

The Gender Equality and Climate Policy Scorecard: Advancing Accountability in Nationally Determined Contributions

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Introduction

Addressing escalating climate change calls for unprecedented levels of collective action and solidarity between people and nations. In the face of this environmental crisis, diverse women, including young, rural and Indigenous women, are contributing their time, resources and experience to support climate action and to build their own resilience, as well as that of their families, communities and nations. But to play their part in this collective effort, women and girls need to be recognized and supported as activists, experts, policymakers and leaders.

This is particularly urgent in a context in which climate change threatens to reverse decades of progress on gender equality. Women and girls, particularly those in low- and middle-income countries, have fewer economic resources and less access to public services and infrastructure, which means that when climate disasters occur, they are less able to recover and rebuild. Effective climate action requires countries to recognize and address the impact of the climate crisis on women and girls and harness their expertise to solve it.

As leaders gather in Belém, Brazil, for the 30th Conference of the Parties (COP 30), countries' policy responses to the climate crisis will be closely scrutinized, especially their nationally determined contributions (NDCs). These policy documents represent each country's roadmap for climate action. Over time, more countries have recognized the importance of gender equality and women's leadership in making progress, but too often they have failed to adopt the comprehensive approach needed.¹

To assess where countries stand, UN-Women and the Kaschak Institute have developed the Gender

Equality and Climate Policy Scorecard.² It provides an evaluation of progress towards recognizing gender inequalities that are relevant to climate action, along with commitments to action that countries are making in their NDCs, covering six gender dimensions: economic security, unpaid care and domestic work, gender-based violence, health, participation and leadership and gender mainstreaming.

This fact sheet presents the Scorecard's analysis of the first tranche of 32 third iteration NDCs submitted as of 8 September 2025 (see Annex). The initial results reveal not only persistent gaps but also good practices worthy of replication from diverse regions. Three case studies (Cambodia, Kenya and Uruguay) featured in Section 8 show the different ways in which countries are leveraging their NDCs to advance gender-responsive climate action.

The Scorecard is a tool that aims to support global accountability efforts by climate and gender advocates from civil society, governments and the United Nations to monitor progress on gender-responsive climate commitments and to catalyse policy learning and diffusion. For those countries that have not yet submitted their NDC, the Scorecard's framework provides concrete guidance on what a comprehensive gender-responsive approach looks like. The full dataset, including information on policy actions, can be accessed on an [interactive dashboard](#).

The Scorecard dashboard, along with this fact sheet, will be updated with the remaining revised NDCs ahead of the 64th Sessions of the Subsidiary Bodies of the United Nations Framework Convention on Climate Change (UNFCCC) and COP 31 in 2026.

¹ IUCN 2021.

² The Scorecard's conceptualization and methodology was partly developed in partnership with the International Union for the Conservation of Nature (IUCN). UN-Women et al. 2024.

Box 1. Monitoring gender-responsive climate action

Gender-responsive climate action integrates gender equality principles into climate policy and practice to address the distinct needs, rights and capacities of all. It supports women's and girls' leadership and uses their knowledge to inform decision-making, while tackling structural inequalities and biases. Beyond reducing climate vulnerabilities and risks, gender-responsive climate action redistributes power, resources and opportunities to advance both climate and gender justice. To capture this, the Scorecard tracks progress across six dimensions of gender-responsive climate action (see Figure B1.1).

Figure B1.1 The six dimensions of the Gender Equality and Climate Policy Scorecard



The Scorecard evaluates whether national climate policies, starting with nationally determined contributions (NDCs), (1) **identify** gender-specific risks, (2) **recognize** women's contributions across mitigation, adaptation and disaster risk reduction and (3) **commits** to concrete actions to support women's agency and address gender-specific risks. It records these commitments in a public dashboard, which features excerpts from NDCs that illustrate how countries are pledging action across all six gender dimensions, sectors and policy areas. By showcasing all gender commitments, the Scorecard provides a comprehensive, multidimensional snapshot of how countries are advancing gender equality in and through climate policy, enabling comparison across nations and thematic areas, highlighting gaps and promoting accountability and learning through an online repository of good practices.

With mandatory reporting requirements for all 198 Parties to the United Nations Framework Convention on Climate Change,^a NDCs are the most comprehensive national climate plans publicly available and serve as the starting point of the Scorecard's analysis of national gender-responsive climate action.^b Yet, NDCs differ widely in structure and scope. Some focus almost exclusively on emissions reduction, while others also include sections on adaptation, disaster risk reduction and cross-cutting themes such as gender or governance. It is also the case that some countries may include climate-related provisions in other gender-focused policies such as, for example, on gender-based violence.

Therefore, the analysis presented here should not be seen as a complete evaluation of the gender responsiveness of national climate policies. The methodology, however, is flexible and can be applied to other climate policy documents such as national adaptation plans, long-term low emissions development strategies and projects for a more exhaustive picture of how countries are working to advance both gender equality and climate action.^c

Note: a UNFCCC n.d.a.; b UNFCCC n.d.b.; c For further details, see the methodological note: UN-Women 2025a.

1. The overall picture: How gender-responsive are nationally determined contributions?

Amid growing pushback against both gender equality and climate action in many parts of the world, the latest round of NDCs show that efforts to integrate gender into climate policies have gained momentum. The most recent UNFCCC review of the NDCs suggests that countries are including more gender content than in the last iteration or including it for the first time.³

Analysis for the Scorecard finds that 28 out of 32 countries reviewed identify the importance of gender mainstreaming or position gender equality and women's empowerment as objectives of their national climate policies. Two thirds (21) acknowledge that climate change has gender-differentiated impacts, including adverse effects on women, girls and LGBTIQ+ persons. Moreover, 26 out of 32 countries go beyond simply identifying gender equality as relevant to climate action and include at least one concrete gender-responsive commitment to action.

Of the 32 NDCs analysed, three countries propose at least one action across all six dimensions of gender equality, and seven countries propose at least one action across five dimensions (see Figure 1). These 10 countries (**Barbados, Belize, Brazil, Cambodia, Lesotho, Maldives, Nepal, Republic of Moldova, Somalia and Uruguay**) are among the best overall performers on the Scorecard so far due to their comprehensive approach to integrating gender-responsive climate actions across dimensions.

Eleven out of 32 countries propose actions in three or four gender dimensions, showing a moderately comprehensive approach to integrating gender in their NDCs. Five countries have a relatively limited approach to integrating gender, taking action in fewer than three of the six gender dimensions, while six do not commit to any future gender-responsive action at all in their NDC.

³ UNFCCC 2025. Overall, gender integration in nationally determined contributions (NDCs) has improved in the past decade, as noted in UNDP 2022 and IUCN 2021.

Commitments to gender-responsive action⁴ in NDCs do not automatically translate to policy implementation due to constraints such as government capacity, political will and funding availability. Equally, some countries that only propose gender-responsive action in one or two dimensions of their NDCs may still have solid track records of integrating gender into climate policies at the national level. This is particularly the case for countries that are taking a strong gender mainstreaming approach in their NDCs and have chosen to embed more detailed gender priorities and activities under related national climate plans and policies, such as sectoral development policies or specific climate and gender action plans. This signals that, in some instances, NDCs are just the tip of the iceberg when it comes to gender-responsive climate action at national level (see Section 8.3).

1.1 Which gender dimensions are countries prioritizing?

In total, the Scorecard documented 316 gender-responsive commitments to action by 26 countries, some of which target more than one gender equality dimension due to the cross-cutting nature of gender issues (see Figure 2).⁵ Governments are prioritizing action to enhance women's economic security (45 per cent of actions), followed by strengthening gender mainstreaming across climate sectors (27 per cent) and promoting women's leadership and participation in climate decision-making (16 per cent).

This reflects growing recognition that gender equality is integral not only to representation but also to the design and implementation of policies. However, the emphasis remains largely on women's roles in the public sphere – through work and political participation – while support for women in the private sphere, particularly their role in unpaid care work (13 per cent of commitments) and as users of health-care services (14 per cent) or survivors of gender-based violence (2 per cent), continues to be largely overlooked.

Moreover, while few NDCs include budget estimates, where gender actions are costed, they are typically conditional on international support. This raises concerns for implementation in a context in which official development assistance (ODA) is in decline.⁶

A similar pattern emerges when looking at the identification of gender-specific risks and vulnerabilities versus the recognition of women's contributions to climate action.

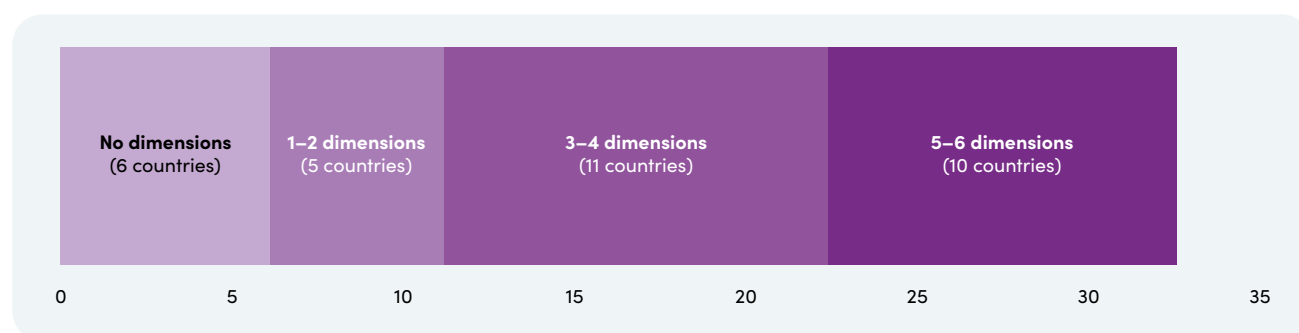
While three quarters (24 out of 32) of countries recognize a gender-differentiated risk or vulnerability in at least one dimension – for example, women's greater exposure to livelihood loss or health impacts – only 15 countries highlight women's contributions to climate solutions (see Figure 3). And when they do, the focus tends to be limited to women's political (12 countries) or economic (8) roles, overlooking the critical importance of their paid and unpaid care and community work (3) in building resilience.

4 Commitments to gender-responsive action vary in level of detail and scope, ranging from broad pledges to concrete policies, targets or activities. This fact sheet uses the terms 'actions' and 'measures' interchangeably to reflect this range.

5 A total of 56 out of 316 actions were coded under more than one of the six gender-responsive policy action dimensions assessed.

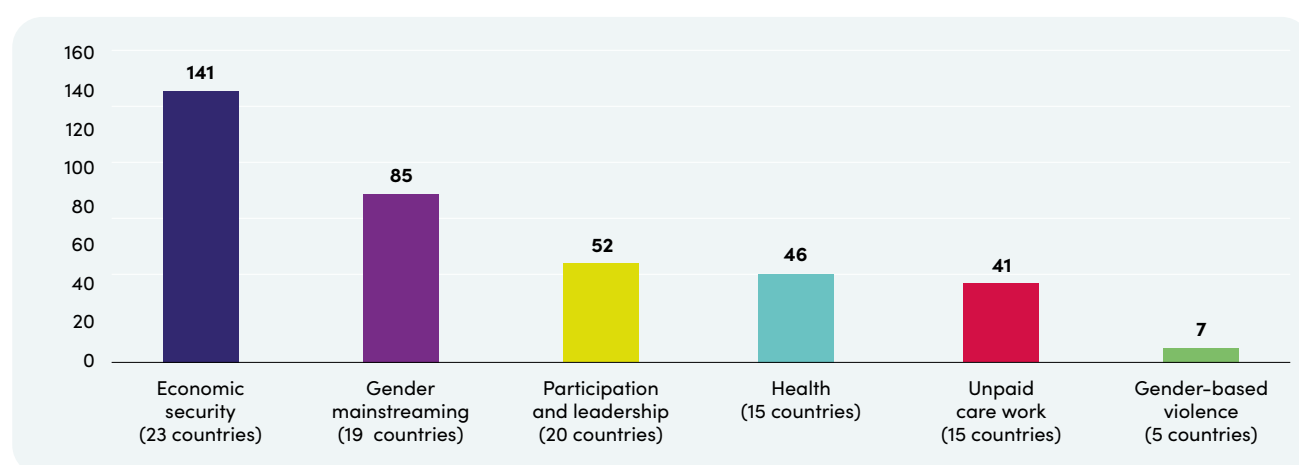
6 OECD 2025.

Figure 1. Number of countries proposing measures, by number of gender dimensions addressed



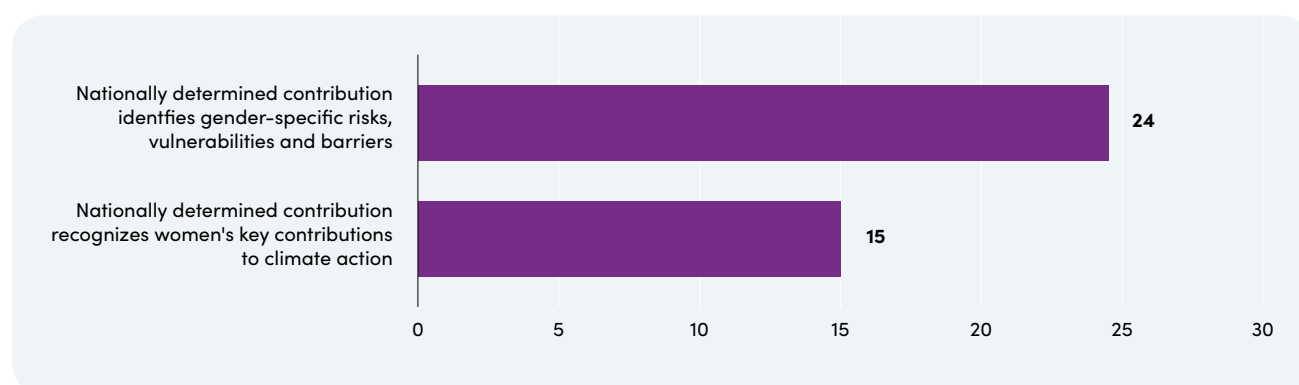
Note: Based on 32 nationally determined contributions in the first tranche of analysis.

Figure 2. Measures to support gender-responsive climate action across all six gender dimensions (number)



Note: Based on 32 nationally determined contributions in the first tranche of analysis. Gender-responsive climate measures were coded by primary gender dimension where possible and by multiple dimensions when no single one could be identified. Consequently, the total count of measures per dimension exceeds the overall number of measures (316 across 26 countries). Six countries had no measures.

Figure 3. Number of countries identifying gender-specific risks, vulnerabilities and barriers and recognizing women's key contributions to climate action



Note: Based on 32 nationally determined contributions in the first tranche of analysis.

1.2 Are some climate or sectoral policies more gender-responsive?

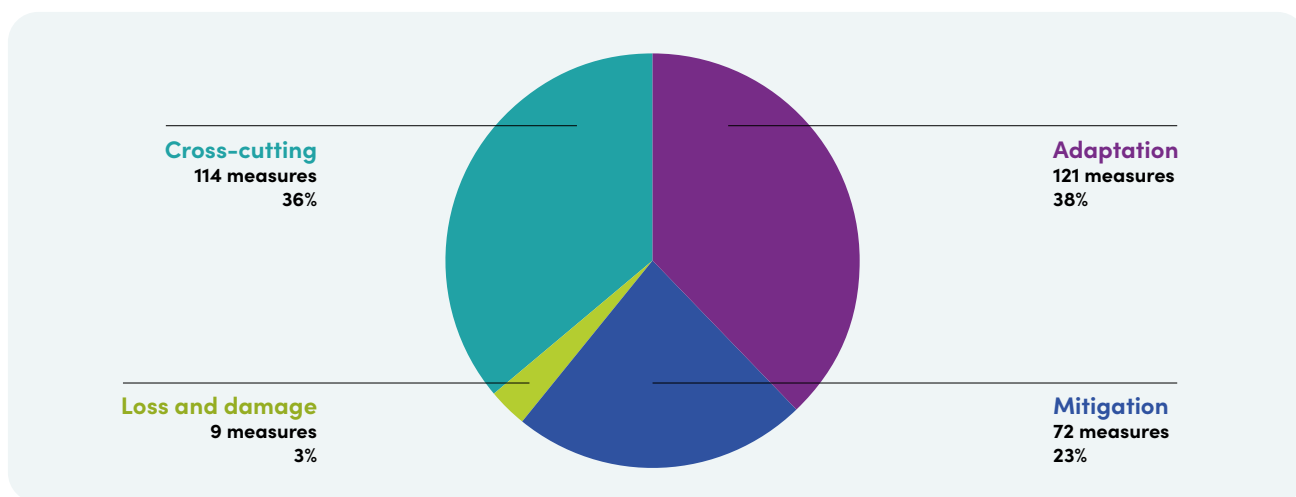
Addressing climate change requires a holistic approach; therefore gender-responsive climate action must be integrated across all climate policy areas and sectors.

As in previous rounds of NDCs,⁷ most proposed gender-responsive measures are concentrated in two areas: adaptation (38 per cent of measures), particularly in sectors such as agriculture, water resources and disaster risk reduction; and cross-cutting measures (36 per cent), which reflect efforts to integrate gender considerations across multiple policy areas (see Figure 4). Proposed mitigation measures, including on just transitions (23 per cent),

are relatively less well represented. Loss and damage is an emerging policy area in NDCs, with nine countries (3 per cent) committing to future actions mostly to address non-economic loss and damage. If developed with gender considerations in mind, these are likely to benefit women.

Gender-responsive actions are most frequently identified in agriculture (11 per cent of measures) and energy (10 per cent) (see Figure 5). However, the vast majority of measures are multisectoral initiatives for public officials across sectors. Other sectors – including biodiversity, industry, infrastructure, tourism, transportation and waste – receive comparatively little attention.⁸

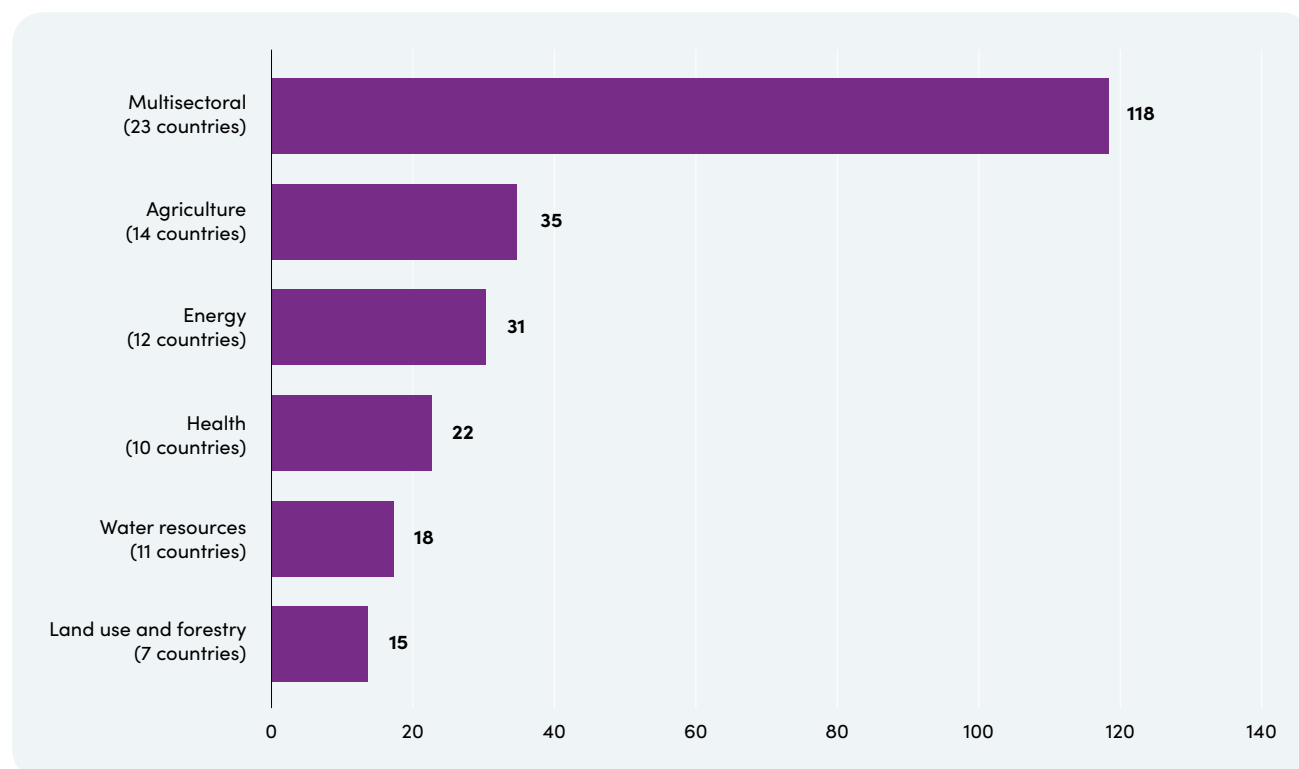
Figure 4. Measures to support gender-responsive climate action, by climate policy area (number and share)



Note: Based on 32 nationally determined contributions in the first tranche of analysis. Number of countries with measures to gender-responsive climate action, by climate policy area: adaptation – 17 countries; mitigation – 14 countries; loss and damage – 9 countries; cross-cutting – 23 countries.

⁷ UNFCCC 2025.

⁸ The lack of gender-responsive commitments in biodiversity and ecosystems likely stems from these areas being addressed under the Convention on Biological Diversity rather than in NDCs, while gaps in commitments on emissions-heavy sectors, such as industry and waste, are missed opportunities to ensure that women and girls are part of a green transition.

Figure 5. Measures to support gender-responsive climate action, by sector (number)

Note: Based on 32 nationally determined contributions in the first tranche of analysis. Figure displays data for sectors with more than 10 measures. The following sectors had less than 10 measures: infrastructure – 9; waste – 8; transportation – 6; industry – 6; biodiversity and ecosystems – 7; coastal zones and fisheries – 5; tourism – 3. Twenty-three measures were identified that targeted other sectors, which includes categories such as education and social services.

2. Ensuring women's economic security

Climate-related shocks are a particular threat to the economic security of women due to their concentration in precarious informal work, unequal ownership and control over assets, lower access to social protection and greater reliance on natural resources for their livelihoods. These factors undermine women's adaptive capacity and ability to build resilience. While climate-exposed sectors with high female participation, such as agriculture, are particularly at risk,⁹ most of the 100 million jobs projected to be created through low-emission transitions by 2030 are expected in male-

dominated fields such as renewable energy and green infrastructure.¹⁰

In total, almost two thirds of countries **identify** gender-specific risks, vulnerabilities or barriers to women's economic security as a result of climate change in their NDCs. Most frequently, countries acknowledge women's food security and income risks (12 countries) and gender gaps in green job creation, access to climate finance or climate-related information or technology (10 countries).

⁹ Newell 2022.

¹⁰ Smetschka et al. 2023.

Encouragingly, a quarter of countries **recognize** women's economic contributions to climate-resilient economies and low carbon transitions.

With 23 countries **committing** to action to support women's economic security, this is the gender dimension that receives most attention from governments (see Figure 2). Unlike other gender dimensions, actions on women's economic security are spread fairly evenly across adaptation, mitigation and cross-cutting. There are only a few measures on loss and damage (see Figure 6). In terms of sectors, women's economic security measures are concentrated in agriculture and energy, with less attention paid to other sectors (see Figure 7).

Countries commit to actions on women's access to new green jobs, productive resources, social protection and training and skills development, which are all critical enablers of economic security in the context of climate change. However, policy action across these areas is uneven. Notably, no country has yet included commitments on women's land rights, a key foundation for their economic security as climate impacts escalate.

- **Access to new green jobs and sustainable livelihoods:** At least four countries (**Belize, Canada, Marshall Islands** and the **United Kingdom**) aim to integrate women into the renewable energy sector. As part of just transition initiatives, **Cuba** commits to including women in the development of green jobs. **Maldives** commits to safeguarding women's livelihoods, particularly those working informally in natural-resource related activities.
- **Access to training and skills development:** The **United Arab Emirates** will strengthen women's skills in the fisheries sector. **Solomon Islands** commits to building women's capacity in climate science, policy and engineering. **Belize** includes a 30 per cent participation quota for women, youth and Indigenous-owned businesses in capacity-building activities in renewable energy.
- **Access to productive resources:** In the agriculture sector, **Lesotho** commits to increasing the proportion of women, youth and vulnerable farmers with access to climate-resilient crop technologies. **Zambia** plans to increase women's participation in community forest management groups and **Cambodia** aims to train women and Indigenous farmers on forest monitoring and reporting, engage them in National REDD+ programmes¹¹ and ensure Indigenous peoples' free, prior and informed consent processes are tracked.
- **Access to climate finance:** **Belize** commits to expanding women's access to climate finance under the Green Climate Fund and the Adaptation Fund. **Moldova** has created a target of 40 per cent of subsidies for women-led climate-resilient agricultural initiatives.
- **Gender-responsive social protection:** Among only five countries that commit to action in this area, **Barbados** and **Niue** plan to strengthen social protection infrastructure and the shock-responsive components of their social protection system. As part of action on loss and damage, **Maldives** aims to expand insurance schemes to smallholder farmers, where women are overrepresented.

11 REDD+ stands for 'reducing emissions from deforestation and forest degradation, plus the conservation, sustainable

management and enhancement of forest carbon stocks'. UNFCCC 2011, p.12

20
COUNTRIES

identify risks and barriers to women's economic security.

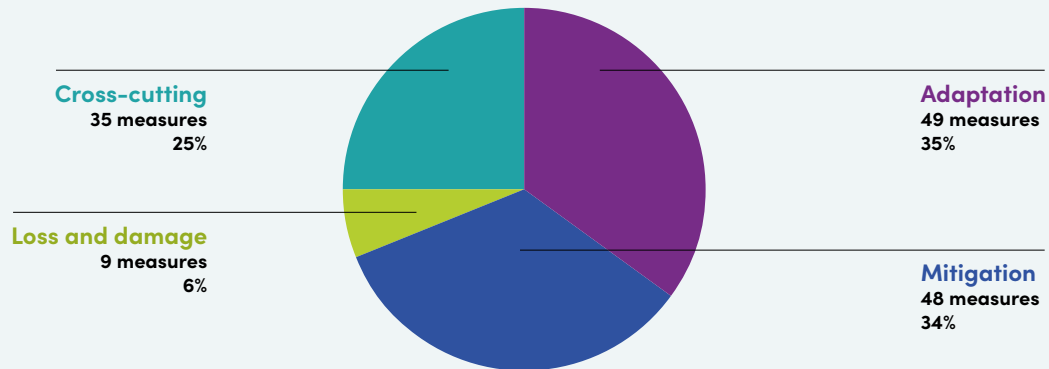
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recognize women's economic contributions.

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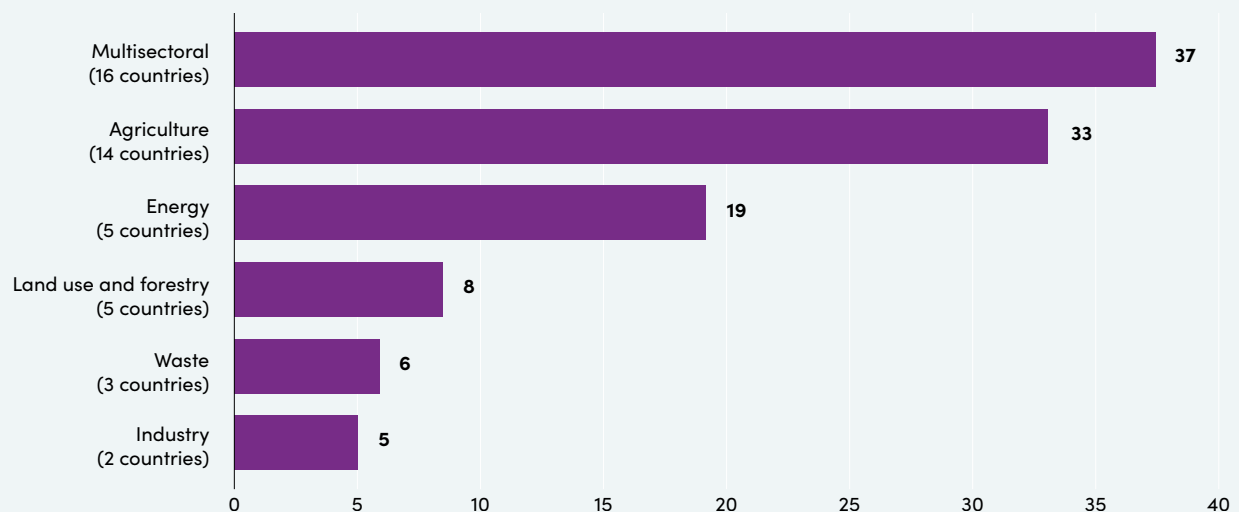
commit to actions to support women's economic security.

Figure 6. Measures to support women's economic security, by climate policy area (number and share)



Note: Based on 32 nationally determined contributions in the first tranche of analysis. Number of countries with measures to support women's economic security, by climate policy area: adaptation – 14 countries; mitigation – 12 countries; loss and damage – 9 countries; cross-cutting – 14 countries.

Figure 7. Measures to support women's economic security, by sector (number)



Note: Based on 32 nationally determined contributions in the first tranche of analysis. Figure displays data for sectors with more than five measures. The following sectors had less than five: coastal zones and fisheries – 4; infrastructure – 4; tourism – 3; transportation – 3; biodiversity and ecosystems – 2; health – 1; water resources – 1. Fourteen measures were identified that targeted other sectors.

3. Supporting unpaid care and domestic work

Women shoulder most of the world's unpaid care and domestic work, which the Scorecard defines as unremunerated work to look after children, disabled or elderly adults, to respond to household or community needs or to carry out unpaid environmental work, such as care for plants and seeds. As climate change worsens, these demands are intensifying, with water or fuel shortages and disruptions to essential services making it ever more difficult to sustain daily life.¹²

Almost one in three countries (10 out of 32) **identify** unpaid care and domestic work as an issue of relevance to climate action, mostly acknowledging the increased time and physical burden for women and girls of collecting water or firewood or tending to subsistence farming or livestock. Only four countries identify the extra work needed to care for people, although health risks increase with climate change. Three countries explicitly **recognize** how women's unpaid care and domestic work contributes to climate adaptation or resilience building through subsistence food production and unpaid community work. For example, **Moldova** underscores how women's networks, cooperatives and grassroots organizations enhance locally led adaptation through climate smart agricultural practices, water conservation strategies and disaster preparedness plans.

Fifteen countries have put forward **commitments** that will likely reduce unpaid care work (see Figure 2). They are fairly evenly spread across both adaptation and mitigation (see Figure 8). By sector, most aim to improve access to potable water, clean energy and sustainable cooking technologies (see Figure 9).

Some measures are more challenging to classify – for example, household water access can benefit women by reducing both water collection burdens and health risks and is therefore relevant to multiple dimensions.

- **Access to safe water and sanitation:** Nine countries, including **Barbados**, **Botswana** and **Nepal**, commit to improving water, sanitation and hygiene (WASH) for women (see Section 5). Actions include setting goals for universal – or near universal – coverage of WASH and developing climate-resilient WASH infrastructure, often supported through climate finance. Two further countries, **Belize** and **Somalia**, commit to strengthening water management systems and include gender considerations in governance. For example, in context of severe water scarcity, **Somalia's** NDC commits to early warning systems and rainwater harvesting in urban informal settlements, with training for women-headed households. It also commits to equitable access and women's equal participation in water governance.
- **Access to clean energy and cooking:** Eight countries (including **Brazil**, **Kenya**, **Lesotho** and **Uruguay**) propose actions to facilitate women's access to clean and efficient energy and technologies for cooking. Under its mitigation targets, **Nepal** commits to reach 3.1 million households with improved cookstoves, including electric ones, by 2035.¹³
- **Climate-proofing care services:** Only **Cambodia** addresses care services directly, with plans to ensure that childcare, disability and eldercare facilities are climate-resilient and able to remain operational during crises.

¹² MacGregor et al. 2022

¹³ Government of Nepal 2025.

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identify rising unpaid care work in the context of climate change.

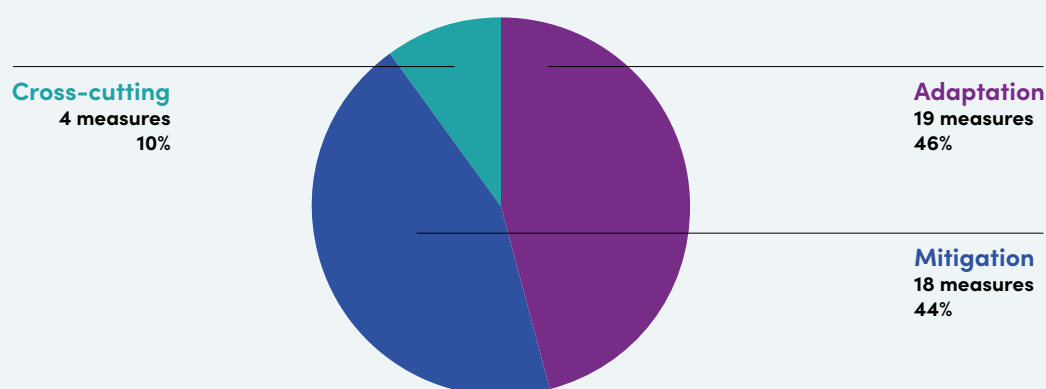
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recognize women's key unpaid care work contributions to climate action.

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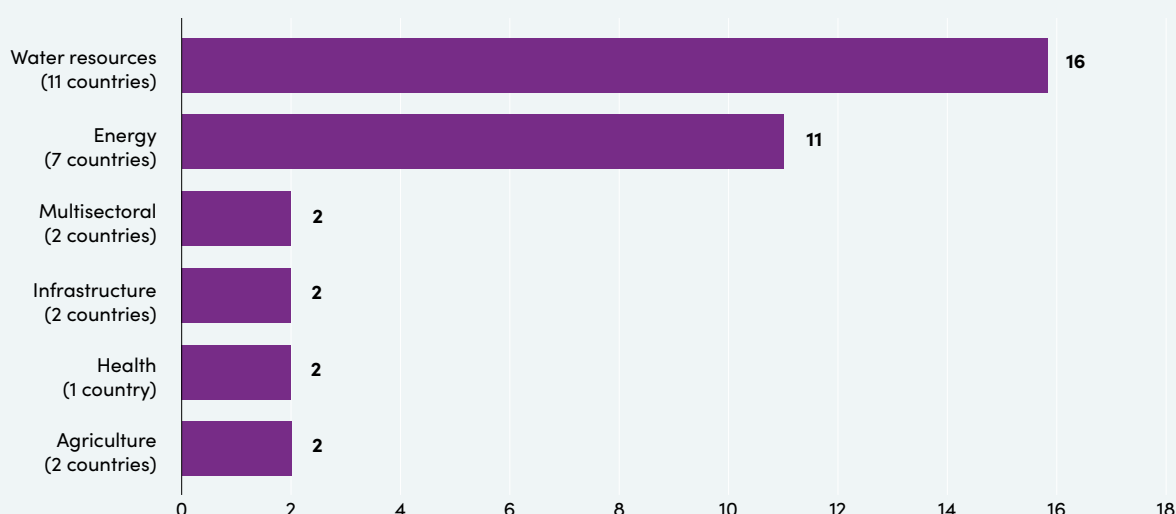
commit to actions to reduce women's care burdens in the context of climate change.

Figure 8. Measures to support unpaid care and domestic work, by climate policy area (number and share)



Note: Based on 32 nationally determined contributions in the first tranche of analysis. Number of countries with measures to support unpaid care and domestic work, by climate policy area: adaptation – 9 countries; mitigation – 9 countries; cross-cutting – 3 countries. No loss and damage measures addressed unpaid care and domestic work.

Figure 9. Measures to support unpaid care and domestic work, by sector (number)



Note: Based on 32 nationally determined contributions in the first tranche of analysis. Only one measure was identified that aims to support unpaid care and domestic work in the industry and waste sector. The following sectors did not have any measures relevant to this dimension: biodiversity and ecosystems, coastal zones and fisheries, disasters, land use and forestry, tourism and transportation.

4. Eliminating gender-based violence

Both rapid and slow onset climate-related disasters can worsen risk factors for gender-based violence (GBV) – such as displacement, loss of housing or income and poor mental health – and cause people to adopt adverse coping mechanisms.¹⁴ Desertification has been linked to early and forced marriages, while hurricanes and other disasters can weaken access to protection systems and safe shelter.¹⁵ Climate policies need to recognize these risks and strengthen coordination with GBV prevention and response efforts.

Overall, countries are failing to recognize the linkages between GBV and climate change in their NDCs. Just six out of the 32 countries analysed identify increased risks of GBV. Three countries **identify** the increased risk of early marriage as a result of climate impacts, and two countries acknowledge the problem of sexual violence by non-partners when, for example, women and girls have to walk longer distances in search of water. No countries **recognize** the contributions that women's organizations can make to GBV prevention or service provision.

It is not surprising, therefore, that eliminating GBV is the gender dimension with the lowest level of commitment (see Figure 2). Five countries (**Barbados, Belize, Cambodia, Marshall Islands and Somalia**) **commit** to prevent GBV or provide services for survivors during and after climate-related disasters:

- **Measures to prevent GBV: Somalia** commits to strengthening social safety-nets, child protection systems and adaptive social programmes, specifically recognizing the risk of early marriage as well as child labour in the context of climate shocks. **Cambodia** also proposes action to reduce the risks of violence against children, abuse and trafficking following climate disasters.
- **Integrating GBV into climate plans:** Some countries are embedding GBV prevention and training into broader measures, as demonstrated by **Belize's** Climate Resilient and Sustainable Agriculture Project, which supports capacity building for women farmers but also includes provisions to prevent and enable reporting of sexual exploitation and abuse in the workplace.¹⁶

6
COUNTRIES

identify increased risks of GBV in the context of climate change.

0
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recognize women's contributions to GBV prevention or services.

5
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commit to specific actions, measures or policies to address GBV.

¹⁴ Castañeda Camey et al. 2020

¹⁵ UN-Women 2023; Thurston et al. 2021.

¹⁶ Government of Belize 2023; World Bank 2025.

5. Safeguarding women's health

Climate change can seriously affect women's and girls' health as a result of food insecurity, exposure to heat stress and disruption to essential services, including sexual and reproductive health care.¹⁷

While it is common for countries to include the health sector in their NDCs, and women and girls will benefit from broader efforts to strengthen its capacity and resilience, studies have found that gender-specific health risks are not always considered.¹⁸

In the latest round of NDCs, a total of 13 out of 32 countries **identify** women's health risks in the context of climate change as an issue of concern. Of these, six acknowledge that women face disproportionate impacts on mental health and the incidence of anaemia, caused by micronutrient deficiencies. Five countries specifically highlight increased maternal health risks, while just two countries identify barriers to sexual and reproductive health care. A single country, **Cambodia**, **recognizes** the contribution of caregivers – a job typically performed by women – to health-related climate interventions.

Around half of countries analysed (15 out of 32) **commit** to safeguarding women's health in their NDC (see Figure 2), primarily through adaptation commitments (see Figure 10), and these fall into three main categories:

- **Addressing gendered health risks:** In addition to at least five countries that make commitments to reducing women's exposure to indoor air pollution through clean cooking, at least a quarter of countries (9 out of 32) commit to measures aimed at improving water, sanitation and hygiene (see Section 3). For example, **Moldova's** Water Security and Sanitation Project (2022–2027) aims to improve menstrual hygiene facilities in schools and health-care institutions in rural areas.¹⁹
- **Promoting women's health and safety in the workplace:** At least four countries (**Belize, Cambodia, Maldives** and **Saint Lucia**) commit to action to climate-proof health and education infrastructure, where women are overrepresented among workers, thereby improving their health and safety in the workplace.
- **Expanding access to gender-responsive health care:** Seven countries aim to strengthen gender considerations in health-care planning and development (**Botswana, Cambodia, Ecuador, Lesotho, Maldives, Somalia** and the **United Arab Emirates**). **Botswana** and **Somalia**, however, are the only countries to include targeted efforts to protect women's access to sexual and reproductive health care. For instance, **Botswana's** NDC sets a target of 100 per cent for women's access to reproductive health programmes and also promotes maternal and newborn health care, another area neglected by most countries.

¹⁷ Smith et al. 2014.

¹⁸ 38 out of 119 NDCs reviewed. UNFPA and Queen Mary University of London 2023.

¹⁹ World Bank 2023, 2025.

13 COUNTRIES

identify health risks women face in the context of climate change and natural disasters.

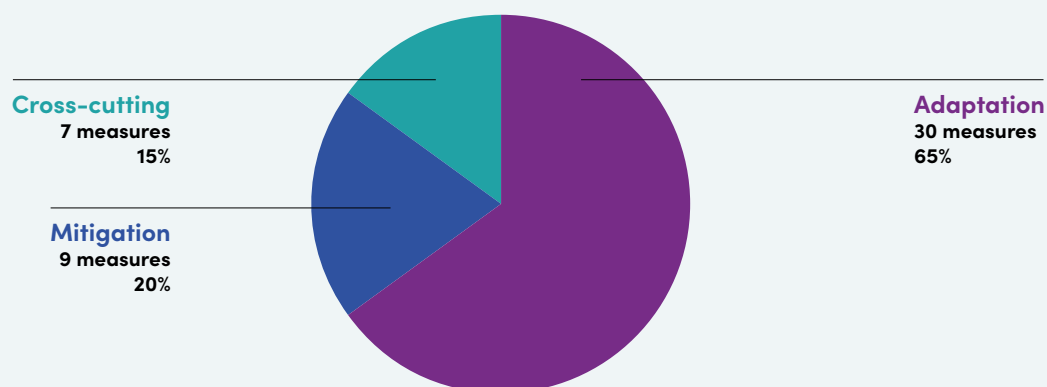
1 COUNTRY

recognizes women's key contributions to health-care provision amid climate change.

15 COUNTRIES

commit to specific actions, measures or policies to address women's health issues in the context of climate change and natural disasters.

Figure 10. Measures to safeguard women's health, by climate policy area (number and share)



Note: Based on 32 nationally determined contributions in the first tranche of analysis. Number of countries with measures to safeguard women's health, by climate policy area: adaptation – 11 countries; mitigation – 7 countries; cross-cutting – 2 countries. No loss and damage measures aim to safeguard women's health.

6. Enhancing women's participation and leadership

Women's participation and leadership in climate action can lead to stronger governance and better environmental outcomes. Yet women remain underrepresented in climate decision-making at all levels and often face discrimination, exclusion or even violence in response to their political participation and activism.²⁰

Fourteen out of 32 countries **identify** in their NDCs the persistent underrepresentation or exclusion of women from climate decision-making space, including within UNFCCC processes. Encouragingly, 12 countries **recognize** women's leadership, knowledge and contributions to climate action – whether as “agents of change” in adaptation or mitigation or through their participation in Indigenous, rural and community-based organizations.

Enhancing women's participation and leadership is the gender dimension with the third highest number of policy proposals identified in NDCs (see Figure 2). In total, 20 countries **commit** to 52 measures to advance women's full and equal participation in climate governance – most of them cross-cutting, followed by adaptation and mitigation measures (see Figure 11). When it comes to sectors, commitments to enhance participation and leadership are multisectoral, followed by land use and forestry, with remaining sectors having three or fewer measures (see Figure 12).

While recognition of and support for women's leadership is growing, intersectional approaches that promote bottom-up accountability and the inclusion of marginalized groups of women are limited.

- **Gender balance in formal climate decision-making:** This is an area targeted by several high-income countries, including **Japan, Montenegro** and **Norway**, which commit to gender balance in climate negotiations or decision-making processes, and the **United Kingdom**, which provides funding for women from developing countries and small island developing States to participate in UNFCCC processes.
- **Inclusive policy planning:** The **United Arab Emirates** commits to involving women, migrant workers, Indigenous communities and low-income groups in the development of its national adaptation plan. Several countries aim to strengthen women's participation in natural resource management in land use and forestry (**Cambodia, Nepal, Moldova** and **Zambia**) and biodiversity and ecosystems (**Cambodia**). For example, **Moldova** commits to ensuring women's inclusion in forest management and decision-making, a traditionally male-dominated sector.
- **Collective action and civil society oversight:** Very few measures aim to strengthen women's civil society or grassroots activism, and none explicitly protects environmental human rights defenders.²¹ The **Maldives'** NDC includes measures to enhance women's meaningful participation and leadership in climate decision-making, raise awareness of women's roles in climate action and support women's organizations with financial and technical resources.

²⁰ UN-Women and DESA Statistics Division 2023.

²¹ Saint Lucia's NDC references the Escazú Regional Agreement on Access to information, public participation and justice in environmental matters in Latin America and the Caribbean

(United Nations 2018), in the context of promoting commitments to the participation of children and youth in climate action, but does not connect the Agreement to environmental human rights defenders.

14 COUNTRIES

identify barriers to women's equal and full participation and leadership in climate decision-making.

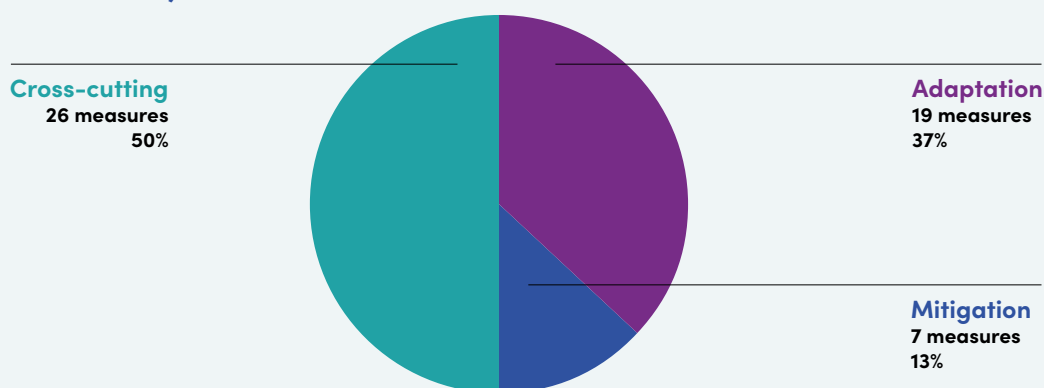
12 COUNTRIES

recognize women's knowledge, contributions or leadership in climate action.

20 COUNTRIES

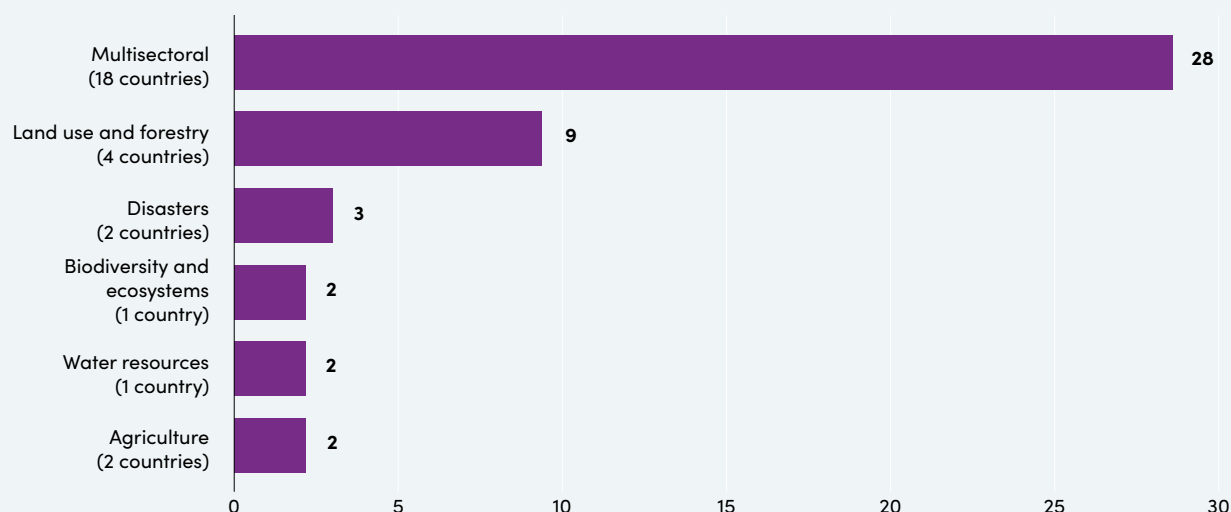
commit to actions to promote women's full and equal participation and leadership in climate decision-making.

Figure 11. Measures to enhance women's participation and leadership, by climate policy area (number and share)



Note: Based on 32 nationally determined contributions in the first tranche of analysis. Number of countries with measures to enhance women's participation and leadership, by climate policy area: adaptation – 9 countries; mitigation – 3 countries; cross-cutting – 16 countries. No loss and damage measures addressed women's participation and leadership.

Figure 12. Measures to enhance women's participation and leadership, by sector (number)



Note: Based on 32 nationally determined contributions in the first tranche of analysis. Only one measure was identified that aims to enhance women's participation and leadership in each of the following sectors: coastal zones and fisheries, infrastructure, tourism and transportation. The following sectors did not have any measures relevant to this dimension: energy, health, industry and waste. One measure was identified that targeted other sectors.

7. Mainstreaming gender across sectors

Gender mainstreaming is critical for integrating gender into climate policymaking. In practice, however, it is often treated as a top-down, box-ticking exercise, with limited consultation with key stakeholders, including civil society, insufficient resources for delivery and inadequate monitoring and accountability measures.²²

The Scorecard assesses gender mainstreaming in two ways. First, it looks at the extent to which gender mainstreaming is used to develop the NDC itself. And second, it looks at whether countries are committing to gender mainstreaming in their climate policies going forward. In relation to the former, the data show that most countries are integrating gender equality in their NDC development through reference to gender-specific laws²³ (16 countries), gender analysis to inform risk and vulnerability assessments (13 countries) or gender-specific indicators (8 countries).

To find out more about how NDCs and climate policies are formulated at national level, a Global Survey on National Gender Equality and Climate Policy Integration was fielded, as part of the Scorecard project. It found that only just over half of countries (54 per cent, 41 out of 76) engaged women's civil society organizations and half (38 out of 76) consulted gender equality machineries in the development of their NDCs.²⁴

Going forward, over half of countries (19 out of 32) include concrete commitments to improve gender mainstreaming in their national climate policies (see Figure 2). This is especially important, given that climate action spans multiple sectors and policy areas and may be covered in several separate policies, plans

and strategies. These commitments to action are largely concentrated in cross-cutting climate policy areas (58 per cent), followed by adaptation (31 per cent) and mitigation (12 per cent). Across adaptation and mitigation, the most common sectors that include gender mainstreaming actions are agriculture, disaster management, water resources and land use and forestry.

Measures to strengthen gender mainstreaming focus on five key areas aimed at enhancing the integration of gender tools and perspectives (see Figure 13):

- **Developing policies at national, local and sectoral level:** **Belize, Brazil, Nepal, Somalia** and **Uruguay** are among the countries that commit to integrating gender into climate or sectoral policies or to updating their gender and climate action plans.
- **Generating gender data and assessments:** Eight countries, including **Lesotho, Solomon Islands** and the **United Arab Emirates**, commit to measures to expand gender analysis and integrate gender in climate and sectoral assessments. **Canada** stands out for its use of an intersectional gender-based analysis framework.²⁵
- **Integrating gender into projects and finance:** Six countries plan to integrate gender in the project cycle, with **Cambodia** notable for applying gender targets across most NDC actions. Only three countries (**Moldova, Nepal** and the **United Kingdom**) include measures to integrate gender or monitor the gender-responsiveness of national climate finance systems.

22 Resurrección 2021.

23 This includes references to binding international or regional gender-related human rights instruments or to national laws or policies that explicitly promote women's rights or gender equality.

24 UN-Women and Kaschak Institute 2025.

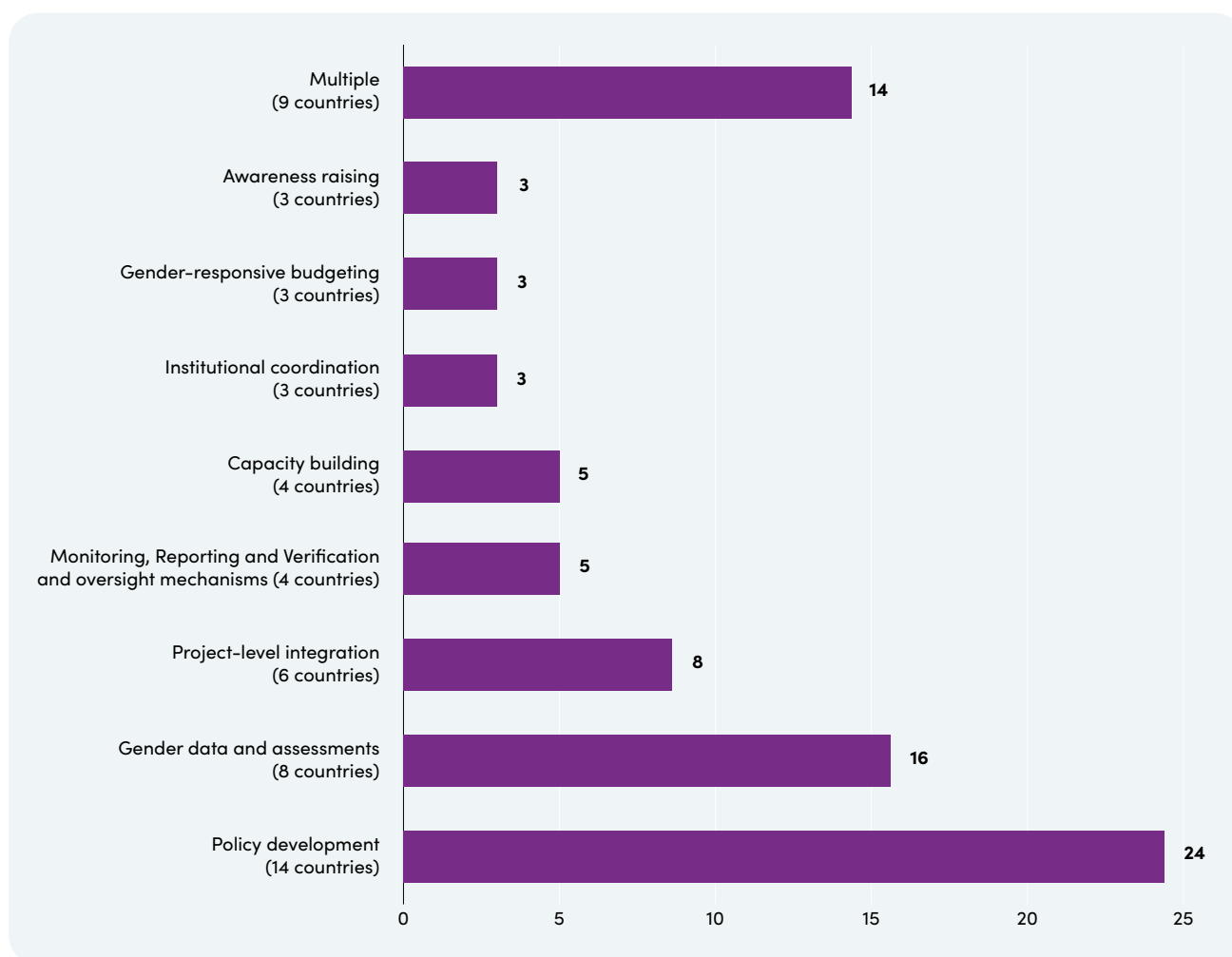
25 Government of Canada 2025.

– **Building institutional capacity and coordination:** Four countries plan to build institutional and local communities' capacity. **Saint Lucia** aims to train stakeholders and local experts to support the implementation of gender mainstreaming and set up a gender focal points system. Three additional countries (**Cambodia, Marshall Islands** and the **United Kingdom**) introduced measures to strengthen institutional coordination through existing or newly established gender and climate working groups.

– **Monitoring and oversight mechanisms:** Four countries – **Belize, Moldova, Nepal** and **Uruguay** – commit to using gender-specific indicators in their monitoring, reporting and verification framework.

No country fully addresses all components of gender mainstreaming captured by the Scorecard in their NDC. However, ongoing and future updates to implementation plans, sectoral policies and programmes to align with the new NDCs provide a key opportunity for countries to strengthen their gender mainstreaming approach.

Figure 13. Measures to support gender-mainstreaming, by mainstreaming component (number)



Notes: Based on 32 nationally determined contributions in the first tranche of analysis. Each of the 85 gender-mainstreaming measures was classified into its primary policy function, when possible, or classified as multiple when there were multiple objectives. Four gender-mainstreaming measures fell outside the components listed above.

8. Countries in focus

8.1 Cambodia: Leading the way on gender integration in nationally determined contributions

Located in Southeast Asia, Cambodia is a lower middle-income country highly vulnerable to rising temperatures, frequent floods and droughts, and sea-level rise.²⁶ As the world's 70th largest emitter, contributing just 0.15 per cent of global emissions,²⁷ it balances development needs with a low-carbon target of reducing projected emissions by 55 per cent by 2035, though 39 per cent of that reduction is conditional on additional finance and technology transfer. Cambodia stands out for mainstreaming gender equality and social inclusion (GESI) across its NDC, with 111 of its 163 measures²⁸ coded as relevant under the Scorecard framework, making it one of the three countries with a comprehensive approach that address all six gender dimensions.²⁹

Cambodia's NDC was developed through a participatory approach, led by the Ministry of Environment and the National Council for Sustainable Development, with technical support from United Nations agencies through the Climate Promise programme.³⁰ The NDC was also informed by a Gender and Environment survey, a comprehensive national household survey developed by UN-Women and conducted by the Government.³¹ To strengthen gender in the NDC, the Government engaged gender institutional mechanisms, women's groups and key sectors in consultations.³² It also trained the Climate Change Technical Working Group on GESI, held an interministerial gender session³³ and engaged

GESI experts in reviewing targets. As a result, most measures include GESI targets, and gender mainstreaming, through institutional capacity and coordination, sectoral policy integration and gender-based vulnerability assessments, is prioritized.

As a result, Cambodia's NDC features a wide range of innovative gender-responsive measures. For example, it includes specific measures to improve working conditions in the garment sector – where women account for up to 85 per cent of workers³⁴ – through combating heat stress and air pollution. Measures also aim to reduce or track women's employment gaps in agriculture, energy, infrastructure, waste, land use and forestry through training programmes, quotas or sex-disaggregated data collection.

The NDC also includes unique measures to support women's unpaid care work and eliminate gender-based violence. Cambodia is the only country to date to feature a commitment to strengthening the capacity of caregivers and social workers, along with the relevant infrastructure, to support victims and vulnerable groups at risk of climate impacts and to prevent trafficking and violence against children in the midst of climate-induced migration.

There is scope to improve and track targets, and Cambodia's plan to enhance sex-disaggregated data in its [NDC actions tracker](#) will be crucial. Moreover, with two thirds³⁵ of the budget and most standalone gender actions dependent on external funding, Cambodia's ambitions may be constrained.

26 Cambodia is the 61st most vulnerable country and the 178th most ready country, ranking 161st in the ND-GAIN Index (University of Notre Dame 2023a).

27 Climate Watch n.d.

28 Kingdom of Cambodia 2025.

29 Among the 32 revised NDCs analysed in the first tranche of the Scorecard, Cambodia stands out as the only one to include actions across all gender dimensions

30 Kingdom of Cambodia 2025, p. iii.

31 UN-Women 2025a.

32 Over 150 women were among the 650 participants in the 17 sectoral consultations, and women made up 30 per cent of the 300 attendees at sub-national workshops. Ibid., pp.1, 9.

33 Cambodia's Ministry of Women Affairs partnered with UN Women and the Asian Development Bank to hold a dialogue on gender mainstreaming in the NDC. Sereyath 2025.

34 CARE Australia 2017.

35 Cambodia's NDC implementation requires approximately \$32.2 billion by 2035. Of that, \$9.5 billion will come from national budgets and already confirmed external support, and the remaining \$22.5 billion is conditional on additional international support through funding, technology, training and partnerships.

8.2 Kenya: Strengthening nationally determined contributions using gender data and analysis

Kenya, a lower-middle-income country and key biodiversity and economic hub in East Africa, is highly vulnerable to climate change.³⁶ Rising temperatures above the global average and irregular rainfall have caused prolonged droughts and floods, leading to estimated annual losses of about 3–5 per cent of GDP.³⁷ Although responsible for only 0.16 per cent of global emissions,³⁸ Kenya has modestly raised its ambition, committing to a 35 per cent emission reduction by 2035 through a low-carbon, climate-resilient development pathway that is gender inclusive and equitable.

Enriched with a comprehensive gender analysis, the NDC recognizes gender equality as a cross-cutting principle and includes actions in four of the six gender dimensions, with gaps in gender-based violence and women's participation and leadership. One specific action in the adaptation and loss and damage section outlines a priority to mainstream gender across all sectors, yet limited information on how the NDC aligns with Kenya's National Gender and Climate Change Action Plan³⁹ represents a missed opportunity.

Kenya's NDC prioritizes universal access to energy and clean cooking, alongside gender-responsive transportation that can ease the burden for women

and girls of water and firewood collection. It also prioritizes climate-smart agriculture initiatives both in mitigation and adaptation – though capacity-building, technology transfer and financing measures – to bolster women's economic security.

The NDC includes a health measure to enhance vulnerability and risk assessments using sex-disaggregated data, helping address service disruptions during floods, identified in the NDC to disproportionately affect pregnant women. Highlighting the increased risk of gender-based violence during droughts, when women and girls must walk further for water and fuel, is another positive step, though not matched with concrete actions to address it.

These initiatives lay the foundation for a gender-responsive NDC, yet opportunities remain, particularly to enhance women's participation in policymaking and carbon markets. Mainstreaming gender in forthcoming national climate change action plans, which lay out NDC implementation and its monitoring systems, will also be crucial, with potential to leverage Kenya's strong gender statistics system. To sustain progress, gender-focused actions should be prioritized, particularly as 80 per cent of the NDC budget depends on international support, which could constrain its overall ambition.⁴⁰

36 Kenya is the 51st most vulnerable country and 157th most ready country, ranking 150th in the ND-GAIN index (University of Notre Dame 2023b).

37 Republic of Kenya 2025a.

38 Climate Watch 2025.

39 Republic of Kenya 2025b.

40 The Climate Action Tracker (n.d.) rates Kenya's commitment as "almost sufficient".

8.3 Uruguay: Using nationally determined contributions to offer a glimpse into robust national gender and climate action

Uruguay, a high-income country in South America, faces significant climate risks⁴¹ due to its coastal geography – home to most of its population – and its economic reliance on agroindustry and tourism. Increasing floods, storm surges and droughts threaten infrastructure, water availability, food systems and public health.

While Uruguay's NDC identifies gender-specific risks in only one dimension – women's economic security – it references almost all the Scorecard gender mainstreaming indicators and includes commitments to action across all gender dimensions except gender-based violence. The integration of gender across policies and programmes, and the Government's robust institutional commitment to gender equality, highlight the need to look beyond NDCs to fully understand the scope of gender-responsive climate action in a country like Uruguay, which has a long-established national gender and climate policy framework.

Effective mainstreaming in Uruguay's NDC is achieved through inclusive participatory processes, a dedicated gender-climate working group and systematic gender classification of actions.⁴² Under its previous NDC, the integration of gender into adaptation measures grew

from around 10 per cent of the total in 2021 to nearly half by 2023.⁴³ Looking ahead, Uruguay is preparing its second Gender and Climate Change Action Plan and will track implementation of gender components in actions.⁴⁴

Uruguay's latest NDC specifically mentions prioritizing rural women's economic security through capacity building and technology transfer, such as digital skills to access drought insurance schemes and extension services and technology in horticulture. Unpaid care work is supported through the NDC's commitment to strengthen the resilience of family agriculture through its National Plan for Family Farming, which takes into account women's unpaid care responsibilities.⁴⁵ This plan is led by the Ministry of Livestock, Agriculture and Fisheries, which has its own Specialized Commission on Gender and participates in the gender working group of the NDC coordination body.⁴⁶ Women's groups and gender experts were engaged in the participatory development of these plans.

While Uruguay's NDC does not mention gender-based violence, the energy section of Uruguay's Gender and Climate Change Strategy includes the training of transportation personnel on gender-based violence to prevent harassment on public transit.⁴⁷ This reflects Uruguay's growing recognition of, and commitment to, a comprehensive approach to gender-responsive climate action, which makes it a global leader in this area.

41 Uruguay is the 124th most vulnerable country and the 38th most ready country, ranking 37th in the ND-GAIN index (University of Notre Dame 2023c).

42 In its *Climate Change and Gender Action Plan*, Uruguay classifies the gender responsiveness of its actions as neutral (gender does not apply), sensitive (integrates gender-disaggregated data), responsive (integrates corrective actions to address gender inequalities) and blind (does not include any, but has the potential to). Ministry of Environment 2021.

43 See Figure 5 in Government of Uruguay 2024, p. 28.

44 Ministry of Environment and SNRCC 2024.

45 Ministry of Agriculture, Livestock and Fisheries 2024.

46 FAO and MGAP 2021.

47 Ministry of Environment 2021.

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Annex. Analysis of nationally determined contributions, by gender dimension

This table summarizes the analysis of each country's nationally determined contribution (NDCs) across the Gender Equality and Climate Policy Scorecard's six gender dimensions. Checkmarks show where NDCs identify gender-specific risks, vulnerabilities or barriers, recognize women's contributions or include specific gender mainstreaming indicators. The total number of measures per country is shown for each dimension. See the [Gender Equality and Climate Policy Scorecard dashboard](#) for details.

Nationally determined contribution	Economic security			Unpaid care work			Gender-based violence		
	Identifies risks	Recognizes contributions	Number of measures	Identifies risks	Recognizes contributions	Number of measures	Identifies risks	Recognizes contributions	Number of measures
Andorra			0			0			0
Barbados	✓		2			1			1
Belize			13			1			1
Botswana			2			1			0
Brazil	✓		2	✓		2			0
Cambodia	✓	✓	57	✓		11	✓		3
Canada	✓		1			0			0
Cuba			2			1			0
Ecuador	✓		2			0			0
Japan			0			0			0
Kenya	✓	✓	5	✓		1	✓		0
Lesotho	✓		3	✓		6	✓		0
Maldives	✓	✓	9	✓		1			0
Marshall Islands	✓	✓	4			0	✓		1
Monaco			0			0			0
Montenegro			0			0			0
Nepal	✓		3			5			0
New Zealand			0			0			0
Niue	✓		3			1			0
Norway	✓		0	✓		0			0

Health			Participation and leadership			Gender mainstreaming			
Identifies risks	Recognizes contributions	Number of measures	Identifies risks	Recognizes contributions	Number of measures	Commits to gender mainstreaming	Gender consultations	Gender-specific indicators	Number of measures
		0			0	✓	✓		0
		1		✓	1	✓			0
		1	✓	✓	4	✓	✓	✓	8
✓		4			0	✓			0
		1			2	✓			4
✓	✓	18	✓	✓	15	✓	✓	✓	19
		0			0	✓	✓		1
		0			0	✓			1
✓		1		✓	2	✓	✓		5
		0	✓		1	✓			0
✓		2			0	✓	✓		1
✓		5	✓		3	✓	✓	✓	3
✓		3	✓	✓	2	✓	✓		2
✓		0	✓	✓	1	✓	✓		2
		0			0				0
		0			1	✓			0
✓		1	✓		2	✓	✓	✓	7
		0			0				0
		0	✓		1	✓			2
		0			1	✓			0

Nationally determined contribution	Economic security			Unpaid care work			Gender-based violence		
	Identifies risks	Recognizes contributions	Number of measures	Identifies risks	Recognizes contributions	Number of measures	Identifies risks	Recognizes contributions	Number of measures
Republic of Moldova	✓	✓	10	✓	✓	3	✓		0
Singapore			0			0			0
Solomon Islands	✓		4	✓	✓	0			0
Somalia	✓	✓	7	✓	✓	3	✓		1
Saint Lucia			1			0			0
Switzerland			0			0			0
United Arab Emirates	✓	✓	5	✓		0			0
United Kingdom of Great Britain and Northern Ireland	✓		2			0			0
United States of America	✓		0			0			0
Uruguay	✓		2			3			0
Zambia			1			1			0
Zimbabwe	✓	✓	1			0			0

Health			Participation and leadership			Gender mainstreaming			
Identifies risks	Recognizes contributions	Number of measures	Identifies risks	Recognizes contributions	Number of measures	Commits to gender mainstreaming	Gender consultations	Gender-specific indicators	Number of measures
✓		1	✓	✓	7	✓	✓	✓	10
		0			0				0
✓		0	✓		1		✓	✓	2
✓		4	✓	✓	3	✓	✓	✓	3
✓		2	✓	✓	0	✓	✓		2
		0			0	✓			0
✓		1	✓	✓	2	✓			3
		0	✓	✓	1	✓	✓		5
		0			0	✓			0
		1			1	✓	✓	✓	5
		0			1	✓	✓		0
		0			0	✓	✓		0

United Nations Entity for Gender Equality and the Empowerment of Women

UN-Women exists to advance women's rights, gender equality and the empowerment of all women and girls. As the lead United Nations entity on gender equality, and secretariat of the Commission on the Status of Women, we shift laws, institutions, social behaviours and services to close the gender gap and build an equal world for all women and girls. Our partnerships with governments, women's movements and the private sector, coupled with our coordination of the broader United Nations, translate this progress into lasting changes. We make strides for women and girls in four areas: leadership, economic empowerment, freedom from violence, and women, peace and security as well as humanitarian action. UN-Women keeps the rights of women and girls at the centre of global progress – always, everywhere. Because gender equality is not just what we do; it is who we are.

Kaschak Institute for Social Justice for Women and Girls at Binghamton University

The Kaschak Institute spearheads a diverse array of impactful initiatives aimed at promoting social justice and gender equality. The Institute fosters high-impact learning opportunities through interdisciplinary research, education and action. Delivering high-level diplomacy and negotiation trainings, the Institute also supports international initiatives on gender equality and environmental policies and implementation frameworks. By hosting international and national events and programs, and engaging with global thought leaders, the Institute becomes a catalyst for positive change, leaving an indelible mark on the pursuit of social justice and equality for women and girls.

Climate change is reshaping lives everywhere, but its impacts are not gender-neutral. Women and girls face disproportionate risks – from economic insecurity and increased unpaid care work demands to heightened exposure to health risks and gender-based violence. At the same time, their essential roles in building climate resilience are often overlooked.

To assess how countries are responding to these inequalities, UN-Women and the Kaschak Institute developed the Gender Equality and Climate Policy Scorecard. The Scorecard analyses how national climate policies address gender inequalities across six dimensions of gender-responsive climate action: economic security, unpaid care, health, gender-based violence, participation and leadership and gender mainstreaming.

This fact sheet presents findings from an analysis covering 32 countries that submitted the third round of their nationally determined contributions by 8 September 2025. It shows that while most countries identify gender as an important topic – and 26 include at least one gender-responsive commitment to action – progress remains uneven. Roughly one third take a comprehensive approach to addressing gender inequalities or advancing women’s leadership. By providing evidence on policy gaps and examples of good practices, the Scorecard supports governments, advocates and civil society in strengthening accountability and ensuring that climate action actively promotes gender equality.



Kaschak Institute
SOCIAL JUSTICE FOR WOMEN AND GIRLS

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