE:
COUNTRY DATA ON GENDER-RESPONSIVE COMPONENTS**

COUNTRY	Gender stakeholders in NDC development		Concrete gender objectives		Gender activities	Gender analysis		Use of sex-disaggregated data		Gender stakeholders as Implementing Agencies (for specific actions)	Budget allocation to support gender actions		Use of sex-disaggregated or gender indicators	
	Uses	Plans to use	Standalone objs	Within objs	Uses	Uses	Plans to use	Uses	Plans to use	Uses	Uses	Plans to use	Uses	Plans to use
Angola								⊗						
Argentina	⊗		⊗	⊗	⊗		⊗	⊗	⊗			⊖	⊗	⊗
Armenia														
Bangladesh														
Barbados			⊗				⊗							
Belize				⊗			⊗	⊗						
Bhutan	⊗													
Brazil														
Cabo Verde	⊖		⊗	⊗	⊗		⊗	⊗	⊗	⊗			⊗	⊗
Cambodia	⊖		⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗	⊗
Canada			⊗	⊗	⊗	⊗	⊗	⊗						
Chile				⊗	⊗		⊖							
Colombia	⊗		⊗	⊗	⊗			⊗	⊗					
Congo, Republic of			⊗	⊗	⊗			⊗						
Costa Rica	⊗		⊗	⊗	⊗			⊗	⊗		⊗			

COUNTRY	Gender stakeholders in NDC development		Concrete gender objectives		Gender activities	Gender analysis		Use of sex-disaggregated data		Gender stakeholders as Implementing Agencies (for specific actions)	Budget allocation to support gender actions		Use of sex-disaggregated or gender indicators	
	Uses	Plans to use	Standalone objs	Within objs	Uses	Uses	Plans to use	Uses	Plans to use	Uses	Uses	Plans to use	Uses	Plans to use
Ukraine			☑			☑								
United Arab Emirates														
United Kingdom			☑	☑				☑						
Vanuatu	☑		☑		☑								☑	
Vietnam								☑						
Zambia			☑											
# NDCs	26	2	43	33	34	10	13	20	8	5	5	1	10	11
% of total NDCs submitted	29.21%	2.25%	48.31%	37.08%	38.20%	11.24%	14.61%	22.47%	8.99%	5.62%	5.62%	1.12%	11.24%	12.36%

→ **Annex III: Country data on adaptation and mitigation**

Inclusion of gender considerations in adaptation and/or mitigation (☑ denotes inclusion). This is only among the NDCs which included at least one mention of gender and/or women.

**TABLE:
COUNTRY DATA ON ADAPTATION AND MITIGATION**

↓ COUNTRY	ADAPTATION	MITIGATION
Angola		
Argentina	✓	✓
Armenia		
Bangladesh		
Barbados	✓	
Belize		✓
Bhutan		
Brazil		
Cabo Verde	✓	✓
Cambodia	✓	✓
Canada		
Chile	✓	
Colombia		
Congo, Republic of	✓	
Costa Rica		
Cuba		
Dominican Republic	✓	✓
Ethiopia	✓	✓
European Union (27)		
Fiji	✓	

↓ COUNTRY	ADAPTATION	MITIGATION
Georgia		
Grenada		
Guinea	✓	✓
Honduras	✓	✓
Iceland		
Indonesia	✓	
Jamaica		
Lao PDR		
Lebanon	✓	
Liberia	✓	✓
North Macedonia	✓	
Malawi	✓	✓
Malaysia		
Maldives		
Mexico	✓	
Moldova	✓	✓
Montenegro		
Morocco		
Myanmar	✓	✓

↓ COUNTRY	ADAPTATION	MITIGATION
Namibia	✓	
Nepal	✓	✓
Nicaragua	✓	
Nigeria		
Norway		
Panama	✓	
Papua New Guinea	✓	
Paraguay	✓	
Peru		✓
Philippines		
Rwanda		
Saint Lucia		
Samoa		
São Tomé and Príncipe		
Senegal		
Seychelles	✓	

↓ COUNTRY	ADAPTATION	MITIGATION
Sierra Leone	✓	✓
Solomon Islands	✓	✓
Somalia	✓	
South Sudan	✓	
Sri Lanka	✓	
Switzerland		
Tanzania	✓	
Tonga		
Ukraine		
United Arab Emirates		
United Kingdom		
Vanuatu		
Vietnam	✓	
Zambia		
# NDCs	33	16
% of total NDCs submitted	37.08%	17.98%

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**INTERNATIONAL UNION
FOR CONSERVATION OF NATURE**

WORLD HEADQUARTERS

Rue Mauverney 28

1196 Gland, Switzerland

mail@iucn.org

Tel +41 22 999 0000

Fax +41 22 999 0002

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