ICAT Initiative for Climate Action Transparency

# GOOD PRACTICES

## For integrating gender into climate transparency frameworks

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## Disclaimer



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# Glossary

**Gender** refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and changeable[1]. Gender is different from **sex**, which refers to the purely biological and physiological characteristics of men and women.

**Gender analysis** examines how a certain policy or intervention affects the relationships between women and men, their access to and control over resources, and the constraints they face or opportunities they have. A gender analysis is undertaken to ensure that interventions or policies do not exacerbate gender inequalities and instead advance gender equality where possible.

**Gender-disaggregated** data refers to data collected separately for women and men, so that differences between women and men can be investigated in the subsequent analysis.

**Gender equality** refers to a situation in which the opportunities and rights people enjoy are not affected by their gender.

**Gender focal points** are people within organizations whose role is to advocate for increased attention to and integration of gender equality and women's empowerment across their organization's policies and programmes.

**Gender mainstreaming** is the process of systematically integrating women's and men's concerns and experiences into the design, implementation, and monitoring and evaluation of all interventions and policies, so that costs and benefits are distributed equitably between women and men. The goal of gender mainstreaming is gender equality.

**Gender-responsive** policies and interventions actively prevent the exacerbation of gender inequalities and promote gender equality. **Gender-sensitive** policies and interventions merely demonstrate awareness of gender inequalities. **Gender-blind** policies and interventions do not consider gender at all, and may therefore inadvertently perpetuate or exacerbate inequalities.

**Just transition** refers to addressing climate change in a fair and inclusive manner, creating decent work opportunities for all, leaving no one behind and managing challenges in the process through participatory approaches and social dialogue.

[1] *UN Women, 'Concepts and definitions', https://www.un.org/womenwatch/osagi/conceptsandefinitions.htm, accessed 9 October 2024.*

# About this working paper

This working paper is divided into three parts. The first part provides a rationale for gender mainstreaming into data collection, analysis and reporting processes under the Paris Agreement's Enhanced Transparency Framework (ETF). The second part offers general principles for gender-disaggregated and gender-responsive data collection. The third part investigates and provides advice on gender mainstreaming under the four main chapters of the Biennial Transparency Report (BTR). It illustrates what can be achieved through gender mainstreaming by presenting good practice case studies.

The working paper is targeted at policymakers, practitioners and technical experts, including gender experts, involved in climate policy design, implementation and data collection. It may also be of interest to non-governmental and community organizations focused on gender and women's empowerment and the broader research community. It aims to provide its audiences with motivation, inspiration and some key tools to integrate gender considerations into their activities. Though it is hoped that the ETF will serve as a catalyst for enhanced data collection and analysis, the results can be used for more than just reporting to the UNFCCC; as the case studies in this working paper demonstrate, gender-disaggregated data and analyses can inform more effective climate policymaking and design.

The first BTRs under the ETF are being prepared as this working paper is written, and many countries are just beginning to explore ways to mainstream gender into their climate transparency frameworks. For these reasons, the examples included in this working paper do not yet cover all aspects of data collection, analysis and use. However, despite the remaining gaps, the case studies presented provide valuable insights into the potential of gender-disaggregated and gender-responsive data to improve the effectiveness of climate policies and projects across a range of areas. Readers are invited to share additional case studies with the Initiative for Climate Action Transparency (ICAT) for inclusion in future editions, which will showcase even more evidence of the benefits of gender mainstreaming in climate transparency.

# PART 1 Gender mainstreaming in climate transparency: The why and how

## 1.1. Introduction

### Why do we need better data to mainstream gender effectively in climate action?

It has long been recognized that on average, women are more vulnerable than men to the impacts of climate change, for various reasons. For example, they tend to be more dependent on threatened natural resources for their livelihoods, while having less access to and control over the means needed to build resilience. However, the different ways in which women and men contribute and respond to climate change and climate action are less well understood, as are the differential impacts of climate policies and interventions on women and men. The collection of gender-disaggregated data is necessary to facilitate informed policymaking and to ensure that climate action is designed with both men and women in mind and contributes to reducing, rather than exacerbating, gender inequalities. Once climate policies and initiatives are under implementation, disaggregated data collection and analysis are required to assess their effectiveness and determine whether adjustments need to be made.

As the transition to a low-carbon economy requires deep transformations across all sectors and parts of society, it can only succeed with the support and active cooperation of all stakeholders. Building trust among stakeholders and the public requires transparency and accountability, which in turn requires effective processes for data collection and analysis. By publishing gender-disaggregated data on the impacts of climate change and the effectiveness of climate action measures, governments can demonstrate their commitment to gender-just climate action, publicise progress and build support for additional interventions in areas where more improvement is required.

In addition, improving the collection and analysis of gender-disaggregated data can unlock new sources of climate finance. A growing number of international funders have mainstreamed gender into their investment strategies. If countries can demonstrate that their climate initiatives are gender-responsive, this can enhance their access to these funds.[2]

### What types of data should be collected?

Fully mainstreaming gender in climate transparency will require the adoption of some new indicators; however, countries can achieve significant initial progress with existing data. Firstly, it is important to ensure that data collected under climate transparency frameworks is gender disaggregated. For example, if data is collected on use of public transport, recording the gender of users can reveal differences in travel patterns between men and women. Information that may need to be collected in addition to existing practices may include data on time spent on unpaid household and care work, which affects people's adaptive capacity to climate change, or time spent in the home, which can affect vulnerability in cases where homes are exposed to climate impacts or indoor air pollution from biomass-based cooking or heating. Therefore, it is important to take intersectionality into account, which means linking 'gender' to other influencing factors, such as social class, income, education, living and working conditions, cultural and ethnic background, and geographic localization (*Weller, 2007*).

Some of the data required for gender mainstreaming in climate transparency frameworks could already be collected and held by actors within or beyond government, such as national statistics offices, academic institutions, civil society organizations or private companies. Countries should build strong transparency frameworks and effective data-sharing arrangements involving all relevant actors, to expand their data stock and avoid duplication of efforts.

[2] *See, e.g. GIZ's Gender Strategy, the Adaptation Fund's Gender Policy, NEFCO's Gender Policy, and the Green Climate Fund's Gender Mainstreaming Guide. An overview of gender-responsive financing commitments can be found in this article by the Heinrich Böll Foundation.*

## Why do we need to consider gender in climate policymaking?

Improved data collection and analysis does not automatically result in better policymaking. Concrete structures and processes are required to ensure that learnings are fed into policymaking processes and that gender-disaggregated data analyses are used to mainstream gender into climate policy.

When gender has been mainstreamed, policymakers are in a better position to evaluate the gender implications of policies and initiatives as an integral part of the policymaking process.[3] For example, gender-responsive adaptation policies that consider the differential vulnerabilities and adaptive capacities of women and men, or mitigation policies with a gender lens that consider the gender balance in sectors where jobs will be lost and in those where jobs will be created, to ensure that women and men bear the costs and enjoy the benefits of the energy transition equally.[4] Gender-responsive policies ensure that existing social and gender inequalities are not exacerbated and that they, where possible, promote greater gender equality. Besides advancing gender equality, gender-responsive climate policymaking improves the overall effectiveness of policies, to the benefit of not only women, but entire societies.

In addition, countries can benefit from involving more women in policymaking directly. Studies have shown that greater women's representation in political arenas tends to lead to more commitment to robust climate change policies;[5] that including Indigenous Peoples and local communities in decision-making improves policy outcomes;[6] and that in the corporate sphere, companies with more women on boards and in leadership positions are both more resilient to shocks and 39 per cent more likely to reduce greenhouse gas (GHG) emissions than others.[7]

The deep transformations and large investments required for the low-carbon transition provide an opportunity to redesign infrastructure and energy systems to ensure they work for everyone equally. Inclusive, gender-responsive planning and policymaking processes are crucial to ensure this opportunity is seized.

## 1.2. Gender data and the ETF

Progress has been made by most countries on integrating gender into planning processes for Nationally Determined Contributions (NDCs) under the Paris Agreement; by many countries on developing gender-sensitive National Adaptation Plans (NAPs); and by several on developing gender-responsive Gender Action Plans (GAPs);[8] but gaps remain in the comprehensive, integrated collection, analysis and use of gender and intersectional data as part of measurement, reporting and verification (MRV) and transparency frameworks.

The ETF, established through the Paris Agreement, specifies how Parties to the Agreement must report on their progress in mitigating and adapting to climate change. The first BTRs under the ETF are due by December 2024.

[3] *UN Women and UNIDO, Gender Equality and the Sustainable Energy Transition, https://www.unwomen.org/sites/default/files/2023-05/Gender-equality-in-the-sustainable-energy-transition-en.pdf, 2023.*
[4] *UN Women and GGGI, Tools for a Gender Responsive Transition to the Green Economy: A Step-By-Step Methodology to Integrating Gender in Long-Term Low Emissions Development Strategies (LT-LEDS) Based in the Case of Burkina Faso, 2023.*
[5] *Mavisakalyan, Ashtgik and Yashvar Tarverdi, Y., 'Gender and climate change: Do female parliamentarians make difference?', European Journal of Political Economy, Vol 56, 2019.*
[6] *IPCC, Impacts, Adaptation and Vulnerability. Working Group II Contribution to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change. Geneva: IPCC, 2022.*
[7] *Wei, Yunyan. 'Gender matters: board gender diversity and firms' export resilience.' Humanit Soc Sci Commun, Vol 11, 766, 2024, https://doi.org/10.1057/s41599-024-03291-z.*

The ETF requires more extensive and more granular reporting on climate action than previous transparency frameworks under the UNFCCC. As countries must review and expand their data supply chains and improve their national transparency frameworks to meet these requirements, this provides an excellent opportunity to mainstream gender into climate transparency.

Though the ETF does not specifically require gender-disaggregated reporting,[9] the UNFCCC recommends that "methods for determining differentiated impacts, such as gathering sex [and gender]-disaggregated data, undertaking gender analysis and implementing gender budgeting techniques, should become standard practice for all countries and climate project implementers to ensure more effective, sustainable and just climate policies, plans and actions".[10]

***HIGHLIGHTED GOOD PRACTICES:***

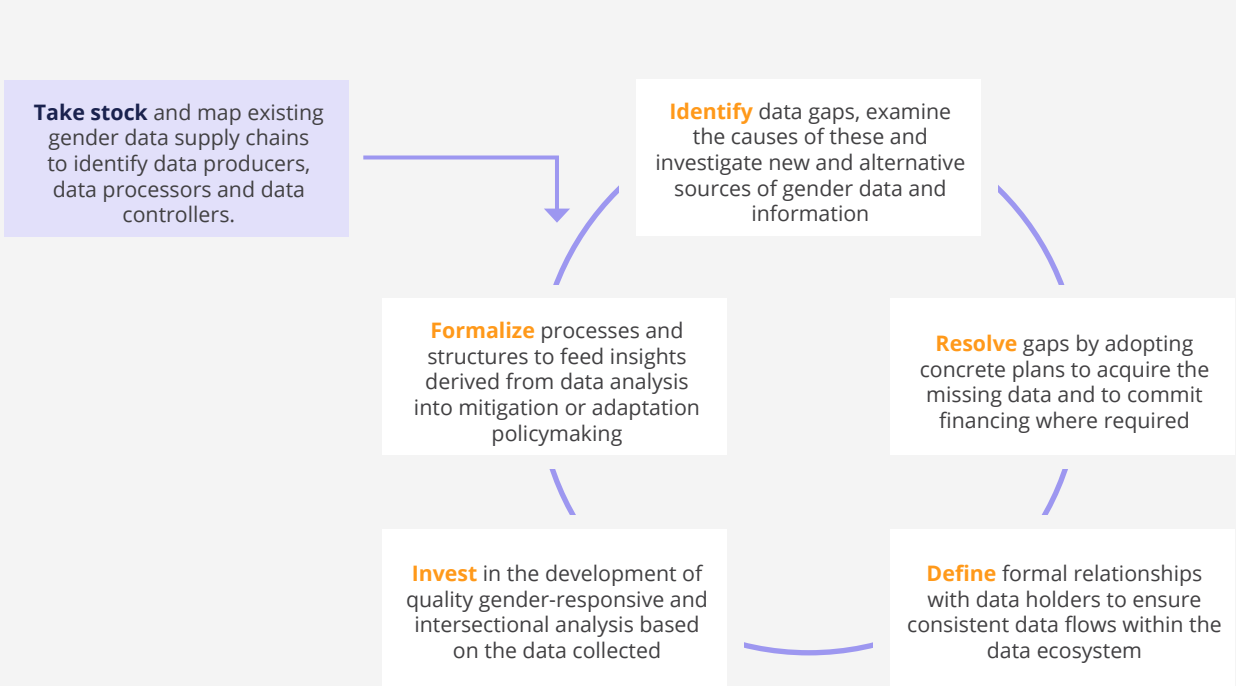
- Reach out to other departments and stakeholders to assess what relevant gender-disaggregated data is already collected, or could easily be collected.
- Develop structures and build capacities to ensure gender-disaggregated data and resulting learnings are fed into policymaking processes, as this does not happen automatically.

*[8]Allinson, Catherine, Gender Integration for Climate Action: A Review of Commonwealth Member Country Nationally Determined Contributions. Second Edition. Commonwealth Secretariat, 2022.; UNDP, 'Advancing gender equality in NDCs: Progress and higher ambitions' UNDP Data Futures Exchange, https://data.undp.org/insights/gender-and-ndc, 2024, accessed 31 October 2024.*

*[9]UNFCCC, Guidelines for the Preparation of National Communications from Parties Not Included in Annex I to the Convention, 2019 advise building of gender-diverse teams in charge of MRV.*

*[10]UNFCCC, 'Differentiated impacts of climate change on women and men; the integration of gender considerations in climate policies, plans and actions; and progress in enhancing gender balance in national climate delegations', FCCC/SBI/2019/INF.8.*

# PART 2 How can countries build gender-responsive climate data supply chains?




**The exact architecture of gender-responsive climate data supply chains will vary depending on the configuration and capacities of each country's existing transparency framework. However, this section offers some general advice on where to start or how to consolidate and formalize gender mainstreaming in climate data collection and analysis.**

The following diagram above proposes six steps to guide the development of gender-responsive climate data supply chains, starting with taking stock of existing gender data availability and identifying the relevant stakeholders involved in collecting, processing and stewarding this data. Once an overview has been produced, gaps can be identified and prioritized, which can then be addressed by investing in additional data collection or building new coalitions with data owners.

Formalizing these relationships through strong institutional arrangements and legal frameworks enhances their long-term sustainability. Collecting data does not automatically result in its use; to maximize and demonstrate the value of disaggregated data, investment in high-quality analysis is also needed. Then, concrete processes can be put in place to feed the outcomes of this analysis back into policymaking. This may reveal further data gaps, which can be addressed in successive cycles.

**Examples of potential sources of relevant data include:**

- National statistics offices
- Population registers/censuses
- Finance ministries and budgeting departments
- Government entities which have historically collected data on, e.g. water, health, energy or business and land registration

- National climate agencies
- Units responsible for gender across national and subnational government entities
- Land and business registration bodies
- United Nations agencies
- International development organizations and finance institutions
- Not-for-profit and civil society organizations
- Private sector companies, including mobile phone companies and social media companies
- Global data and research platforms
- Think tanks and academic institutions
- Citizen science and data crowdsourcing platforms

**Types of data that may be used include but are not limited to:**

- Numerical datasets and indices (e.g. from household surveys)
- Summary data and statistics, (e.g. on health impacts of extreme weather events on men and women)
- Video and oral cultural histories of Indigenous Peoples and/or marginalized groups
- Geospatial data and information, (e.g. to show the average distance to a water source of land owned by women and men)
- Proxy data (e.g. women's influence on household decision-making as a proxy for women's agency overall)[11]

Data can be harvested by aggregating quantitative and qualitative intersectional data from existing data sources as in the lists above. Proxies can be used until original sources can be obtained and data granularity can be improved over time.

Actors that collect gender and climate data should aim to reach agreements on data formats, metadata, frequency of collection and quality assurance, to maximize the interoperability of datasets and comparability over time.

Standards can also be adopted for data collection processes, to protect participants' privacy and safety. Inclusive and participatory data collection methods exist which help capture the experiences of marginalized and underrepresented groups, allowing them to share their perspectives freely without fear of retribution.

Furthermore, where feasible, target communities should be involved not only in data collection, but also in analysis and decision-making processes.[12]

For more detailed guidance on developing gender-responsive climate data value chains, see Gender and Environment Statistics: Unlocking Information for Action and Measuring the SDGs by the International Union for Conservation of Nature (IUCN).[13]

*[11]Proxies are alternative data sets which are related to or as closely as possible mirror a set of circumstances where no data is available, e.g. number of women parliamentarians as a proxy for political climate leadership opportunities for women.*
*[12]International Open Data Charter, Open-Up Guide: Using Open Data to Advance Climate Action, 2020.*
*[13]UNEP, Gender and Environment Statistics: Unlocking Information for Action and Measuring the SDGs, 2023.; Open Data Watch, GDC Report 2023, 2023.*

## CASE STUDY 1

### MEXICO

**Gender-Sensitive Taxonomy**

*The Mexico National Institute of Statistics and Geography (INEGI) is responsible for data collection and coordination within the national statistical system. Its Specialized Technical Committee on Information was established in 2010, with the remit inter alia to mainstream gender.*

*INEGI developed a 'Gender Atlas' gathering geographical and intersectional data covering demographics, education, health, work, decision-making, use of time, poverty, empowerment, violence and ethnicity, among others, to illustrate varying patterns in gender inequalities across the country.*[14]

*In March 2023, Mexico's Ministry of Finance, backed by INEGI,*[15] *launched a Sustainable Taxonomy, which covers three key sustainability challenges: climate change, gender equality and access to basic municipal services.*

*The taxonomy aims to promote transparency, enhance data accuracy and leverage funding for sustainable development by providing clarity and standardized information to investors.*

*The taxonomy: 1) measures the progress of municipalities against climate targets; 2) highlights actions taken by municipalities to advance gender equality goals through climate policies; and 3) demonstrates capacities of municipalities to measure the impact of initiatives and, where appropriate, correct or adjust actions to close gender gaps. The scope and scale of initiatives is accounted for, as is public information dissemination.*

*It is anticipated that the use of this robust and transparent framework will enhance the capacity of municipal agencies and build the confidence of prospective investors in climate action.*

### HIGHLIGHTED GOOD PRACTICES:

- Bring owners of gender and climate data together not just to aggregate data, but also to set standards, identify and address data gaps, and facilitate knowledge exchange and peer-to-peer learning.

[14] *INEGI, Atlas de Género, https://gaia.inegi.org.mx/atlas_genero/, accessed 9 October 2024*
[15] *A competent national statistics office that combines socioeconomic data with georeferenced sex-disaggregated data and information and has been guided by a Specialized Technical Committee of Information with Gender Perspective since 2010.*

# PART 3 Gender-responsive data collection for Biennial Transparency Reports

**This section of the working paper provides advice on gender-responsive data collection for the four main chapters of the Biennial Transparency Report (BTR) as prescribed by the Enhanced Transparency Framework (ETF): 1) the national greenhouse gas inventory; 2) the chapter on progress made in NDC implementation; 3) the chapter on climate change impacts and adaptation; and 4) the chapter on finance, technology and capacity-building support needed and received. A brief introduction to the reporting requirements for each BTR chapter is provided, with a rationale for mainstreaming gender. Then, one or more case studies are presented to demonstrate the potential benefits of gender-responsive climate transparency frameworks.**

## 3.1. Gender and emissions: National Greenhouse Gas Inventory

### What is it?

The national greenhouse gas inventory provides an overview of a country's GHG emissions and removals. The UNFCCC has developed standard tables, known as Common Reporting Tables (CRTs), which can be used to compile this inventory. In these tables, countries can fill in data on emissions from energy, industrial processes and product use, agriculture, land use, land-use change and forestry, and waste.

### Why consider gender in GHG inventories?

Studies have found that men have greater carbon footprints than women on average, primarily because they tend to use more energy, for example for transport. In Sweden, the difference was found to be 16 per cent.[18] Women and men have different energy use and travel patterns due to their different roles in households and society.

> ***"All countries shall report a national inventory report of GHG emissions and removals following the BTR guidelines, which incorporate the 2006 IPCC Guidelines (mandatory) and the Wetlands Supplement (encouraged)."***
>
> *UNFCCC, 2022. Reference Manual for the Enhanced Transparency Framework under the Paris Agreement*

Also relevant is the fact that the workforces of high-emitting sectors, such as energy, industry and transport, tend to be male-dominated. Fewer women can be found in these sectors especially in technical and leadership roles.

Agriculture is also a male-dominated sector around the world.[19] In low- and middle-income countries, large livestock tends to be kept by men, while women more often keep poultry and small livestock, which generate fewer emissions. Manure management systems may also differ between men and women.[20] Land use, land-use change and forestry emissions are also affected by gender; men tend to have greater access to and decision-making power over land than women.[21]

Though the CRTs only require aggregate emissions data, the ultimate purpose of the collation of regular GHG inventories is to measure the effects of climate action over time and inform climate policymaking. Understanding gender differences in emissions and in decision-making power over economic activities and assets that generate emissions can aid improved policymaking, as the case studies below demonstrate.

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*[16]A taxonomy is a hierarchical classification system that organizes and categorizes activities, investments or initiatives based on specific attributes or indicators. This structured framework allows for a clearer understanding and analysis of efforts aimed at addressing climate change and promoting gender equality.*
*[17]Souza, Leisa and Thatyanna Gasparotto, 'A New Taxonomy is Born: Insights on the Mexican Sustainable Taxonomy', Natixis, <https://gsh.cib.natixis.com/our-center-of-expertise/articles/a-new-taxonomy-is-born-insights-on-the-mexican-sustainable-taxonomy>, accessed 9 October 2024.*
*[18]Carlsson Kanyama, Annika, Jonas Nässén and René Benders, 'Shifting expenditure on food, holidays, and furnishings could lower greenhouse gas emissions by almost 40%', Journal of Industrial Ecology, Vol 25:6, December 2021, https://doi.org/10.1111/jiec.13176.*

## CASE STUDY 2

### URUGUAY

***Unlocking gender-disaggregated data for National Greenhouse Gas Inventories***

*To integrate a gender perspective into the implementation of its National Climate Change Policy, Uruguay has developed both a National Strategy and an Action Plan for Gender and Climate Change. The Strategy recognizes the benefits of gender-disaggregated greenhouse gas inventories, even though this is not currently a UNFCCC requirement.*

*Since 2018, Uruguay has had a Gender Working Group within its National Climate Change Response System. In 2019, an assessment was undertaken of the feasibility of integrating gender into Uruguay's national GHG inventory. All organizations and agencies that provide data for the GHG inventory were surveyed to ascertain the availability of gender-disaggregated data or the possibility of obtaining this.*

*The assessment found that at the time, most data in the GHG inventory could not be cross-referenced with personal data, and that gender-disaggregation was therefore not possible. However, it identified entry points for the development of gender-disaggregated data in the future.*[22]

*In 2021, Uruguay connected its national GHG inventory with a gender-responsive measurement, reporting and verification (MRV) system. In 2023, the Gender and National GHG Inventory Working Groups, together with the Ministry of Environment, published a guide on the integration of a gender focus in National GHG Inventories.*[23]

*It includes advice on identifying actors and data sources, analysing gender-disaggregated data and finally, using the findings to develop gender-responsive mitigation policies and strategies.*

*Uruguay's 2019 Biennial Update Report (BUR) included a dedicated section on gender and national targets, for example, to advance gender equality in the urban transport sector, which has a workforce that is 85 per cent male.*

*In addition, training has been provided to municipal officials to incorporate gender perspectives and disaggregated data into MRV systems and urban planning and policymaking.*

[19] *See, e.g. Ressia, Susan et al., 'Farm Businesswomen's Aspirations for Leadership: A Case Study of the Agricultural Sector in Queensland, Australia.' Frontiers in Sustainable Food Systems, Vol 6, 2022. DOI: 10.3389/fsufs.2022.838073*

[20] *Tusiime, Felly M., and Bernard Fungo, 'Capacity building for gender-disaggregated data in Uganda's greenhouse gas inventory', Climate Transparency Platform, May 2020, https://climate-transparency-platform.org/sites/default/files/project_document_file/4-fact-4-fact-sheet-4-capacity-building-gender-disaggregated-data-ugandas-greenhouse-gas-inventory.pdf, accessed 9 October 2024.*

[21] *OHCR, 'Insecure land rights for women threaten progress on gender equality and sustainable development', July 2017, https://www.ohchr.org/sites/default/files/Documents/Issues/Women/WG/Womenslandright.pdf, accessed 9 October 2024.*

[22] *Government of Uruguay, Estrategia de Género y Camboio Climático, Havia un plan de acción 2020-2025, https://www.gub.uy/ministerio-ambiente/sites/ministerio-ambiente/files/2020-07/Estrategia_de_Genero_y_Cambio_Climatico_0.pdf, accessed 9 October 2024.*

[23] *SNRCC Uruguay, Orientaciones para el análisis de género de los Inventarios Nacionales de Gases de Efecto Invernadero, 2023, https://www.gub.uy/ministerio-ambiente/sites/ministerio-ambiente/files/documentos/publicaciones/Orientaciones%20para%20el%20an%C3%A1lisis%20de%20g%C3%A9nero%20del%20INGEI.pdf, accessed 9 October 2024.*

## CASE STUDY 3

### NORTH MACEDONIA

**Gender analysis to advance emissions reductions**

*In 2017, Lebanon and five Western Balkan countries, Albania, Bosnia and Herzegovina, Montenegro, North Macedonia and Serbia, participated in a UNDP/UNEP Global Support Programme Pilot to mainstream gender into climate transparency and MRV.[24] In five of the six countries, national statistics offices already regularly collected and published sex-disaggregated data on employment, roles and wages in agriculture, energy and transport, but this data was not systematically analysed in the context of climate change nor used to design climate-related projects. A lack of staff with data analysis expertise compounded the challenge.*

*To close these gaps, North Macedonia established a network of 319 individuals (over 60 per cent women) working on climate change and gender in national and local governments. In addition, a database was launched collecting details of people working on gender and climate change in a range of public, private, academic and civil society organizations.[25]*

*The vast majority, (76 per cent) of households in North Macedonia use biomass, predominantly firewood, for heating. The burning of firewood generates significant GHG emissions and causes indoor and outdoor air pollution – especially in cities such as Skopje, where 35 per cent of households use woodburning devices for heating even in central districts.[26]*

*The Government initially employed a 'first come, first served' subsidy model for replacing polluting and inefficient heating appliances with energy-efficient alternatives, but the initiative failed to reach those most in need.[27]*

*Drawing on the expertise of the established network, and using innovative data collection methods, including a perception study which collected over a thousand anecdotal 'micronarratives' on the effects of climate change as experienced by individuals,[28] a comprehensive sex-disaggregated data set on gender and climate change mitigation was developed. Indicative findings showed that women were more likely than men to take action to reduce emissions, for example by investing in insulation and energy-efficient appliances. In addition, a socioeconomic analysis pinpointed the most vulnerable groups and led to a change in the government's approach. Heating subsidy criteria were amended to target the 10,000 most vulnerable households in the cities most affected by pollution, which included many single elderly women on low incomes.*

*Since participating in the programme, North Macedonia has also taken steps to integrate gender into its National GHG Inventory and other reporting processes. For the country's third BUR and fourth National Communication in 2019–2020, an analysis was conducted of gendered emissions patterns and of the gender equality impacts of the country's national climate change policies. The analysis covered emissions data, institutional arrangements, gender roles, and barriers and challenges men and women face in four key sectors: transport, agriculture, energy use in households, and information and communication technologies.*

[24] UNDP, Gender mainstreaming into climate transparency and measurement, reporting and verification (MRV) 2017-2020, 2021.
[25] Grozdanova, Elena, 'North Macedonia's experience using gender data and analysis to support CC policies', 2020, https://unfccc.int/sites/default/files/resource/NORTH%20MACEDONIA%20Elena%20Grozdanova.pdf, accessed 9 October 2024.
[26] The issue is exacerbated by the fact that people also burn other things, such as waste, in their stoves. See UNDP, 'Major New Survey of Household Heating Identifies Some Key Causes of Skopje's Soaring Levels of Pollution', UNDP North Macedonia, January 17, 2018, https://www.undp.org/north-macedonia/news/major-new-survey-household-heating-identifies-some-key-causes-skopjes-soaring-levels-pollution, accessed 9 October 2024.

*The National Inventory Report submitted as part of North Macedonia's fourth National Communication highlights some of the findings of the analysis, such as the fact that just 13 per cent of car owners in the country are male, and that vulnerable households are more likely to use polluting fuels for heating.*[29]

*The third BUR included concrete measures to enhance the gender-responsiveness of North Macedonia's greenhouse gas inventory process:* [30]

- *Engage gender specialists from government, private sector and civil society to develop a gender analysis framework for GHG data collection across sectors within the national context.*
- *Establish criteria for technical working group (TWG) membership to ensure that social and gender analysis specialists participate in all aspects of the GHG inventory process.*
- *Ensure the work plan highlights categories where gendered divisions of labour indicate scope for in-depth gender analysis.*
- *Where GHG inventories connect to social data (e.g. employment data, household energy use data), ensure collection of sex-disaggregated data, identify gaps in data and include consideration of gender issues in strategies to overcome data constraints.*

*North Macedonia has also developed a set of Gender and Climate Change Indicators, with one indicator to date related to the number of women engaged in preparing the national GHG inventory related to the national GHG inventory refers to the number of women engaged in preparing the inventory.*[31]

### *HIGHLIGHTED GOOD PRACTICES:*

- Identify the entry points where socioeconomic data connects to GHG inventory data (e.g. employment data for high-emitting sectors, household energy and energy use data) and ensure gender-disaggregated data is collected and considered in GHG inventories.
- Gender data can be sensitive; ensure collection, storage and use of gender-disaggregated data meets privacy standards.
- Establish networks and working groups of gender data specialists across sectors and departments to facilitate learning and systemic gender mainstreaming.

[27] *Grozdanova, 2020.*
[28] *UNDP, 'Gender & Climate: How hot does it have to get for change?', UNDP North Macedonia, 8 March 2021, https://www.undp.org/north-macedonia/blog/gender-climate-how-hot-does-it-have-get-change, accessed 9 October 2024.*
[29] *Republic of Macedonia, Fourth National Communication on Climate Change: National Inventory Report, 2021, https://unfccc.int/sites/default/files/resource/IV%20Inventory%20report.pdf, accessed 1 November 2024.*
[30] *Apostolova, Olgica, Macedonian Gender and Climate Change Indicators, Klimatski Promeni, 2020, https://api.klimatskipromeni.mk/data/rest/file/download/07015e39e-a890385d9fb9786be635fa574f1313f56f64879be43002c9a8f6b7c.pdf, accessed 9 October 2024. Ministry of Environment and Physical Planning (North Macedonia), Macedonian Third Biennial Update Report on Climate Change, August 2020, https://www4.unfccc.int/sites/SubmissionsStaging/NationalReports/Documents/217569_North%20Macedonia-BUR3-1-1%20TBUR_EN_f.pdf, accessed 9 October 2024.*
[31] *Apostolova, 2020.*

## 3.2. Gender and climate change mitigation: Progress made in NDC implementation

### What is it?

This section of the BTR provides information necessary to track progress made in implementing and achieving Nationally Determined Contributions (NDCs) under the Paris Agreement.

It also provides contextual information, such as details on institutional arrangements relevant to climate change mitigation, as well as information on how progress towards NDC objectives is tracked (e.g. what indicators are used?), and on NDC-aligned policies and measures that have been adopted to mitigate GHG emissions.

### Why consider gender in NDC progress tracking?

The 2023 Global Stocktake (GST) found that countries are increasingly committed to inclusive, intergenerational and gender-based approaches to climate action,[32] as recognition grows of the fact that gender-responsive climate policies are more effective.[33]

The UNFCCC's 2023 NDC Synthesis Report found that 79 per cent of Parties now provide information related to gender in their NDCs.

Forty per cent of NDCs refer to "specific tools and methods" such as gender analyses, indicators, disaggregated data and gender-responsive budgeting. The focus on gender in NDCs is growing; of Parties that addressed gender, 38 per cent had not referred to gender in their previous NDC at all.[34]

To facilitate a just transition in which burdens and benefits are shared equitably between women and men, it is important to understand and report on the gender dimensions of mitigation policies. Their different needs must be understood and considered in the design of decarbonized economies.

In addition, the jobs created through low-carbon transitions should benefit both women and men.

*[32]UNFCCC, 'Global stocktake secretariat synthesis reports and addendas', https://unfccc.int/global-stocktake-secretariat-synthesis-reports-and-addendas, accessed 9 October 2024.*
*[33]UNDP Climate Promise, 'What does gender have to do with climate change?', 2023.*
*[34]UNFCCC, Nationally determined contributions under the Paris Agreement. Synthesis report by the secretariat, 2023, https://unfccc.int/documents/632334, accessed 9 October 2024.*
*[35]Government of Canada, 'What is Gender-based Analysis Plus', Women and Gender Equality Canada, https://www.canada.ca/en/women-gender-equality/gender-based-analysis-plus/what-gender-based-analysis-plus.html, accessed 9 October 2024.*

## CASE STUDY 4

### CANADA

**Gender-Based Analysis Plus programme informs policy and budget**

*Canada's Gender-Based Analysis Plus (GBA Plus) tool helps different government departments understand gender dimensions of issues they are trying to tackle and develop initiatives that address diverse needs and are accessible to all.[35] Environment and Climate Change Canada uses GBA Plus to analyse the gender impacts of its climate change mitigation and adaptation policies and programmes.[36] In addition, the 2018 Canadian Gender Budgeting Act requires the Minister of Finance to monitor and publish the gender and diversity impacts of all budget measures, including those that finance climate mitigation and adaptation.*

*A specific example is the gender-based analysis which informed the Canadian Minerals and Metals Plan. Disused mines are a significant source of environmental pollution from carbon dioxide, sulfur dioxide and methane release. Indigenous women and girls are particularly vulnerable to the harmful effects of this pollution, as their livelihoods are more likely to depend on land and water, which also increases their exposure to pollutants.[37]*

*Abandoned mine reclamation programmes reduce pollution while creating employment in remote areas, but without a gender-responsive approach, men are likely to benefit most from these as they make up the vast majority of the mining sector workforce.*

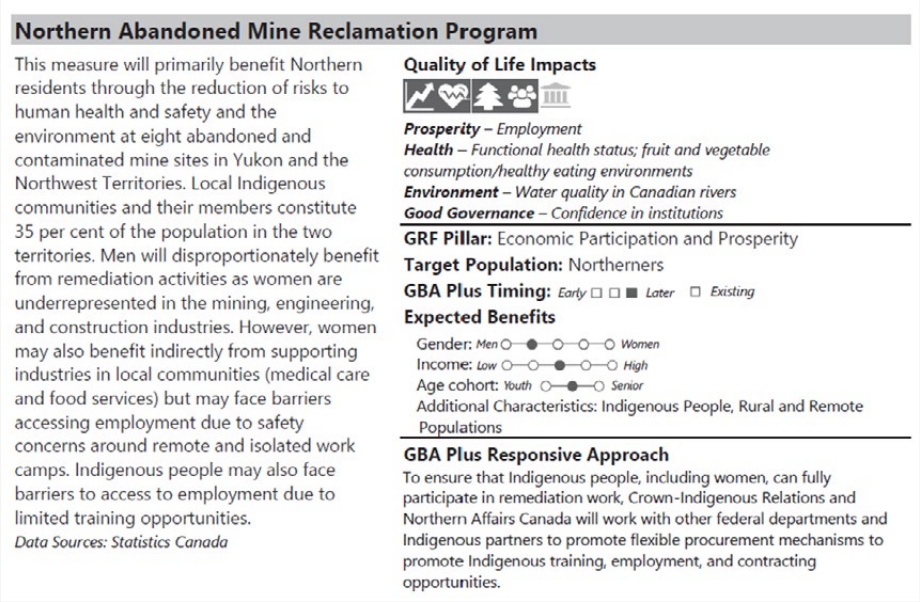
*In addition, as the 2019 National Inquiry into Missing and Murdered Indigenous Women and Girls found, mining-related projects, which generally involve bringing largely male workforces into remote areas, carry the risk of exacerbating violence against Indigenous women and girls.[38] The work environment in isolated work camps also may be unsafe for women in the mine remediation workforce.*

*To maximize benefits and minimize risks of mine remediation for women and Indigenous Peoples, and particularly for Indigenous women, the strategy for the Northern Abandoned Mine Reclamation Programme was developed together with First Nations landowners. Measures were also put in place to break down traditional barriers to employment for Indigenous women, helping to shape a just transition (see Figure 1 for a report card on the programme from the Budget 2023 Impacts Report).[39]*

*This case demonstrates the benefits of the collection and analysis of gender-disaggregated data on high-emitting sectors. The resulting knowledge can be used to mainstream the consideration of intersectional inequalities and the diverse needs of vulnerable groups into the design of climate actions, to maximize their effectiveness and socioeconomic co-benefits.*

*In Canada's fourth Biennial Report, a gender perspective is incorporated especially in climate finance aspects, highlighting the importance of empowering women and girls through climate action.[40]*

[36] Government of Canada, '2023-23 Departmental Plan: Gender-based Analysis Plus', https://www.canada.ca/en/environment-climate-change/corporate/transparency/priorities-management/departmental-plans/2023-2024/supplementary-tables/gender-based-analysis-plus.html#toc3, accessed 9 October 2024.
[37] Bond, Adam and Leah Quinlan, Indigenous Gender-based Analysis for Informing the Canadian Minerals and Metals Plan, 2018, https://internationalwim.org/wp-content/uploads/2020/07/indigenous-gender-based-analysis-cmmp_.pdf, accessed 9 October 2024; Government of Canada, Budget 2023. Statement and Impacts Report on Gender, Equality, Diversity and Quality of Life, 2023, https://www.budget.canada.ca/2023/report-rapport/gdql-egdqv-01-en.html, accessed 9 October 2024.
[38] National Inquiry into Missing and Murdered Indigenous Women and Girls, Reclaiming Power and Place: Executive Summary of the Final Report, 2019, https://www.mmiwg-ffada.ca/wp-content/uploads/2019/06/Executive_Summary.pdf, accessed 9 October 2024.
[39] Bond and Quinlan, 2018; Government of Canada, 2023.
[40] Government of Canada, Canada's 4th Biennial Report to the United Nations Framework Convention on Climate Change (UNFCCC), 2020, https://unfccc.int/documents/209928, accessed 5 November 2024



**Northern Abandoned Mine Reclamation Program**

This measure will primarily benefit Northern residents through the reduction of risks to human health and safety and the environment at eight abandoned and contaminated mine sites in Yukon and the Northwest Territories. Local Indigenous communities and their members constitute 35 per cent of the population in the two territories. Men will disproportionately benefit from remediation activities as women are underrepresented in the mining, engineering, and construction industries. However, women may also benefit indirectly from supporting industries in local communities (medical care and food services) but may face barriers accessing employment due to safety concerns around remote and isolated work camps. Indigenous people may also face barriers to access to employment due to limited training opportunities.

*Data Sources: Statistics Canada*

**Quality of Life Impacts**

***Prosperity*** *– Employment*
***Health*** *– Functional health status; fruit and vegetable consumption/healthy eating environments*
***Environment*** *– Water quality in Canadian rivers*
***Good Governance*** *– Confidence in institutions*

**GRF Pillar:** Economic Participation and Prosperity

**Target Population:** Northerners

**GBA Plus Timing:** *Early* ☐ ☐ ■ *Later* ☐ *Existing*

**Expected Benefits**

Gender: *Men* ○—●—○—○—○ *Women*
Income: *Low* ○—○—●—○—○ *High*
Age cohort: *Youth* ○—●—○ *Senior*
Additional Characteristics: Indigenous People, Rural and Remote Populations

**GBA Plus Responsive Approach**

To ensure that Indigenous people, including women, can fully participate in remediation work, Crown-Indigenous Relations and Northern Affairs Canada will work with other federal departments and Indigenous partners to promote flexible procurement mechanisms to promote Indigenous training, employment, and contracting opportunities.

*Figure 1: GBA Plus Responsive Approach for the Northern Abandoned Mine Reclamation Programme*

## CASE STUDY 5

### FIJI AND VANUATU

***Integrating gender across climate policy frameworks***

*Fiji has mainstreamed gender into climate action through several policies which together form a framework for action. The 2021 Climate Change Act states that its implementation must be in accordance with the principles of gender equality and women's empowerment.[41] The National Climate Change Policy 2018–2030 is underpinned by three "policy pillars": human rights-based, gender-responsive and evidence-based. The National Disaster Risk Reduction Policy 2018–2030 incorporates "human rights and gender-based approaches" as one of eight guiding principles.*

*In 2021, the Ministry of Economy developed a specific Gender Equity and Social Inclusion Policy, including gender-disaggregated and gender-responsive key performance indicators, as part of its efforts to gain Green Climate Fund (GCF) accreditation.[42] Fiji also has a National Gender Policy, which dates from 2014.*

*In addition, Fiji has recently published Gender-Responsive Budgeting Guidelines to mainstream gender-responsiveness into budget cycle processes across the public sector.*

*A Gender Mainstreaming Action Group has been established within the Ministry of Finance to provide oversight over the roll-out of gender-responsive budgeting.[43]*

[41] *Asian Development Bank, Women's Resilience in Fiji: How Laws and Policies Promote Gender Equality in Climate Change and Disaster Risk Management, 2022, https://www.adb.org/publications/women-resilience-fiji-gender-equality-climate-change, accessed 9 October 2024; Government of Fiji, Climate Change Act 2021, 2021, https://faolex.fao.org/docs/pdf/fij208300.pdf, accessed 9 October 2024.*
[42] *Allinson, 2022; Ministry of Economy (Fiji), Gender Equity & Social Inclusion Policy 2021-2024 and Action Plan 2021-2022, 2022, https://fijiclimatechangeportal.gov.fj/wp-content/uploads/2022/01/Fiji_GenderEquitySocialInclusionPolicy_ActionPlan_GESI-Policy.pdf, accessed 9 October 2024.*
[43] *Ministry of Finance Strategic Planning National. Development and Statistics (Fiji), Gender Responsive Planning and Budgeting Manual, Fiji, MoFSPNDS/MWCSP, 2024, https://www.finance.gov.fj/wp-content/uploads/2024/02/GRPB-MANUAL-2024-v1.pdf, accessed 9 October 2024.*

*References to gender mainstreaming have also been incorporated into Fiji's 2020 NDC, which states that "all approaches and methods for adaptation and mitigation are guided by the consideration of gender issues, support improved gender-balance in both the decision-making processes and related implementation arrangements, promote gender-equitable benefits, and achieve outcomes which ensure that gender is a key consideration when programming finance and capacity-building".[44]*

*In the second half of 2024, the Government of Fiji began working with the UN Economic and Social Commission for Asia and the Pacific (ESCAP) and UN Women on a project to identify information needs and develop indicators on gender and climate change.[45] The Research and Library Services department of the Fiji Parliament already curates a Gender Data Hub for parliamentarians' use, though this just includes links to other websites, not all of which contain data specific to Fiji.[46]*

*In Vanuatu, beyond a robust policy framework and a commitment to gender-responsive budgeting, the 2021 NDC acknowledges that culturally influenced gender roles and responsibilities confine women's activities and mobility, and that women are under-represented in renewable energy and mitigation activities.*

*The NDC includes Gender and Social Inclusion as one of the Adaptation Priority Areas and highlights eight commitments to reducing the vulnerability of women and girls to climate change impacts.[47]*

*The country's National Gender Equality Policy 2020–2030 reports, in a section about advancing women's leadership, that Community Disaster and Climate Change Committees and water resource committees with female members function better than those without.[48]*

[44] Republic of Fiji, Fiji's Updated Nationally Determined Contribution, 2020, https://unfccc.int/sites/default/files/NDC/2022-06/Republic%20of%20Fiji%27s%20Updated%20NDC%2020201.pdf, accessed 9 October 2024.
[45] Fiji Bureau of Statistics, 'National consultation: Harnessing the Power of Data to Inform a Gender-Climate Change Nexus', 2024, https://www.unescap.org/sites/default/d8files/event-documents/Concept_Note_Gender-Climate_Change_Nexus_Fiji_18-19Sep2024.pdf, accessed 1 November 2024.
[46] Government of the Republic of Fiji, Gender Data Hub, n.d., https://www.parliament.gov.fj/gender-data-hub/, accessed 1 November 2024.
[47] Government of Vanuatu, Vanuatu's Revised and Enhanced 1st Nationally Determined Contribution 2021–2030, 2022, https://unfccc.int/sites/default/files/NDC/2022-08/Vanuatu%20NDC%20Revised%20and%20Enhanced.pdf, accessed 9 October 2024.
[48] According to the National Gender Equality Policy 2020–2024.

## CASE STUDY 6

### MOZAMBIQUE

***Gender mainstreaming in REDD+ activities***

*Mozambique was an early adopter of international efforts to improve transparency in climate action. The country began working with ICAT and the UNEP Copenhagen Climate Centre in 2017 to strengthen its institutional framework for MRV. Since then, progress has been made in the institutionalization of the MRV system, with responsibilities and mandates formally established.*

*Mozambique was also the first country to develop a combined Gender, Environment and Climate Change Strategy and Action Plan, in 2010, having recognized the benefits of integrating efforts to combat climate change and advance gender equality. One project that combined climate mitigation with women's empowerment sought to formalize the sustainable charcoal value chain, introduced improved charcoal kilns and promoted the use of charcoal waste for cookstove briquette production. It included measures that reduced barriers to entry into the sector for women and created new employment opportunities for women, for example in briquette packaging and the manufacturing and trade of efficient stoves.*[49]

*In Mozambique's 2022 BUR, the country reported that successful mitigation action through REDD+ and participation in carbon markets resulted in an 87 per cent reduction in annual deforestation, from a high of 360,000 ha in 2010 to 50,000 ha in 2016. GHG emissions from deforestation decreased by 80 per cent.*[50] *Mozambique was an early adopter of REDD+ too, and its 2016–2030 REDD+ strategy includes commitments to consider gender issues, ensure equitable benefit-sharing between women and men, and focus on women as agents of change for the adoption of alternative energy technologies.*[51]

## CASE STUDY 7

### NIGERIA

***Mainstreaming gender into sectoral and transparency frameworks***

*Nigeria's updated NDC includes a dedicated section on Gender Inclusion and was informed by a gender analysis which found a general lack of access to and control of resources by women compared to men in priority sectors.*[52] *The NDC also aligns to the National Action Plan on Gender and Climate Change for Nigeria, which aims to guarantee the inclusion of "all demographics in the formulation and implementation of climate change initiatives, programmes and policies".*[53] *The National Action Plan on Gender and Climate Change was informed by multi-stakeholder dialogues with involvement of civil society, government, the private sector, media (to facilitate advocacy, reporting and awareness creation) and faith-based entities (to facilitate communications to civil society) (see Figure 2 below). Journalists interviewed major stakeholders and reported on developments on radio and television. For each of the five priority sectors identified (agriculture, forestry and other land use, food security and health, energy and transport, waste management and water and sanitation), the plan defines objectives, timelines, indicators and responsible institutions.*

*Stakeholder consultation processes are important to build trust in the development process of the plan and broad ownership, while clear goals and indicators support transparency and build trust during the implementation period.*[54]

*Nigeria is also actively increasing participation of women in parliament and other high-level positions in government, especially in financial decision-making bodies.*

*The country's Climate Finance Policy aims to "promote a low-carbon, climate-resilient and gender-responsive sustainable socio-economic development." [55] The Gender and Climate Change Action Plan includes a goal to advance gender-responsive budgeting, with the aim to increase public investment in gender-sensitive programmes, and to improve women's access to finance.*

*In 2023, Nigeria launched its third project in partnership with ICAT, to develop an MRV system able to track just and gender-inclusive energy transitions, while also improving cooperation for just energy transitions between the government, labour and employer associations.[56] It is expected that robust, gender-responsive policies with clear action plans and regular reporting of gender and climate impacts will not only build trust among the Nigerian public, but will also help the country to grow its credibility in domestic and international financial markets, and ultimately attract more climate-related investment.*

## TOOLBOX: Gender Action Plans

***Through the development and implementation of gender action plans (GAPs), countries can address specific priorities or target gender-related barriers that hamper the effectiveness of policies and measures. Priorities set in a GAP may include, for example, fast-tracking women into climate-related technical leadership roles; increasing women's ownership of/control over land and resources for improved food security; or addressing sociocultural norms that perpetuate gender inequalities and exacerbate women's vulnerability to climate change. GAPs should be developed with input from a broad range of stakeholders from different sectors and levels of government. As far as possible, they should include clear road maps for their implementation, including objectives, activities, timelines, budgets, responsible persons or institutions, and indicators for MRV.***

[49] *Munjovo, Rosta Mate et al., Description of the implementation of the ICAT Guidance on Sustainable Development, and recommendations on how to improve monitoring and reporting for the related sectors, 2019, https://climateactiontransparency.org/wp-content/uploads/2022/06/Deliverable-4-Report-providing-a-description-of-the-implementation-of-the-ICAT-guidance.pdf, accessed 1 November 2024.*

[50] *Ministry of Land, Environment and Rural Development (Mozambique), First Biennial Update Report (BUR), 2022. The country intends to improve the quality of information on mitigation actions, in a logic of continuous improvement, in the second BUR and the first Biennial Transparency Report to be submitted under the ETF.*

[51] *Ministry of Land, Environment and Rural Development (Mozambique), Estratégia Nacional para a Redução de Emissões por Desmatamento e Degradação Florestal, Conservação de Florestas e Aumento de Reservas de Carbono Através de Florestas (REDD+) 2016–2030, 2016, https://www.fnds.gov.mz/index.php/en/component/edocman/estrategia-nacional-do-redd/download, accessed 9 October 2024.*

[52] *Federal Government of Nigeria, Nigeria's First Nationally Determined Contribution - 2021 Update, 2021, https://unfccc.int/documents/497790, accessed 4 November 2024*

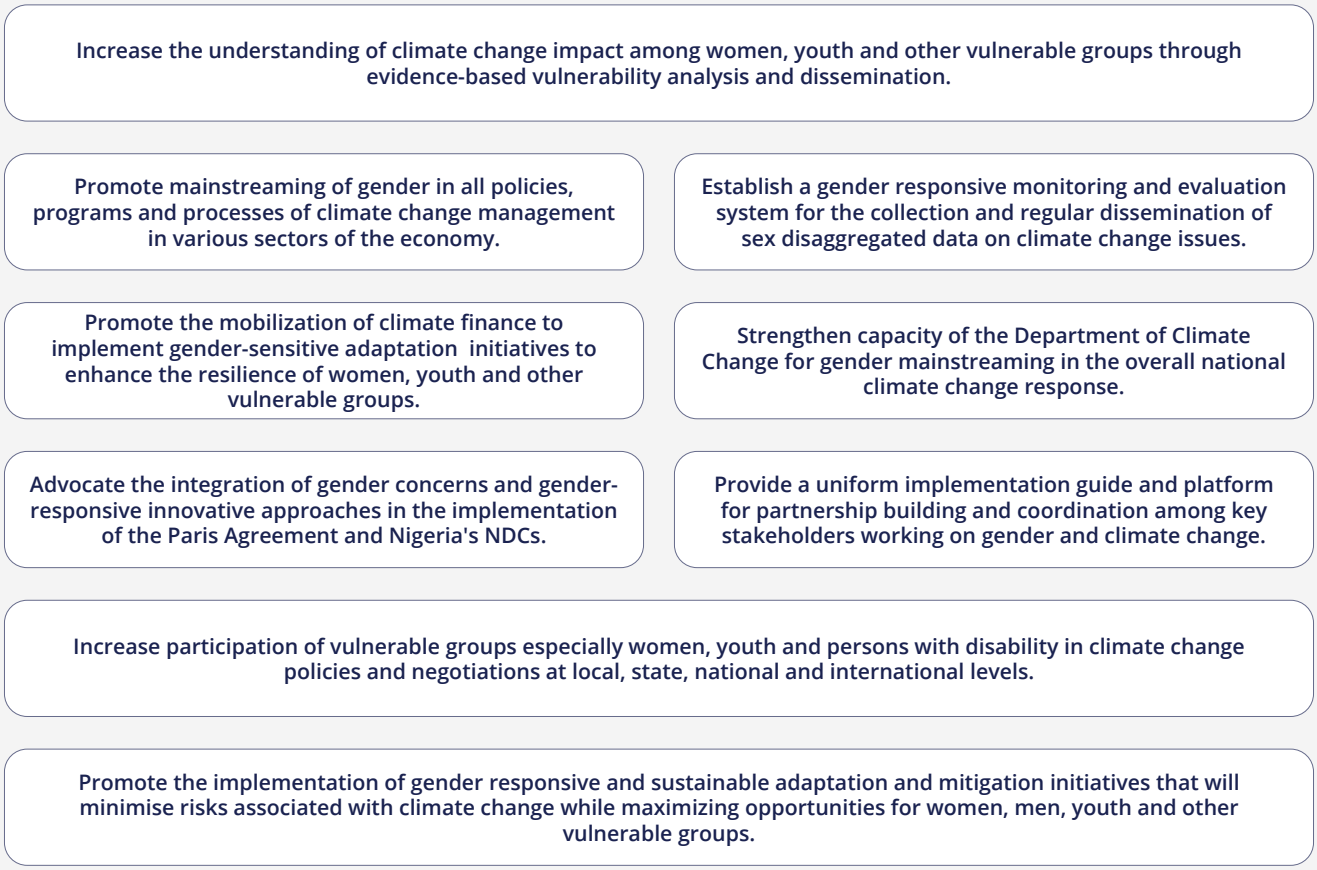



*Figure 2: The top-level objectives of Nigeria's National Action Plan on Gender and Climate Change*

### *HIGHLIGHTED GOOD PRACTICES:*

- Pursue gender mainstreaming in climate transparency frameworks as part of government-wide mainstreaming efforts, to maximize synergies and learning.
- Formalize gender mainstreaming goals by incorporating them in official policies and documents, such as NDCs.
- Involve broad groups of stakeholders, including the media, in the development of gender action plans, to enhance transparency and support.

[53] *Department of Climate Change, Federal Ministry of Environment of Nigeria, National Action Plan on Gender and Climate Change for Nigeria, 2020, https://faolex.fao.org/docs/pdf/NIG209958.pdf, accessed 6 November 2024.*
[54] *ICAT, 'COP28 Side-event: Transparency of Just Transitions', ICAT Knowledge Hub, https://climateactiontransparency.org/cop28-side-event-transparency-of-just-transitions/, accessed 9 October 2024.*
[55] *Federal Ministry of Environment, Department of Climate Change (Nigeria), 2021.*
[56] *ICAT Just and Gender-Inclusive Transition Project*

## 3.3. Gender and vulnerability: Climate impacts and adaptation

### What is it?

In this section of the BTR, countries should describe their vulnerabilities to climate change impacts and describe institutional and policy/legal frameworks, strategies, goals and actions relevant to climate adaptation. They should also report on their MRV frameworks for adaptation, and on progress made towards implementing the described plans and policies and achieving adaptation goals.

### Why consider gender dimensions of adaptation?

The differentiated vulnerabilities to climate impacts and unequal adaptive capacities of women and men have long been recognized. Women tend to be more vulnerable than men due to several factors, including the fact that they, on average, have lower incomes and less control over resources than men, and that they tend to be in charge of providing food, water, and energy for their households, tasks which are often made more difficult by climate change. Women charged with keeping children and elderly relatives safe are themselves more vulnerable to extreme weather events such as floods and storms. In the aftermath of extreme weather events, women in shelters may be extra vulnerable to gender-based violence. It is important for governments to understand gender differences in climate vulnerability and adaptive capacity, so that adaptation measures can be designed to ensure the safety and well-being of all groups. A 2022 review of over 17,000 global studies conducted between 2014 and 2020 found that adaptation policies and interventions that acknowledge the root causes of gender inequality, and that are gender-sensitive from the outset in design, planning and implementation, tend to be more effective.[57]

***"This chapter of the BTR should contain, as appropriate, information on:***

- *National circumstances, institutional arrangements and legal frameworks relevant to this chapter heading*
- *Impacts, risk and vulnerabilities*
- *Adaptation priorities and barriers*
- *Adaptation strategies, policies, plans, goals and actions to integrate adaptation into national policymaking*
- *Progress on the implementation of adaptation*
- *Monitoring and evaluation of adaptation actions and processes*
- *Averting, minimizing and addressing loss and damage associated with climate change impacts*
- *Cooperation, good practices, experience and lessons learned*
- *Other matters deemed relevant by the Party"*

*UNFCCC, 2022. Reference Manual for the Enhanced Transparency Framework under the Paris Agreement.*

**To facilitate effective, gender-responsive adaptation planning, countries need data that allow them to:**

- Track climate variability over time and its impacts on different genders.
- Identify gender-differentiated vulnerabilities resulting from climate variability.
- Track the gender-differentiated resilience impacts of adaptation policies and programmes to determine whether adjustments are required.
- Evaluate the effects of adaptation policies and programmes on gender inequality overall.
- Report progress against adaptation and gender targets at local, subnational and national levels.

[57] *Roy, Joyashree., et al. 'Synergies and trade-offs between climate change adaptation options and gender equality: a review of the global literature', Humanities and Social Sciences Communications Volume 9, Article number: 251, 2022.*

## CASE STUDY 8

***MONTENEGRO***

***Developing MRV systems for efficient data flows***

*Montenegro has developed a Gender Action Plan for Climate Change MRV to incorporate a gender perspective into climate change policy and mainstream gender into climate change transparency frameworks. It includes three key objectives, and for each of these defines activities, responsible institutions, timelines, funding sources and indicators.*

*The objectives are:*

1. *Improve the climate-change-related legislative framework by incorporating a gender perspective.*
2. *Strengthen national institutions to mainstream gender into the climate change transparency framework.*
3. *Improve the availability and quality of sex-disaggregated data in the context of climate change.*[58]

*Montenegro is working to improve the collection and sharing of sex- and gender-disaggregated data for MRV purposes. Quality assurance processes and controls have been designed and roles and responsibilities of key stakeholders determined. The Working Group on Climate Change of the National Council for Sustainable Development now includes a dedicated gender representative.*[59]

*Employees of the statistics agency have been trained in the collection and analysis of sex- and gender-disaggregated data, as well as in monitoring the outcomes of gender-related adaptation projects in priority sectors, such as health and education.*

*Montenegro is currently developing its National Adaptation Plan, with UNDP support. One of the goals of this process is to develop an improved evidence base for the design of gender-sensitive adaptation solutions.*

*Assessments are under way to identify gender-specific climate risks and vulnerabilities, and the final plan will include gender-sensitive adaptation goals, targets and indicators for four priority sectors. A separate gender action plan will also be developed.*[60]

### *HIGHLIGHTED GOOD PRACTICES:*

- Use gender-disaggregated data, including on vulnerability and adaptation, to develop gender action plans and strategies that are concrete and actionable, including budgets, timelines, indicators and responsible parties, to enhance accountability.

[58] *Apostolova, Olgica, Gender Analysis within the Third Biennial Update Report (TBUR), 2021, https://www.undp.org/sites/g/files/zskgke326/files/2023-01/Gender%20and%20Climate%20Change%20Analisys_Montenegro%20-%20October%202021.pdf, accessed 9 October 2024.*

[59] *UNDP, Enhancing Climate Action Transparency: How Developing Countries are Taking Action, 2023, https://climatepromise.undp.org/sites/default/files/research_report_document/Enhancing%20Climate%20Change%20Transparency.pdf, accessed 9 October 2024.*

[60] *UNDP, 'Enhancing Montenegro's capacity to integrate climate change risks into planning – National Adaptation Plan (NAP) project', https://www.undp.org/montenegro/projects/enhancing-montenegros-capacity-integrate-climate-change-risks-planning-national-adaptation-plan-nap-project, accessed 16 October 2024.*

## 3.4. Gender and support needed and received: Financial, technology development, and capacity-building support

### What is it?

In this section of the BTR, countries are asked to report on the financial, technology development and transfer, and capacity-building (FTC) support they have provided and/or received. Developed countries must report on support provided; developing countries should report on support provided and support needed and received. Countries should include information on national structures and circumstances, including methodologies for tracking support needs and support received, and report separately on support needed and received for transparency and reporting-related activities.

### Why consider gender dimensions of adaptation?

#### Financing

Due to gender inequalities, such as the underrepresentation of women in technology-related fields and sectors related to climate change mitigation, gender-blind FTC support does not equally benefit women and men. Only a small share of climate finance is invested in projects with a gender focus; the financing gap for gender data collection and analysis alone is estimated at US$500 million annually until 2030.[61] However, the volumes of gender-responsive climate finance have grown in recent years; blended finance for gender and climate change projects has more than tripled in the past decade.[62]

> ***"This chapter of the BTR contains information on: National circumstances, institutional arrangements and country-driven strategies relevant to this chapter heading***
> - *Underlying assumptions, definitions and methodologies*
> - *Financial support needed*
> - *Financial support received*
> - *Technology development and transfer support needed*
> - *Technology development and transfer support received*
> - *Capacity-building support needed*
> - *Capacity-building support received*
> - *Support needed and received by developing country Parties for the implementation of Article 13 and transparency-related activities, including for transparency-related capacity-building"*

*UNFCCC, 2022. Reference Manual for the Enhanced Transparency Framework under the Paris Agreement*

[61] *Data2X and Open Data Watch, State of gender data financing 2021, 2021, https://data2x.org/wp-content/uploads/2021/05/State-of-Gender-Data-Financing-2021_FINAL.pdf, accessed 9 October 2024.*
[62] *Convergence, Blended finance and the gender-climate nexus, 2020, https://www.convergence.finance/resource/blended-finance-and-the-gender-climate-nexus/view, accessed 9 October 2024*
[63] *Department of Environment (Antigua and Barbuda), National Gender assessment survey. Economic Impact of climate change on men and women in Antigua and Barbuda, 2020.*

## CASE STUDY 9

### ANTIGUA AND BARBUDA

**Leveraging climate finance from gender data**

*The Department of Environment (DoE) of Antigua and Barbuda has developed Gender and Social Safeguards policies which have strengthened the MRV system for NDC planning and tracking. It also conducted a baseline survey in 2020 to examine the differentiated economic impacts of climate change on women and men in Antigua and Barbuda.*[63]

*Further in-depth gender-responsive analyses have enabled the government to better understand the roles of men, women and youth in the low-carbon transition,*[64] *and have informed the development of gender-responsive sectoral adaptation plans*[65] *and policy guidelines for the promotion of inclusive investment opportunities.*[66]

*The gender analyses have established a strong rationale for investment in gender-responsive climate adaptation and disaster preparedness, recovery and rehabilitation measures. The government established the Sustainable Island Resource Facility (SIRF) Fund in 2019, to deploy grants and concessional financing for climate mitigation and adaptation investments by the government, the private sector and civil society organizations. It has been supported with technical assistance (TA) and financing by various international climate funds, and in the longer term is expected to be replenished through tourist levies and discrete taxes.*

*The SIRF Fund is currently developing a new gender-responsive blended microequity window, informed by a gender gap analysis. The analysis found that just 14 per cent of the country's small businesses and 5.7 per cent of medium-sized businesses were women-owned. In addition, most small- and medium-sized enterprises in Antigua and Barbuda were investing significantly less in climate technology adoption than their peers elsewhere.*[67]

*The facility aims to help climate-vulnerable groups, such as female microentrepreneurs, farmers and fishers, to overcome barriers to financing and invest in their own climate resilience.*

*The facility should be used to increase adaptive capacity through the uptake of a range of climate-resilient technologies.*

*The gender-responsive window will adopt gender quotas for applications and funds disbursed, provide gender training, and track the number of women-led businesses implementing renewable energy and climate adaptation actions. TA is provided to help small businesses plan, account for and repay loans, thereby strengthening their capacity and creditworthiness for onward commercial financing, as well as to integrate principles of gender equality into their business models. Data on the impact of the window from the application stage onwards is collected, analysed and made freely available online.*

*The SIRF Fund monitors results, which are independently evaluated against NDC-aligned project indicators.*

[64] *See, e.g. GGGI, Accessibility of Renewable Energy Household Survey, Future Earth Limited, UK, 2020.*
[65] *UNDP, Financial Sector Adaptation Strategy and Action Plan, Future Earth Limited, UK, 2020.*
[66] *GGGI, Inclusive Renewable Energy Investment Strategy and Workplan 2020–2030, Future Earth Limited, UK, 2020.*
[67] *Commonwealth Secretariat, Synthesis report: gender-responsive blended financing window. Future Earth Limited, UK, 2023.*

## CASE STUDY 10

### UZBEKISTAN

**Gender-targeted financing**

*Uzbekistan's electricity sector is highly carbon-intensive. The country's generation, transmission and distribution infrastructure has been unable to keep pace with the population's growing demand for energy, leading to high energy prices and frequent power outages. Women are particularly affected by these power outages and by energy poverty.*[68]

*A 'green mortgage' is a financial product that helps prospective homebuyers to acquire energy-efficient, low-carbon homes under attractive financial conditions. Green mortgages were introduced in Uzbekistan through the Market Transformation of Sustainable Rural Housing in Uzbekistan programme, which seeks to support the sustainable growth of the rural housing sector in Uzbekistan while also providing (energy) poor communities in rural areas with high-quality, affordable and low-carbon homes.*[69] *The homes are constructed using energy-efficient materials and incorporate solar panels and solar water heaters, which provide reliable electricity and hot water to the residents at no cost after the initial investment while contributing to the GHG emissions reduction targets in Uzbekistan's NDC.*

*The project implementers developed a Gender Action Plan, with indicators related to the share of housing loans provided to women, participation of women in various capacity-building and stakeholder engagement initiatives under the project, and promoting women's entrepreneurship, among others.*[70]

*They also held focus group meetings with 156 women from rural areas, to identify their energy-efficient and low-carbon technology needs related to housing, and incorporated the findings into the project plan.*[71]

*Local banks were trained in green mortgage structuring and operationalization and, using a GEF subsidy, were able to offer attractive, low-risk products that helped to stimulate demand. The first project helped 800 rural households in five pilot regions (Samarkand, Bukhara, Surkhandarya, Ferghana and Khorezm) to purchase single-family homes. Using gender-responsive selection criteria and targeted outreach, the scheme achieved a 67 per cent uptake of green mortgages by women-headed households, increasing their empowerment and resilience. The project also trained architects and builders in the construction of low-carbon homes, and sought to increase the share of women participating in these trainings.*

*A further 528 households were added to the programme a year later, avoiding 250,000 tonnes of CO2e emissions. In response to the success of the programme, the Ministry of Construction mandated energy efficiency measures in all affordable rural housing, reducing GHG emissions by an estimated 3.3 million tonnes CO2e in 2019 and 2020. In 2022, the Asian Development Bank supported a further expansion of the scheme, with the requirement that 32.5 per cent of the loans would be provided to women.*[72]

[68] OSCE, Advancing a Just Energy Transition in Central Asia: Women's Key Role in the Energy Sector, OSCE, Vienna, Austria, 2024, https://www.osce.org/files/f/documents/f/f/561811.pdf, accessed 9 October 2024.
[69] UNDP Eurasia, 'The Street that Green Built: A model of greener living in rural Uzbekistan, 21 October 2020, https://undpeurasia.exposure.co/the-street-that-green-built, accessed 9 October 2024.
[70] Asian Development Bank, 'Gender Action Plan', 2013, https://www.adb.org/sites/default/files/project-documents/44318/44318-025-gap-en.pdf, accessed 1 November 2024.
[71] UNDP, 'Conduction of assessment of technological needs among women in rural areas', 2019, https://www.undp.org/uzbekistan/press-releases/conduction-assessment-technological-needs-among-women-rural-areas, accessed 1 November 2024.
[72] ADB, 'ADB Supports Housing Finance in Uzbekistan', 8 November 2022, https://www.adb.org/news/adb-supports-housing-finance-uzbekistan, accessed 9 October 2024.

**Technology transfer**

Women and men tend to have different preferences and requirements for technology due to gender norms and traditional gender roles. A gender gap in access to technology persists, with women, for example, 8 per cent less likely to own a mobile phone and 15 per cent less likely to have access to mobile Internet than men. Partly as a result of this digital gender divide, women may also have reduced access to information and training on the use of technologies.[73]

Gender considerations should also be integrated into the design of low-carbon technologies. For example, solar-powered water pumps are primarily marketed to men and many models are too heavy for an average woman farmer to manoeuvre alone.[74] Adopting a gender lens from the outset can improve technology design and boost adoption by women and men.

Gender-responsive technology needs assessment (TNA) methodologies, technology road maps, and technical support provided under the UNFCCC technology transfer framework[75] can help countries identify, prioritize and request appropriate technologies to advance their climate goals.

In 2021, the total global volume of climate finance was US$632 billion, of which US$334 billion was invested in energy systems.[76] Meanwhile, IRENA estimates that women make up just 22 per cent and 32 per cent of the workforce of the traditional and renewable energy sectors, respectively,[77] and the International Energy Agency estimates the gender pay gap in the sector at 15 per cent.[78]

Studies project that the overall share of women in employment will decrease by 0.03 per cent by 2030, as male-dominated industries gain prominence through the growth of the low-carbon energy, manufacturing and construction sectors.[79] Only 25 per cent of new green jobs are expected to go to women.[80]

This pattern of underrepresentation has several implications beyond the unequal distribution of wealth created in low-carbon industries, including the perpetuation of social and cultural gender norms that limit women's opportunities, and the risk that technological solutions and services developed to advance climate action exacerbate gender inequalities. By collecting baseline data on current levels of technology access and involving communities in the design and supply of climate-relevant technologies, countries can bridge technology access gaps.

[73] *Office of Global Women's Issues, United States Strategy to Respond to the Effects of Climate Change on Women, 2023.*
[74] *Polar, Vivian, et al., Technology is not gender neutral: factors that influence the potential adoption of agricultural technology by men and women, International Potato Center, La Paz, Bolivia, 2021.*
[75] *UNFCCC, 'Technology Mechanism', UNFCCC TT:Clear, https://unfccc.int/ttclear/support/technology-mechanism.html, accessed 9 October 2024.*
[76] *Climate Policy Initiative, Global Landscape of Climate Finance in 2021, 2022.*
[77] *IRENA, Renewable Energy: A gender perspective, IRENA, Abu Dhabi, UAE, 2019, https://www.irena.org/publications/2019/Jan/Renewable-Energy-A-Gender-Perspective, accessed 9 October 2024.*
[78] *International Energy Agency, 'Gender and Energy Data Explorer', https://www.iea.org/data-and-statistics/data-tools/gender-and-energy-data-explorer?Topic=Employment&Indicator=Gender+wage+gap+conditional+on+skills, accessed 9 October 2024.*
[79] *International Labour Organisation, Submission to the UNFCCC regarding Gender and Climate Change, 2018.*
[80] *International Energy Agency, Understanding Gender Gaps in Wages, Employment and Career Trajectories in the Energy Sector, 2022.*

## CASE STUDY 11

**BOLIVIA**

***Gender-responsive consultations identify differentiated technology needs***

*During the design phase of the Economic Inclusion Programme for Families and Rural Communities (ACCESSOS), funded by the International Fund for Agricultural Development (IFAD), consultations were held in 20 municipalities using the gender-responsive Climate Vulnerability and Capacity Analysis framework to collect data on differential vulnerabilities and preferences for types of solutions.[81] The ACCESSOS programme aims to capture Indigenous knowledge about the environment, particularly women's knowledge, and blend it with modern technologies and practices to create more effective responses to climate change. The project then supports households to adopt these responses. Men and women stakeholders undertook their own gender analysis to identify preferences for traditional knowledge and/or new technologies.*

*Like previous studies in Bolivia, the analysis found distinct differences in preferences of men and women for technology, with men preferring large-scale interventions such as irrigation systems, while women preferred to evolve existing practices such as adopting new, drought-resistant crops with higher market value. This finding does not mean that only men should receive technological assistance. Rather, it highlights that inputs need to be tailored to men's and women's preferences, so as to meet the actual needs of recipients.*

*The final project report states that ACCESSOS reached nearly 60,000 households, of which 46 per cent were female-headed, and successfully improved climate resilience, empowered women and supported poverty reduction.[82] However, prevailing gender biases largely prevented the uptake of new technologies by women-owned businesses. In contrast, the parallel entrepreneurship component achieved 54 per cent women's participation, attributed to women being able to attend without representation by male heads of household.*

*Such reports should be used to inform future projects targeting intersectional objectives such as poverty objectives such as poverty reduction, the empowerment of women and climate change response, and to bring forward the principles of inclusiveness.*

**Capacity-building**

Due to the underrepresentation of women in the highest-emitting sectors, any capacity-building related to climate change mitigation is likely to benefit more men than women. In addition, training outside work hours is less accessible to women than men due to their greater household and care burdens. This is true also at the grassroots level, where, for example, capacity-building initiatives to train smallholder farmers in climate-smart agriculture methodologies struggle to reach women as they are less able than men to take time away from their farms and families and are less likely to have access to transport.[83]

Countries should enhance capacities for gender-disaggregated data collection and the development of gender-responsive policies and programmes. This could include gender-responsive capacity-building initiatives that ensure women as well as men benefit from the training provided.

[81] *International Fund for Agricultural Development, Bolivia 1100001598: ACCESOS Project Completion Report, 2019.*
[82] *IFAD, 2019*
[83] *Mishra, Gaurav, Ashutosh Suryavanshi and Deepak Kumar Patak, 'Women Empowerment through Agriculture Extension Services', in Advanced Trends in Agricultural Extension, edited by Ajay Kumar Prusty, Integrated Publications, Delhi, India, 2024, https://www.researchgate.net/publication/380029553_Women_Empowerment_through_Agriculture_Extension_Services, accessed 9 October 2024.*

***HIGHLIGHTED GOOD PRACTICES:***

- Climate projects and programmes, including those implemented with external support, produce important data and learnings on gender and climate. The usefulness of this data can be enhanced by aligning project MRV frameworks with national transparency frameworks and by engaging local actors in MRV to build their capacity.


*Photo: © UNOPS/Jason Florio*

# Conclusion

The Enhanced Transparency Framework presents an opportunity for countries to accelerate the mainstreaming of gender. Through the case studies, this working paper has highlighted both strategies for and benefits of doing so. The benefits of collecting and analysing gender-disaggregated data extend beyond the development of more inclusive and representative Biennial Transparency Reports. The power of this data can be harnessed to develop more effective, evidence-based climate policies and actions that share the burdens and benefits of climate change mitigation and adaptation between women and men equally.

As countries around the world work to align their climate transparency frameworks with the ETF and further integrate gender into their transparency activities, ICAT will continue to follow developments and collect case studies and lessons learned, showcasing them in working papers such as this one.

**The good practices highlighted in the different chapters have been compiled below.**

### Stakeholder engagement:

- Reach out to other departments and stakeholders to assess what relevant gender-disaggregated data is already collected, or could easily be collected.
- Bring owners of gender and climate data together not just to aggregate data, but also to set standards, identify and address data gaps, and facilitate knowledge exchange and peer-to-peer learning.
- Establish networks and working groups of gender data specialists across sectors and departments to facilitate learning and systemic gender mainstreaming.

### How to collect and use gender-disaggregated data:

- Identify the entry points where socioeconomic data connects to GHG inventory data (e.g. employment data for high-emitting sectors, household energy and transport use data) and ensure gender-disaggregated data is collected and considered in GHG inventories.
- Gender data can be sensitive; ensure collection, storage and use of gender-disaggregated data meets privacy standards.
- Develop structures and build capacities to ensure gender-disaggregated data and resulting learnings are fed into policymaking processes, as this does not happen automatically.

- Use gender-disaggregated data, including on vulnerability and adaptation, to develop gender action plans and strategies that are concrete and actionable, including budgets, timelines, indicators and responsible parties, to enhance accountability.
- Involve broad groups of stakeholders, including the media, in the development of gender action plans, to enhance transparency and support.
- Climate projects and programmes, including those implemented with external support, produce important data and learnings on gender and climate. The usefulness of this data can be enhanced by aligning project MRV frameworks with national transparency frameworks and by engaging local actors in MRV to build their capacity.

**How to advance gender mainstreaming more broadly:**

- If possible, pursue gender mainstreaming in climate transparency frameworks as part of government-wide mainstreaming efforts, to maximize synergies and learning.
- Formalize gender mainstreaming goals by incorporating them in official policies and documents, such as NDCs.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